HOW CAN LEADERSHIP SUPPORT TEACHER DEVELOPMENT AND CAREERS?

ET2020 Working Group Schools Peer Learning Activity

Antwerp, May 2019

ET2020 WORKING GROUP SCHOOLS 2018-2020 CYCLE

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How can leadership support teacher development and careers?

About this report

Under its 2018-20 mandate, the Education and Training 2020 Working Group on Schools is exploring the governance of school education systems to support high quality inclusive education across a European Education Area. The work focuses on two interlinked topics, namely quality assurance and teacher and school leader careers.

A Peer Learning Activity took place over 4 days in May 2019 and brought together ministry representatives and school education stakeholders from 12 countries:

Belgium (Flemish Community)* and the City of Antwerp*, Croatia, Estonia, Finland, the City of Munich in Germany, Greece*, Hungary, Ireland, The Netherlands*, Poland, Portugal*, and Slovakia. (*Representatives forming a steering group to guide activities)

This report is aimed at policy makers but may also be useful to any school education stakeholder concerned with supporting teacher career advancement. It summarises discussions in response to key questions, as well as challenges, examples of policy action, and future possibilities in particular countries.

ACKNOWLEDGEMENTS

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European Commission - May 2019

Executive Summary

This report addresses some of the challenges associated with the failure to **attract teachers to the profession** and then to **maintain their commitment and enthusiasm**. It considers **how teachers can evolve during their career**, and **how this progress can be supported and promoted by leadership and policy**. In this report, leadership is understood to include not only school leaders but a combination of actors, organisations, and approaches supporting teacher career advancement.

Career advancement should not be regarded as an outcome in itself. It is rather a process in which there may be different contextual goals: such as the **positive outlook of teachers**, teacher **recruitment and retention**, or the **high quality of teaching and learning**. These priorities may influence the approaches taken.

Strengthening teacher career advancement requires a **clear vision** together with a possible shift of mindset affecting established **structures**, including **recognition** of advancement (e.g. through salary or status); and **strategies** for **implementation and monitoring**. New approaches may come from within the education system, or be inspired by **human resource development** strategies originating from outside of education. Two such models - Abilities, Motivation and Opportunities and Purple Management – were explored during the Peer Learning Activity.

The report discusses a number of effective strategies for supporting teacher career advancement. It highlights the importance of taking the **needs and desires of the individual** into account; the advantages of having **different approaches** to practical action that can usefully be combined; and the **conditions** to take into account when developing these strategies.

One approach may be to develop **different teacher career paths**, which can be understood to move in different directions. Appreciating the **diversity of options** may help to identify different opportunities and strategies for support. Some of these career paths may be formalised but that may not be necessary. However, each path offers opportunities for teachers to experience **new perspectives, new challenges or new inspiration**, and which in turn **demand different forms of leadership** to encourage and support teachers in navigating their careers.

Improving the support and opportunities for teachers in terms of their career paths should be considered from the **viewpoint of the school as well as from a national or regional policy-level perspective**. There should be a clear understanding of what each different form of leadership can contribute, and what must be in place to enable leadership to make these contributions.

As well as describing **local and national perspectives** on how to support teacher careers, the report outlines a number of **messages for policy makers**, which emerged during the discussions, regarding notions of **'vision and process'**, **'staff development'** and **'the use of frameworks'**.

Current challenges

A career is an occupation – or series of occupations - "undertaken for a significant period of a person's life and with opportunities for progress."[1] Therefore, we note that a teacher's career – especially one that is attractive and sustainable – should include notions of, and support for, both development and progression. However, the teacher profession is often seen as a flat profession with no or little career opportunities[2], which raises key challenges for policymakers:

- In times of teacher shortages in many Member States, how to create an attractive profession, which is considered to be challenging by young people who stand in front of making their career choice;
- In times of teachers leaving the profession prematurely in many Member States, how to keep the teachers, who enter the profession full of energy, passion and ambitions, motivated during a longer period of 10, 20 or 30 years;
- How to avoid that teachers, after a number of years, become disillusioned (which may negatively affect the quality of teaching and learning) or leave the profession, believing there to be a lack of opportunities or attractive challenges for them.

The ET2020 Working Group Schools aims to address these challenges by looking at how teachers can evolve during their career, and how this can be supported and promoted by leadership and policy.

Leadership is central to this career advancement of teachers and may include helping them to:

- become better teachers
- stay passionate and motivated during their working life
- be able to use all their expertise in the best interest of pupils.

Perspectives on 'Human Resource Development'

Some concepts from 'human resource development', which is developed as part of business administration, is often not part of common practice in the education sector, but are useful in understanding challenges and possibilities in teacher career advancement.

ABILITIES, MOTIVATION AND OPPORTUNITIES

Teacher career advancement can be considered both in terms of a) progression through the various levels of a career structure - a recognised progression pathway within a job or a

[1] Oxford English Dictionary definition: https://en.oxforddictionaries.com/definition/career
[2] *Teaching Careers in Europe: Access, Progression and Support* - European Commission/EACEA/Eurydice, 2018. Available at https://eacea.ec.europa.eu/national-policies/eurydice/content/teaching-careers-europe-access-progression-and-support_en

profession based on a single or multi-level structure -, and b) progression in terms of experience gained through both regular teaching and through undertaking additional roles and responsibilities - roles taken in addition to the teaching duties, e.g. mentoring, non-classroom pedagogical/methodological roles or management roles.

Knowing there is an opportunity to develop and advance during one's career is an important factor in helping some teachers remain motivated throughout. This motivation includes a feeling of empowerment: avoiding a feeling of being isolated or locked into one position, and able to recognise one's own strengths. It also requires the sense of passion for the role of the teacher to be kept alive. Nevertheless, if a career is mainly characterised by becoming "better" at "teaching", this might be enough to satisfy some teachers and/or the profession as making "progress", but not necessarily all, and in those cases more opportunities might be needed to help satisfy the individual needs of all teachers.[3] In this sense, the Motivation can be both intrinsic and extrinsic.

Career advancement is also a matter of stimulating professional development (Abilities) and afterwards providing them with the Opportunities to put these newly developed abilities into good use, and also, providing teachers who have received new Opportunities (e.g. new roles or responsibilities) with the necessary Abilities/competences enabling them to fulfil the tasks of that new role.

When considering career advancement of teachers, the AMO-model, which stems from Human Resources studies[4], offers a useful frame as it considers the interplay between abilities (or 'competences'), motivation and opportunities.

It is important to consider *when, which* and *how* other opportunities become an option in a career. A formal structure of progression may help in this respect, for example to outline different levels of teacher status or role. Certain opportunities may require a level of training or qualification, or may be directed at teachers in a certain early or later stage of career.

Within an organisation, a separate department may be responsible for optimising the work of its employees. This department, typically called 'Human Resources', is responsible not only for recruitment, employee salaries and benefits, and job descriptions, but also professional development. However, in many organisations, including school education, this role may be provided by a number of different actors, both within and outside of the organisation and in others it might not be considered at all.

[3] In line with the Eurydice report; see footnote 2
[4] Appelbaum,E., Bailey,T., BergP., & Kalleberg, A.L. (2000) Manufacturing Advantage: Why High Performance Work Systems Pay Off, Ithaca and London: Cornell University

TALENT AND COMPETENCES: 'PURPLE MANAGEMENT'

An environment of innovation and learning as an organisation will result in an evolution in the ways in which people in the workplace operate, often increasing in complexity, and making lifelong learning a necessity. The speed of change will be influenced by the willingness and determination of staff. On an individual level, employees require a degree of autonomy, coupled with self-steering and self-regulation. As a collective, employees should be encouraged to actively participate in the change and develop relationships within the team. If there is a need to change, the thinking process for those involved in its management should include:

VISION SUPPORT TALENT IDENTIFICATION[5]

Even if teachers will not necessarily work within one school setting during their career, the special nature of schools not just as institutions but unique communities with their own cultural ways of operating should be considered. It is important to encourage teachers to view themselves as important in shaping the school's direction and values.[6] It can be viewed as teacher leadership: "the process by which teachers, based on expertise and affinity, influence colleagues, school leaders and other actors within and outside the school." This influence transcends the classroom.[7]

'Purple management'[8], a concept which can be applied in a variety of workplaces, seeks to create a better balance between developing *competences*, which defines what is required of an employee according to the needs of an organisation, and nurturing *talents*, which recognises the individual attributes and potential of the employee.

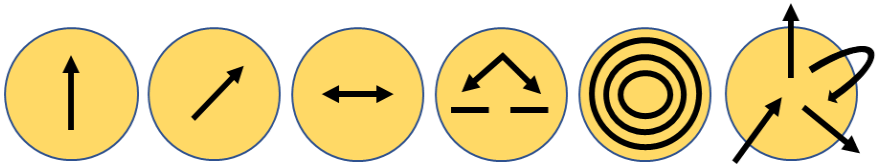
The combination is expressed using the metaphor of 3D glasses, with a blue spectacle lens representing the competences needed, and a red lens expressing the individual's talents, these colours creating a purple perspective. The view through the blue lens is normative and characterised by control, while there are no formal systems to be seen through the red lens. Rather than creating tension, the lenses work constructively and harmoniously together.

The talents should be the starting point of the review process for the employee, but both viewpoints should work in dialogue, optimising individual strengths and neutralising weaknesses. This concept acknowledges that jobs are no longer narrow and rigid, nor are organisations static. An effective use of the Purple Management concept as a model for reflection depends on dialogue and agreement between employee and employer (or reviewer). It has implications for selection procedures, and it should ideally lead to better retention and less administration.

[5] Peer Learning Activity Keynote delivered by Roel Spaenhoven, a human development expert in the chemicals industry.
[6] York-Barr, J., & Duke, K. (2004) What Do We Know About Teacher Leadership? Findings From Two Decades of Scholarship. *Review of Educational Research*, Fall 2004, Vol. 74, No. 3, pp. 255-316
[7] Snoek, M. (2014) 'Developing teacher leadership and its impact in schools', p.20. Available at: https://dare.uva.nl/search?identifier=99c88cea-c1f6-40eb-9891-d733bfc9d123
[8] Purple Management has been developed by Quintessence, Founder Director: Lou Van Beirendonck. www.quintessence.be

Teacher career paths

Teacher career paths can be understood to move in different directions and appreciating the diversity of options may help to identify different opportunities and strategies for support.



Career paths may be upward through a hierarchy of roles (e.g. teacher to school leader) or by becoming a better teacher (e.g. an expert). Teachers may enjoy a "flat" career structure, moving between a series of similarly-placed roles (e.g. curriculum innovator, digital co-ordinator) or changing contexts *(as indicated by the first four circles above)*. Teacher careers may also be considered not as advancing in a direction but adding layers to a core pedagogical role (e.g. acting also nationally or internationally). Teachers may take opportunities outside of schools but also, crucially, may return to their schools with new perspectives and competences. It should also be acknowledged that new entrants to the profession may come from related roles (e.g. librarian, special needs worker, sports coach) and consider this part of one career path.

Some of these career paths may be formalised or not. However, each path offers an opportunity for teachers to experience new perspectives, new challenges or new inspiration. This raises the question of how leadership in schools can strengthen these career opportunities and support teachers in navigating their careers.

Leadership across school education systems

Teachers develop mainly whilst being active within the context of their schools. However, improving the support and opportunities for teachers in terms of their career paths should be considered from both the school perspective as well as from a country-wide and policy-level perspective. In this report, leadership is understood to include not only school leaders but a combination of actors, organisations, and approaches, including both formal and informal ones (and even the ones from within teachers themselves) that function to support a teacher's career:

- Those that structure and support the different roles, opportunities and progression of teachers in schools (e.g. school leaders, teacher guidance counsellors, school board members);
- Experts that support a continued development in teaching (curriculum subject experts, mentors, other teachers, education organisations, teacher educators – initial and continued);

- Other actors who encourage, inspire and take responsibility for teacher careers (e.g. teacher unions, teaching councils, researchers, education authorities).

The actors involved may not act only as a typical 'leader' figure, whose guidance must be followed. They may alternatively be a 'guide' – a companion to navigate challenges with – or a 'mentor' – in a similar role with more experience to advise on. It will be rare to have one actor who can fulfil "grant wishes" and make a significant difference in one act. Depending on the type of leadership, the support to teacher development and careers might involve different ongoing processes and tools, such as evaluation, action research to directly impact on their own practice, or other opportunities beyond conventional professional development (projects, seminars, mobility, networking) and peer support.

Given the diverse forms of leadership possible, it then follows that the process of defining and structuring roles and responsibility (in this case for staff careers), both internal and external to organisations (i.e. schools), is an important part of leadership and of supporting the development of staff.[9] There should be a clear understanding of what each different form of leadership can contribute, and what support is needed to enable them.

Providing the right conditions within a school is, of course, likely to be a central concern, i.e. how can the efforts of a school leader be sustained in supporting the careers of staff? This may include providing specific training and rethinking the organisation of the school and activating other teachers as a leadership team.[10] The use of an appraisal and evaluation process may vary between schools and require reviewing – by, or on behalf of, schools. Any frames of reference should also take into account the specific context of the teacher and their own priorities.[11]

External stakeholders and organisations may provide individual teachers, school leaders or school leadership with time or tools for broader reflections, which the daily demands within school often prevent them from having. They can signpost new opportunities, create empowering and outwardly powerful networks and communities, run training courses, and help search for solutions to problems which may be barriers to progress.

The different strategies may be initiated, guided and monitored at different levels of the school education system. For instance, a recognised qualification for school leaders might operate at national level within a national framework. In some countries with a more decentralised system, salary increase as recognition of competence specialisms (or years' experience) might be managed by a municipality following evaluation at school level. In both cases, however, a range of stakeholders may be involved in consultation, planning and implementation of a strategy.

[9] Fullan, M., & Quinn, J., (2016) *Coherence*, Corwin Press and the Ontario Principals' Council. Also outlined in a short video and blog at: https://michaelfullan.ca/coherence-the-right-drivers-in-action-for-schools-districts-and-systems/
[10] Teachers and school leaders in schools as learning organisations: report by the ET2020 Working Group Schools (2016-18). Second edition (April 2018) available at https://www.schooleducationgateway.eu/downloads/Governance/2018-wgs4-learning-organisations_en.pdf
[11] Evaluation of teachers and school leaders to support attractive and sustainable careers. Report by the ET2020 Working Group Schools (2018-20). March 2019.

Responding to Key Questions

The Peer Learning Activity was framed by 3 key questions:

1. **What strategies are there for teacher career advancement and how can these be strengthened?**
2. **What are the conditions, roles and needs of leadership to support these strategies, both at local and national level?**
3. **How can these be co-ordinated and supported by coherent action at policy-level?**

This section presents a summary of these discussions, through which key messages for policy makers emerged.

Effective strategies for supporting teacher careers

Career advancement is not an outcome in itself. It is a process in which there may be different contextual goals: such as the positive outlook of teachers, teacher recruitment and retention, or the high quality of teaching and learning. These priorities may influence the approaches taken.

Strengthening teacher career advancement requires a clear vision together with a possible shift of mindset; established structures, including recognition of advancement (e.g. through salary or status); and strategies for implementation and monitoring.

INDIVIDUAL NEEDS AND DESIRES

Whilst strategies may concern the teaching profession as a whole and a broad range of stakeholders, the individual needs and desires of a teacher should be taken into account and be balanced towards school and community needs:

Teacher choice	Teachers are leaders of their own career path – they have the right to accept or reject opportunities but they should also not be blocked from accessing them (through lack of training or support). To ignore an underperforming or un/demotivated teacher is a matter of neglect in the system with an impact on the passion, inspiration and dedication of all teachers, thereby risking the learning processes and outcomes of pupils. But it is equally a matter of neglect to ignore the development needs of highly talented and motivated teachers, which also poses similar risks.
Identity	There is a need to foster a “professional” ethos and identity – this will support an intrinsic sense of development and advancement.

Purpose	Teachers should ask both "what is my identity" as a teacher and "what is my mission" (what do I want to achieve). This may require a structured dialogue with a frame, such as questionnaire or mentor.
Talent and competence	Schools as learning organisations should take into account recent shifts in the theory of employee abilities and potential: that talent (the individual expertise) should be considered alongside competence (the desired capability according to the need of the organisation and complementary to competences within the team as a whole).

APPROACHES

In terms of practical action, there are a number of different approaches that may be taken or combined:

Acknowledging career paths	Teacher career advancement may take different forms: a change in hierarchical or flat roles; becoming an expert; a change in school, subject or sector; a movement to outside (or inside) the school community; or other professional development. The leadership inside and outside of the school, as well as the teacher, needs to acknowledge and value this change.
Appraisal & evaluation	A cyclical process of both appraisal and evaluation can contribute to a positive sense of progression and avoid the rejection of such processes as an administrative burden.
Use of tools & processes	If tools and processes for supporting teacher career advancement are developed, they should be used widely and monitored for development. This may require extra time in the weekly allocated hours, which, in turn, may incur financial cost.
Contracting	Teacher numbers and retention may be improved with long-term retention contracts, plus attracting teachers from other sectors through schemes for training and recruitment.
Recognition and reward	Teacher professional development may be recognised in different ways, such as a record of course participation or through an increase of status and/or salary. Recognition may also be part of a campaign, such as awards for excellence. This approach is not essential but may be appropriate in some systems.

CONDITIONS

Surrounding the teacher, there are certain conditions to take into account when developing strategies to support their career:

Image	Teacher careers suffer multiple image problems that can hinder recruitment, including: criticisms on the quality of work or the amount of

work; the growing demands of diverse pupil population; and the location. These perceptions must be better understood and counteracted.

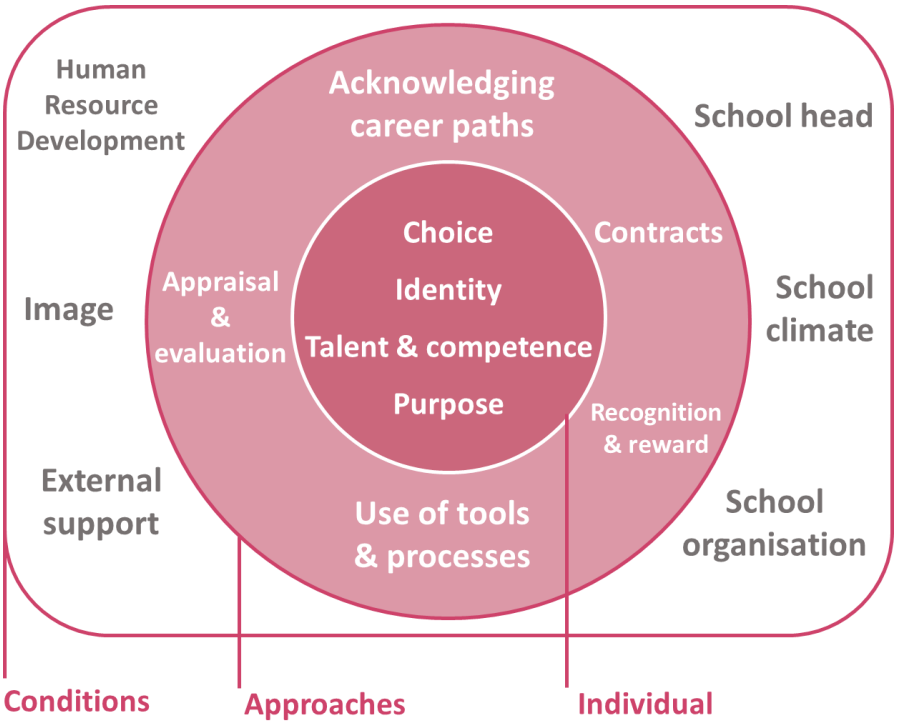
'HRD' Encouraging a system-wide commitment to the "human resource development" of teachers.

School head The school head has a significant influence on teacher careers as a "change manager". They need to be trained and ready to perform their role, but they should not operate alone. Creating new in-school leadership roles can help distribute teacher career guidance so that the responsibility does not lie with one person.

School climate Leadership needs to create a positive school climate and reinforce professional and social links amongst the staff.

School organisation Career advancement is not simply moving up a hierarchy. Many roles may constitute "being a teacher" but more often require working within teams. The capacity to support career advancement, including changing staff roles, will require flexibility and an openness to work in teams.

External support Actors and organisations external to the school (e.g. different educational services, the municipality, the ministry, etc.) should be encouraged to take the initiative where they see a need arise for teacher development and career guidance.



Coherent policy action

Career advancement is just one dimension of the how to make the teaching profession more attractive and sustainable, which also includes pedagogical and professional development and support structures, within the specific culture of the school.[12] The interrelations of these dimensions on the continuum of the teaching profession (initial teacher education, induction, and continued professional development) imply that systems may benefit from a broader and more sustainable impact with more coherent policy action.

It is acknowledged that such policies have the objective of supporting high quality teaching in order to achieve better learning outcomes. However, these cannot be successful or sustained unless there are also efforts made to maintain the passion and commitment of teachers from their entry into the profession until the time that they leave.

Vision and process

i. It is important to plan a holistic view and long-term vision, shared by all stakeholders, for the teaching profession in order to create and support sustainable leadership roles which will contribute to meaningful professional development for teachers, both at individual and school level.

ii. The professional status of teachers should be included in this vision, given that negative public perspectives of the teaching profession continue to be held in many countries, and which may exacerbate the problem of teacher shortages. Appropriate action may connect different conditions, such as the range of salaries, opportunities for professional development, etc. that can be offered or key messages for media campaigns.

iii. The process of change requires strategic thinking on teacher careers, in a coordinated way involving stakeholders, with clear purpose and priorities, in order to have a sustainable impact on the teaching profession. Preparation and planning takes time, but can be enhanced by listening to evidence provided by teachers and other stakeholders. In order to ensure a positive acceptance and impact, the implementation process should take into account clear examples of effective practice and a robust procedure for monitoring and evaluation.

iv. Stakeholders need to be given opportunities to connect and network, in order to develop a common agenda and language, supporting different actors to take appropriate action. This process involves modelling, showcasing and (peer) leading in order to improve the capacities of the leadership (individual actors and organisations).

[12] European Commission (2015) Shaping career-long perspectives on teaching: A guide on policies to improve Initial Teacher Education, Luxembourg: Publications Office of the European Union, page 19

v. A vision for 'innovation' in school education may include facilitating new approaches to leadership that support teacher career advancement, but innovation by teachers themselves regarding their own teaching practice may equally be viewed as contributing to their career advancement.

Staff development

vi. Policy development should take into account a range of different career structures, which are not necessarily linear or hierarchical. Differentiated action may also be required for teachers at different stages of their career.

vii. Policy development should acknowledge and confirm the close relationship between school head and teacher in the context of career advancement. This may affect the particular roles and responsibilities given to schools as well as resources directed to improve the capacities of school leadership (school heads and management teams).

viii. Policies for teacher careers should acknowledge the impact of local school climate, organisation structures, and working conditions. Encouraging a balanced perspective on 'talent' and 'competences' enables both the school needs and individual skills to be taken into account and supported.

ix. Teacher careers may benefit from diversifying to complement the fundamental role in the classroom. Policy action coherent with other sectors may support teachers to work with (or even specialise as) other experts; for example, speech therapists, educational psychologists, teaching assistants, researchers and regional or national advisers.

x. It is important to increase the possibilities to teacher mobility to observe, experience and learn from different contexts and approaches, both inside and outside of their national context, as well as to stimulate evidence-informed behaviour in schools.

The use of frameworks

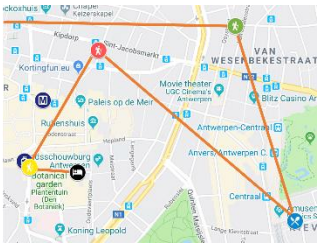
xi. It is important to refer to existing frameworks of quality indicators, including the management of Human Resource Development (HRD), Initial Teacher Education (ITE), and Continued Professional Development (CPD), in order to take a coherent approach to enhancing local Human Resource policies and the capacity-building of leadership that can improve teacher careers.

xii. It may be useful to create a specific teacher career advancement framework that is not only directed at improving teaching and learning but also at increasing opportunities for different career paths and mobility. Such a framework should be valued with clear ways of recognising progression.

xiii. Any framework that includes job descriptions and expectations should articulate a broad and balanced perspective on the roles of teachers and should include a reference to well-being.

Supporting teacher careers: a local approach

Educational Leadership Trail



Given the 'pathway' theme of the Peer Learning Activity and the different stakeholders involved in leadership, the typical school visit of other events was extended into a trail. This comprised 3 paths, each visiting 3 stakeholders around the City of Antwerp.

Whilst each group of participants engaged in dialogue with the stakeholders, they also uploaded ideas, images, videos, document links, and points for discussion to online pin boards. As a methodology for peer learning, the trail was highly valued by participants, who were able to reflect on contrasting perspectives and contexts of teacher career advancement.

City of Antwerp

The city identifies its main actors in the leadership of teacher careers as being:

- School heads
- School boards
- External organisations, including the University of Antwerp and Onderwijstalent

Teacher shortage (2000 vacancies) is a recognised problem. Recruitment to teacher training is declining, and 50% of all young teachers in the first five years of their career leave the city to teach in another municipality. 30% of all teachers leave teaching altogether.

Participants noted particular strategies and conditions created by the stakeholders to improve the support to career advancement:

The school head:

Finding excellent school heads - those with the necessary vision and capacity to manage the development of staff and the organisation - is considered a particular challenge. For this reason, the GO! Schools Board has created a one-year Talent Pool programme centred around a project for the school and a number of training days on change management, tools for communication, team leadership, and insights into the relationship between the school head and the school. Mentoring of the Talent Pool is established and leads on to in-service training, involving the same mentors, of newly appointed school heads.

It is also notable that some school heads find a path to this role through their in-school experiences. One such school head had previously trained for different roles in the school and had also worked for an inspiring school head who gave advice on the leadership role. This school head also described their own innate curiosity and passion for developing the potential of others.

Appraisal and evaluation cycle:

By government decree there is a performance appraisal review cycle every four years, and also an evaluation every four years. One particular school had found the job descriptions they were using to be over-elaborate, yet rather general in its approach. Seeking better alternatives, they started to use the "purple management" (blend of talents and competences) approach with positive results and high morale amongst staff.

Within the school internal coaching arrangements have been established, which are seen as especially valuable for new teachers. There is also an external coach and input from the school head (e.g. classroom visits) and head of personnel. Career guidance covers enthusiasm, growth, job-crafting and burnout prevention. 'Job-crafting' – what do the teachers dream of achieving during their career, and how do they breathe life into their jobs – is a key element. The monitoring and feedback process is continuous, in order that there are no surprises at the end of the review cycle.

External service:

An example of a training offer, in which under certain circumstances job seekers can be admitted for preparation to become a teacher. Under the scheme the potential teacher continues to have their jobseekers allowance paid for the three-year course. They also provide support to teachers in secondary schools who may wish to study an extra course, perhaps in another subject, to increase their marketability.

Social media and web site are used to communicate, as well as mailings to graduates. An app - Big City Life - has been developed to support integration of teachers, especially those new to Antwerp. Through graduation fairs and educational information days, young people are given information on teacher training and the job of a teacher, together with job application tips.

Other potential candidates will also be given these insights, together with a realistic picture of the job market, wages and work conditions, and, if appropriate, the implications of changing careers. Youth counsellors are involved in these efforts, and professional exploratory internships are available.

Supporting teacher careers: national perspectives

This section summarises presentations and subsequent discussions made by participants of the Peer Learning Activity (May 2019).

Belgium (Flemish Community)

Challenges

There is a recognised annual shortage of 5000-7000 teachers each year until 2028. A key cause of the shortage is a high level of competition in the wider labour market. There is also considerable attrition, with 12.3% of young teachers quitting during their first years in schools, and many absences of the remaining staff attributed to psychological reasons.

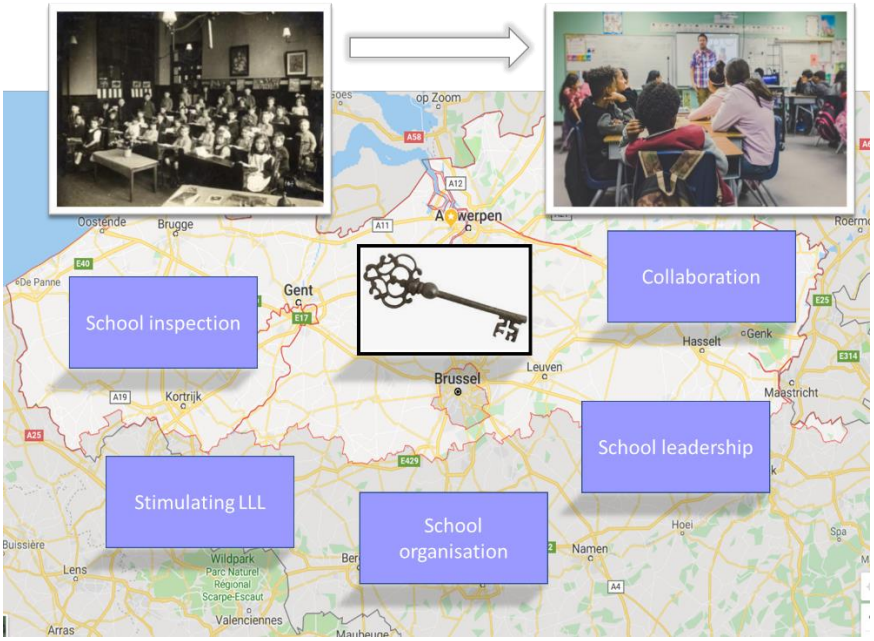
Teachers feel pressured by society and negative communication found in media. The most difficult schools also have inexperienced teachers, who often do not stay long. The result is instability among staff in those schools most vulnerable and disadvantaged.

School heads were selected on criteria which are not necessarily compliant with their current tasks. There is no compulsory pre- or in-service training for school heads. There are naturally some good practices and initiatives but they are not widely spread.

Recent development

In the Ministry of Education and Training there is high trust of teachers, and schools enjoy a high level of autonomy. While the Ministry is responsible for paying teachers and establishing general rules and conditions for employment as well as for teacher supply, all teachers are selected and hired by the schools themselves.

The ministry provides funding to umbrella organisations of school owners, which have their own pedagogical counselling services. These services provide e.g. training for school leaders and carry out research - for example on: how teachers spend their time; the adaptation of employment conditions; welfare policies; and campaign work to raise profile of teaching profession.



Opportunities To address the current challenges, there seem to be 5 keys to success:

1. School leader: They have a crucial role in developing and maintaining the pedagogical work of the school as well as being a team leader for all staff. There is an opportunity here to provide obligatory pre-service training for all future school leaders that would include skills in Human Resource Development.
2. School organisation: whilst legislation permits schools to organise themselves in a less traditional way only a small number use this freedom and see it as a possibility to attract, and keep their teachers. Enhancing schools leaders' flexibility in looking for solutions and improvement of the CPD is key.
3. Collaboration: collaboration (which takes place in addition to the common social dialogue), currently depends on individual contacts and projects. Opportunities for different services to interact and provide support could be enhanced, particularly involving pedagogical counselling services based on HRD theories and evidence.
4. Stimulating Lifelong Learning: this means not only facilitating mobility within and into/out of the teaching profession and reviewing the funding for CPD, but also ensuring networks are learning more about effective approaches (as opposed to merely communicating).
5. Inspection: making changes requires negotiation but there is an opportunity to encourage inspections to focus more on schools' HR approaches.

Croatia

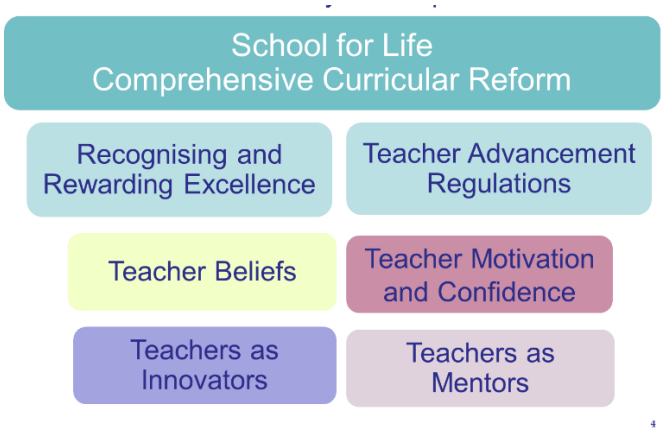
Challenges

The main concerns are how to empower teachers to become leaders and change agents, and how to enhance teacher career advancement.

Education leadership is recognised as playing a significant role in the context of the implementation of the new curricula reform. The implementation of the curricular reform started with a pilot project (Experimental Program School for Life) in 74 primary and secondary schools in 2018. The experiences regarding teaching methods, CPD, recognition and career advancement are relevant for the frontal implementation of the Reform in the school year 2019/2020.

There is still concern over the status of the teaching profession and how to enhance it, e.g. because of lower average salaries (compared to employees with the same academic qualifications) and criticism of what the public perceives as ''long holidays''.

In consequence, teachers' motivation and confidence, developing teachers as innovators, and teachers as mentors are all receiving attention.



Recent development

There are changes to recognise and reward excellence and a positive approach to appraisal, with up to 500 teachers to be publicly recognised. The ministry will, once a year, announce a public call and award excellent teachers (criteria include e.g. mentorship to students, organisation of workshops, participation in (inter)national projects or research projects etc.). Teacher Advancement Regulations have received attention. Teachers from the reform experimental schools are highly involved in mentoring teachers from non-experimental schools.

Opportunities

The reform seems to present many opportunities to link areas of work and build on the roles of staff already involved and recognised. Those teachers rewarded as "excellent" may be encouraged into the mentoring system to support staff in other schools, as a career step (whilst ensuring they also stay in the classroom). The training of school heads may focus on linking the curriculum reform to teachers' career advancement (motivating and activating staff).

There are also opportunities to encourage teachers to take ownership of their career advancement, supporting this with surveys and focus groups, including on the well-being of staff.

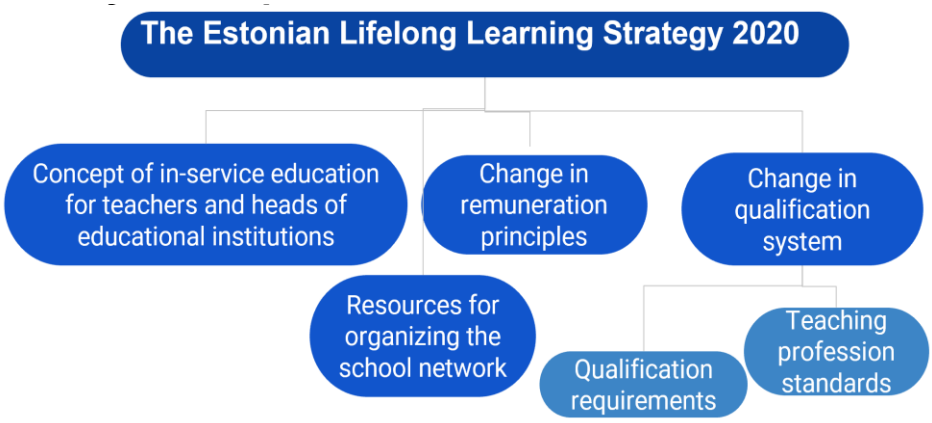
Estonia

Challenges

In supporting the entry of motivated persons to the teacher profession in a flexible way and to stay in the profession, there are challenges with both the media and public attitude regarding the importance of teachers and teaching quality.

The opportunities of teacher careers are also not as clear and visible as they might be. There is also a challenge in identifying a teacher's career development needs, including by the school head and the teacher themselves through adequate self-assessment.

Lauri Järvilehto:
At the heart of learning lies the most powerful human driver there is: ***passion***
(https://bluewings.finnair.com/lifestyle/why-learning-matters/)



Recent development

In Estonia, a 'Lifelong Learning Strategy 2020' was introduced in 2014. There were also changes in CPD, remuneration principles and the qualification system. The process of developing a new strategy for 2021-2035 has already begun. There are plans to improve the lifelong learning mindset among teachers that should form an important part of their career. Teachers themselves can be role models of lifelong learning, but the project will also involve teacher councils, unions, universities, teacher training students, the ministry, the Association of Estonian Cities and Rural Municipalities, and the media.

Opportunities

With the lifelong learning project in mind, satisfaction surveys, research, teacher appraisal, open dialogue and just asking questions will enable the work to be monitored and its success appraised.

Paying attention to media campaigns and communication may also be beneficial.

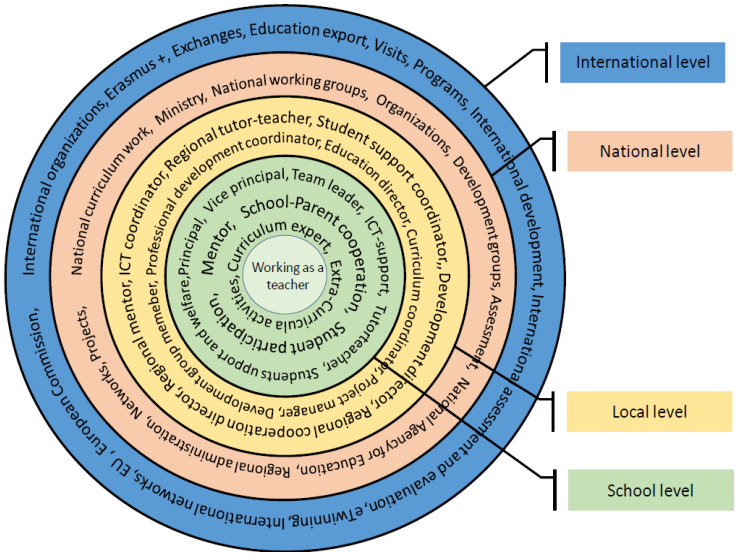
Professionals from other fields can obtain a teaching qualification through the national professional qualification system. The professional certificate can be obtained by anybody who demonstrates the necessary competences described in the teachers' professional standard. However, an opportunity could be to involve these people more.

Finland

Challenges

In Finland there is a lot of autonomy at local and school level. The career paths for teachers include many options, the system is considered non-hierarchical, and teachers recognise the opportunities that are available to them.

Leadership training is available and mandatory for school leaders and school heads, but developing different forms of leadership skills could be highlighted more. There could also be more possibilities for leadership training both for professionals already working as a leader and for teachers wanting to pursue a new career.



Recent development

Working as a teacher in school forms the core of teacher´s work, but it is recognised that an individual should have opportunities to work simultaneously on different levels, move across levels, have a chance to use their knowledge and skills widely and return to classroom teaching in due course if wanted.

Distributed leadership is under development and personal development plans for teachers should be used more. New ways how research can support educational leadership and the best measures to develop leadership training are reinforced.

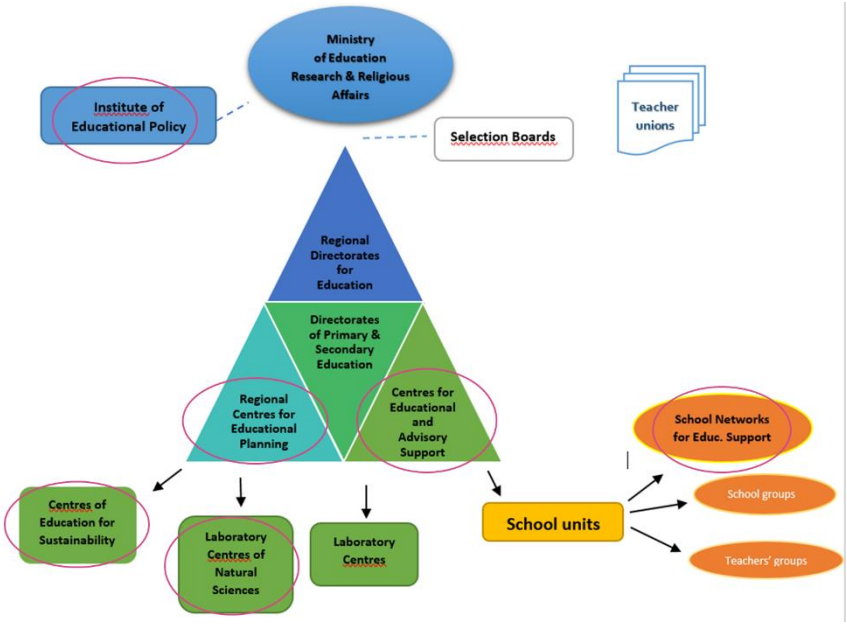
Opportunities

Diagnosing CPD needs for leaders is a valuable opportunity. There is an opportunity now to develop a teacher leadership training model, over a five-year period, and connect it to teacher career paths. This objective could be effectively linked to the intention to strengthen the research-base of the leadership training.

Greece

Challenges

The centralised system faces key challenges in establishing a collaborative culture in schools based on professionalism and establishing new roles of effective leadership within that. There is a recognition that it takes much more than subject-based teacher training to establish new cultures in schools. There is a challenge to provide their highly qualified teachers with opportunities for career advancement, and to stimulate professional development without necessarily financial cost but some kind of incentives and rewards.



Recent development

The new Law 4547/18 on Education Structures (Reorganization of primary and secondary education support structures and other provisions) provides for the establishment of a number of organizational bodies to support teaching and learning at schools. The new structure makes the new regional bodies and personnel (mostly advisors) responsible for the support of teachers and schools in their region. That means that teachers and schools have more opportunities to collaborate and receive support provided that: the new structures' and agents' roles are clearly and reasonably defined; and training and support are in line with expectations.

Opportunities

One approach may be to create more opportunities to work together in "learning" networks where resources permit.

Another opportunity is the idea of creating new middle management and other roles at school level (mentors, subject specialists, advanced-skilled teachers). This would require co-ordination at all system levels and pilot with phased implementation if it was successful. A framework with a transparent procedure may be useful to define roles and provide incentives with ongoing support. Annual monitoring may be linked to school self-evaluation, in order to assess the impact.

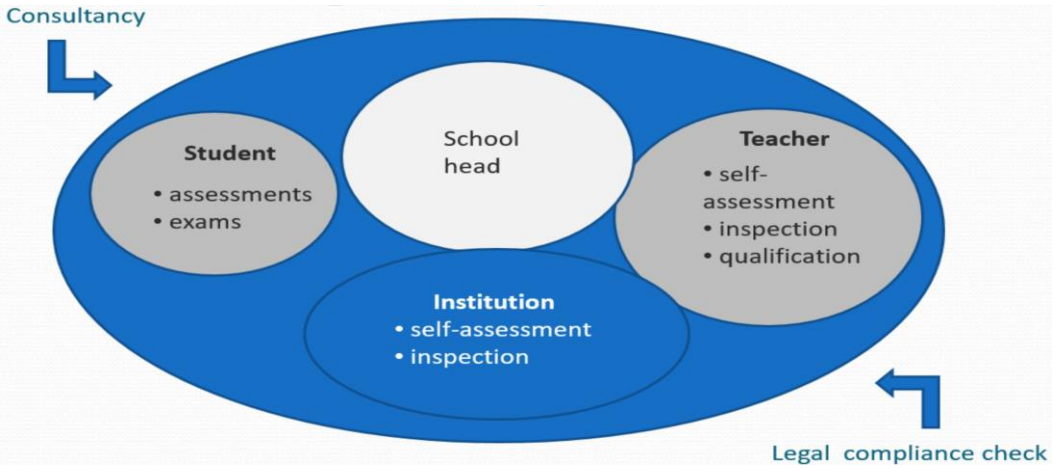
Hungary

Challenges

A particular challenge is to change the teachers' and school heads' attitude and mindset, motivating them to take ownership of their own development.

There is also a need to define the proper role of the school head in the system, particular regarding teacher career advancement and promotion.

Like many other countries, there is also a need to tackle teacher shortages.



Recent development

Recent positive changes include clear and transparent structures in the public education system. Quality assurance processes include the self-assessment and inspection of both teachers and schools. Other leadership regarding teacher careers include Continued Professional Development and procedures for promotion. The school head is associated with all of these.

Some regional support exists through district education centres and the current career system enables individuals' careers to progress differently.

Opportunities

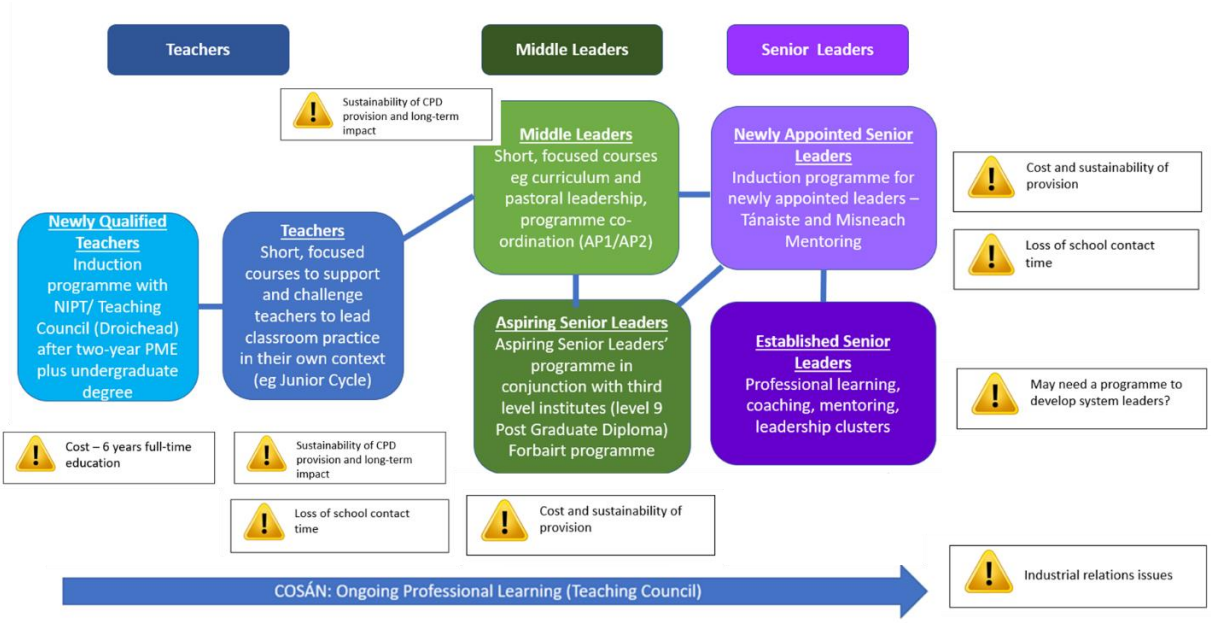
Regional networks may be strengthened among school districts at both school and head of school district levels.

There is also an opportunity to connect teacher educations and CPD organisations to the schools, as well as work on stakeholder engagement to support change. Focused professional development for teachers and school leaders is an opportunity to increase their capacity to reflect on career development as well as change their attitude and sense of agency.

Ireland

Challenges

Newly-qualified teachers follow Droichead, an integrated professional induction framework, following a four year initial teacher education programme or a two-year Professional Masters in Education (PME) degree. Induction is seen as a distinct phase in the continuum of teacher education. Whilst this provides a supportive start to teachers' careers, aspects of the programme faced resistance from teachers and schools in the past. Another challenge is how to encourage more teachers to become aspiring school leaders at all three levels within the leadership continuum. There are low numbers applying for school principal positions, even with relatively good terms and conditions on offer.



Recent development

There are currently twenty-one full-time education centres that facilitate professional development opportunities for teachers. While CPD is not mandatory most teachers participate in short focused courses on classroom practice.

The middle management structure in schools has recently been reviewed based on the 'Looking at Our School' Framework for Evaluation. Middle leaders are also afforded opportunities to engage in short focused courses on the curriculum, pastoral leadership and programme coordination.

There is an 'Aspiring Senior Leaders' programme organised in conjunction with third level institutes (level 9 PG Diploma in school leadership). This is not mandatory, but it is taken up by many teachers at this level. New principals and senior leaders can engage in induction programmes and dedicated leadership CPD. The Centre for School Leadership (CSL) also offers mentoring and coaching opportunities.

Opportunities

There is a prime opportunity to engage in research to find out why many teachers are not coming forward for school Principal positions. This could involve a survey to ascertain the facts; followed by reporting and debate to find ways forward.

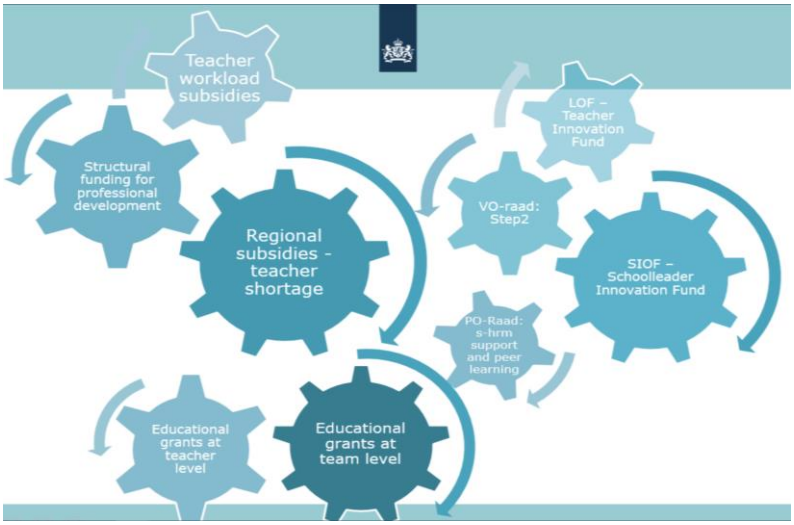
Other opportunities for change, such as considering making teacher CPD mandatory, introducing mobility opportunities for school leaders, and further enhancing school middle management posts are worth exploring, but are more difficult to implement.

The Netherlands

Challenges

Teacher shortage is expected to increase to 3000 full-time jobs in 2020, and (if no policy changes are made) to 4600 fulltime jobs in 2023. This is a complex problem with different causes, and a large regional component.

The teacher shortage is one of the reasons why there is an increased focus on strategic human resource management. This is more than simply filling vacancies but requires a clear vision, timing, building the capacity of staff, and taking into account future changes in the school. Helping school leaders in their role to guide and manage staff development is, therefore, a related challenge.



Recent development

The education system in the Netherlands is complex, with many different actors, and a heavy focus on the autonomy of school organisations. This has meant that changes are increasingly encouraged to be bottom-up initiatives.

Curriculum reform is the biggest policy change that schools and other stakeholders will have to implement in the coming year(s). It is becoming all the more relevant for schools to adapt their organisation and make sure that their personnel are capable of dealing with a changing curriculum.

Opportunities

Aside from further investigating the possible reasons behind teacher shortages, there is an opportunity to explore the development of a leadership curriculum to better support school heads.

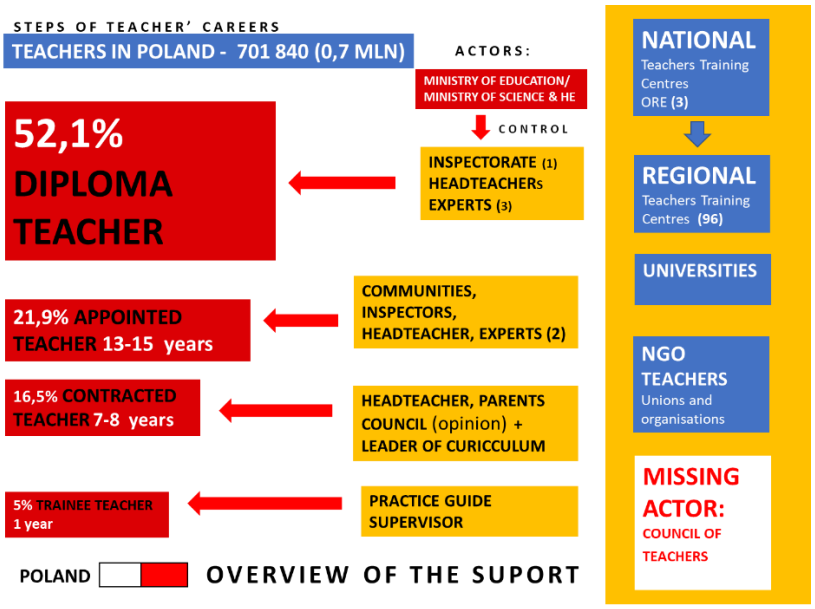
There is also an opportunity to connect all stakeholders in initial collaborative work exploring the possibilities for a shared language, framework and agenda on teacher careers.

Poland

Challenges

Teacher careers follow a clear path from trainee, to contracted, appointed and, finally, diploma teacher (currently 52% of teachers). However, there are considered to be insufficient mechanisms for the effective recruitment and training of school heads, aside from the ongoing challenge concerning the attractiveness of the profession to students.

A related challenge concerns the culture of leadership: moving from separate roles in an organised structure to a more collective endeavour.



Recent development

Changes in teacher appraisal were introduced in 2018 with the unification of criteria and diversification of indicators of teacher evaluation. However, this met with some resistance. There have also been changes in 2019 to the methodological counselling for teachers with special funds.

Since 2017, work has been carried out on new standards for Teacher Education, which will be introduced in Autumn 2019. Nevertheless, a long-term education strategy for the teacher profession and leadership is yet to be articulated.

Opportunities

Given that intrinsic motivation is believed to be important, there is an opportunity to create a framework for effective leadership based on social psychology theory that enables a collaborative culture. Support may be provided through networking opportunities, specifically for teacher trainers, and capacity-building workshops for head teachers.

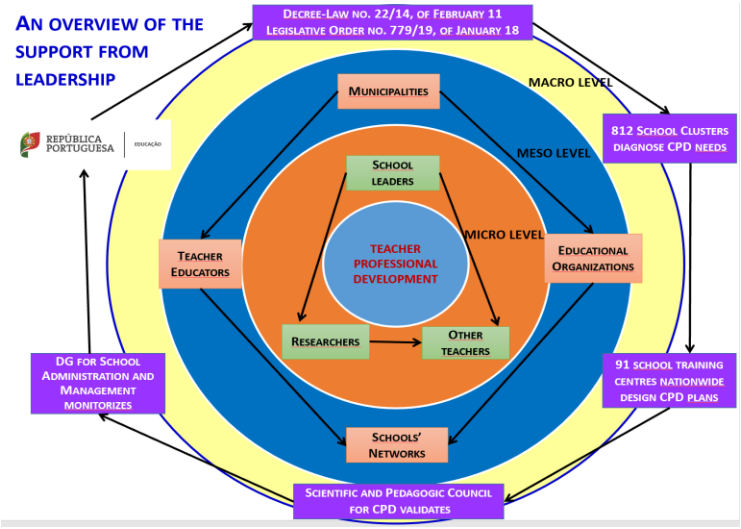
There may also be an opportunity to undertake dialogue with different actors towards establishing a Council of Teachers.

Portugal

Challenges

As the country is undergoing a process of implementation of new educational policies (i.e. Autonomy and Curriculum Flexibility), all actors involved in our education system are now facing new challenges, such as implementing a framework for teacher evaluation that has real positive impact on their professional development.

These challenges exist within the context of an aging teacher workforce and a perceived unattractive profession, both leading to a foreseeable lack of teachers in the near future.



Recent development

Although there has been a recent multi-level and holistic approach to teachers' professional development, some concerns on how to establish a culture of accountability and a strategic vision concerning the nature of teachers' CPD, still remain.

The link between CPD and career progression needs to be strengthened, as well as the articulation among the different levels involved in teacher professional development.

Opportunities

There is an opportunity to find ways of giving teachers the necessary tools to direct their talents and competences towards their schools' needs. Specific training for schools leaders may have a positive impact in this respect.

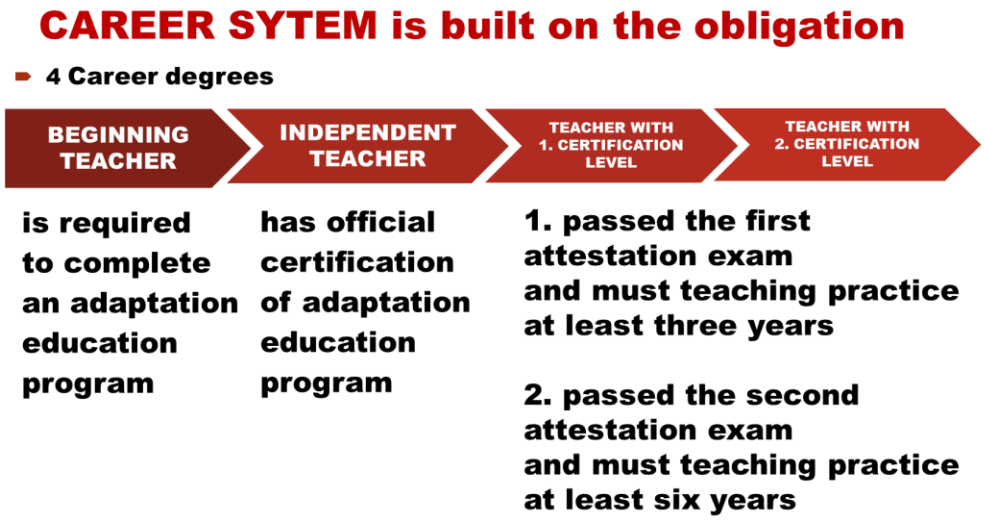
There is also an opportunity to enhance collaboration through the school clusters and to make school self- and external evaluation more effective. Whilst slowing down the implementation of change to take a phased approach may not be possible, there may be an opportunity to explain the rationale for change, to prepare teachers and establish a change culture.

Slovakia

Challenges

The teaching profession in Slovakia remains fairly unattractive, with a shortage of teachers and low salaries.

Challenges concerning the career advancement of teachers include: developing a professional competence framework, increasing innovation, and improving career guidance and mentoring support.



Recent development

Slovakia has a clearly defined career structure for teachers with four career steps and possibilities for lifelong learning (see figure above). The different career levels express the difficulty of the work of a teaching employee and the degree of acquisition of professional competences.

School heads provide a bridge between internal processes (observation, appraisal and bonus payments) and external processes (Qualification Frameworks, Professional Standards and accreditation programmes of continuing education).

The government proposed more resources for the remuneration of teachers with effect from 2018. The system is currently focusing on strengthening efforts to improve the lifelong learning process for teachers, with the involvement of a range of stakeholders.

Opportunities

There is an opportunity to expand the existing career structure to the whole of a teacher's working life, which might be 40+ years. Considering what will keep Level 2 teachers engaged is a particular area for development.

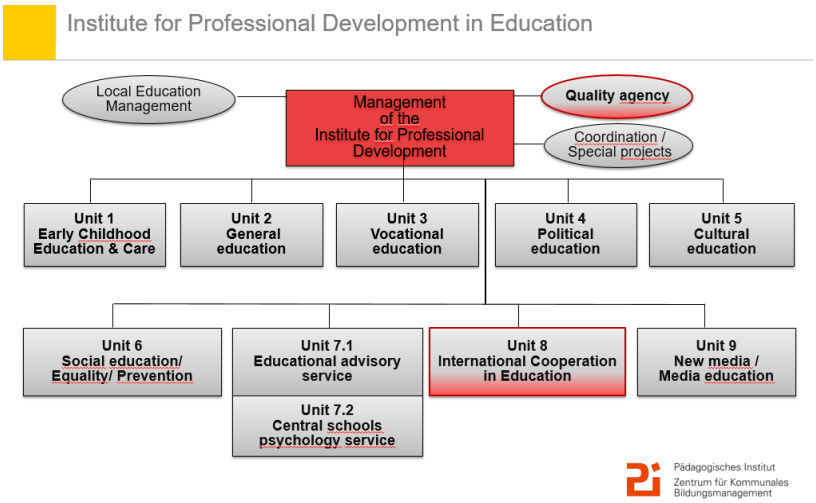
City of Munich

The Unit for International Cooperation (IBK) at the Institute for Professional Development in Education within the Department of Education and Sports of the City of Munich organises European and international projects and programs that are aimed at:

- an intercultural learning and an appreciation of diversity
- mobility within Europe and around the world
- international exchanges between educational and/ or training institutions.

The unit is responsible for the international dimension of relevant educational topics which are in line with the strategy of the Department of Education and Sports. Results and up-to-date information are disseminated to the staff (headmasters, teachers, and administrative staff) in the form of projects and programs as continuous professional development.

The unit also advises schools and staff within the Department of Education and Sports that are responsible for human resources, on concepts and the implementation of international mobility as a tool for human resource development.



Leaders in school education are an important target group – as multipliers but also as the ones taking action as decision makers. Since 2017, the unit offers seminars on the International Dimension of Leadership and Management in Education for the latter target group. Topics may include the internationalization of educational institutions, as well as the role of leadership, digitalization, or the attractiveness of the teaching profession.

The Institute for Professional Development in Education is a support system and an initiator for innovative and sustainable education work, as well as being responsible for continuous professional development and the organisational development of educational establishments.

The lack of teachers, particularly the lack of (potential) school leaders within the Munich Education System is being addressed by the Institute for Professional Development in Education by introducing a Middle Management Level in Schools and by developing a more structured approach to continuous training for teachers monitored and supported by school leadership.

Annex

Resources

This report builds on recent publications concerning the teaching profession in Europe:

Shaping career-long perspectives on teaching: A guide on policies to improve Initial Teacher Education. European Commission (2015) Available from: https://www.schooleducationgateway.eu/downloads/files/Shaping%20career-long%20perspectives%20on%20teaching.pdf

Teachers and school leaders in schools as learning organisations: report by the ET2020 Working Group Schools (2016-18). European Commission (Second edition, April 2018). Available at: https://www.schooleducationgateway.eu/downloads/Governance/2018-wgs4-learning-organisations_en.pdf

Teaching Careers in Europe: Access, Progression and Support. European Commission/EACEA/Eurydice (2018). Available at: https://eacea.ec.europa.eu/national-policies/eurydice/content/teaching-careers-europe-access-progression-and-support_en

What are Peer Learning Activities?

The aim of the European Commission's Peer Learning Activity (PLA) approach is to facilitate useful discussions that take the ideas outlined above into account but are rooted in practice. This is done to help countries to compare and contrast their policies on stakeholder engagement, thus gaining critical feedback in order to strengthen their self-reflection on their systems. In particular to:

- gain a deeper understanding of the issues at stake and the range of policy responses available across Europe;
- situate themselves and their country-specific context within the European spectrum;
- learn about effective and/or innovative policy practice in other countries and context-specific obstacles and enablers;
- identify policy options and possible trajectories (next practice) for future action.

For this reason, the events combine *peer learning* on lessons to be drawn for all countries, or groups of countries, with elements of *peer review* that result in country-specific lessons.

Further information on European Policy Cooperation can be found at: https://ec.europa.eu/education/policies/european-policy-cooperation/et2020-framework_en

ET2020 Working Group Schools (2018-2020)