The Continuous Professional Development of Teachers in EU Member States: New Policy Approaches, New Visions

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“Tell me - I might forget,
show me – I might remember,
involve me and I shall understand.”

(Chinese proverb)

Introduction

This text, based upon reports from ENTEP members, aims to give a brief overview of the latest policy visions, approaches and possible interventions in the Continuous Professional Development of Teachers in Europe. The second aim is to stimulate discussion in these countries and encourage the exchange of ideas, to promote reflection and the consideration of examples of other approaches, according to national needs in the context of various traditions in Teacher Education and Training. This text will not describe the status quo in EU Member States; such data are available in different studies from other European networks (see Eurydice, The information network on education in Europe, for such detailed data for one source).

General Background

At the Feldkirch Conference on "Strategies of Change in Teacher Education- European Views", organised by Otmar Gassner, (January 2002) the focus on CPD was addressed in the opening statement: “(...) the professionalism of teachers has assumed top priority. In order to gain and renew the skills needed for their profession, teachers should be immersed in the process of lifelong learning – and should ensure that their pupils are made aware of the importance of their own learning as a lifelong process.(...)”

Considering the current social, cultural, economic and - naturally - educational requirements for change in the societies of all European countries, there is unanimous agreement that all teachers should be provided during their career with opportunities to update the skills they need to perform their tasks as well as possible, and thus achieve the aims of a high quality education in their working fields.

While teachers are regarded as experts in learning with an adequate knowledge of educational theory and subject matters on which to build their classroom skills, this expertise increasingly has to become the expertise of a reflective lifelong learner, who is willing and able to understand her/his professional career as a constantly self evaluating process of personal and professional growth, instead of merely conserving existing classroom practices and passing them on to newcomers.

1 In the context of lifelong learning more and more countries refer to CPD rather than 'in-service-training', it seems to be a more precise description of the further development of personal qualifications, profiles and competences and also seems to pay more attention to the continuity of provision throughout the various stages of professional career.
2 http://www.eurydice.org
Keeping in mind the evolution of educational research in correlation with societal changes, teaching is regarded as a social activity which needs time, freedom and flexibility to respond to constantly changing circumstances. The need to redefine the role of, and the obligation for, CPD is therefore an item accorded high priority in many working groups in the European debate and is seen as very important by the public as well.

The fact that individual teachers have to take more and more ownership of their further professional development is also widely accepted. Although teachers' roles are changing, and they are expected to be self-directed learners, able and motivated to respond to change and to meet the varied requirements of their students, it must be the responsibility of all the relevant institutions and responsible bodies to respond to specific needs for further education, such as improving teaching and the actual classroom situation, learning outcomes, dealing with heterogeneity and cultural diversity, social and economic changes etc. Equally, it is the responsibility of the employer to provide appropriate working conditions and allocate sufficient resources to make such a continuum of professional development possible.

In the context of lifelong learning, CPD is a key issue, going far beyond the traditional concept of In-Service Training, which up to now has been the only place for teacher further education in some European countries. Policy makers and participating institutions in Teacher Education and Training are aware of the need to support teacher professional development which aims at the auto- and co-construction of knowledge and know-how as well as enhancing the individual choice of teachers meeting their need to further develop or strengthen their personal competences. Teachers are thus regarded as recipients of knowledge transfer as well as inventors, researchers and analysts.

Overall it can be argued that we are moving away from the concept of a receptive formation, where the decision makers (political or administrative authorities) recommend or oblige teachers to attend courses, looking for responses to questions which had not been asked. CPD on the contrary wants to encourage staff, school leaders and other partners in this field to participate in this lifelong attempt, and to conceive it as a constant dynamic process in which they themselves are active players.

**Different understanding of, and conditions for, professional development in a lifelong learning context**

The key phases that teachers go through during their career are more or less the same in all European countries despite different national backgrounds and traditions. They all enter the profession in institutions as academic learners (with increasing ‘Universitisation’ in Initial Teacher Education in all Member States); in some countries more than others this is linked to schools as the field of exemplary practice and studies to provide future teachers with theoretical and practical insights into their future profession and to enable them to reflect emerging new requirements as well as reflecting upon their personal process of developing the skills needed.

Researchers identify different stages when referring to the multidimensional aspects of professional development. Some regard the stages as the preparation, appointment, induction and in-service, whereas others speak of career-relevant phases like pre-service, induction, competency building, enthusiasm and growth, career frustration, stability and stagnation and finally career wind-down and career exit. (Bolam 1990⁴, and Kremer-Hayon & Fessler 1991⁵)

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Considering that this process of lifelong professional development and learning involves several changes, one can imagine that teachers' professional skills and work-related problems are very different when entering working life and toward the later years of their career. Those are mainly changes in thinking, in conceptions of knowledge, in conceptions of learning in general as well as in self-conceptions of their own learning process, their image of being a teacher, their command of the teaching subject with all the changes over time and environmental changes of the work available.

Many countries have up to now paid little attention to systemic approaches with a special focus on the changes in educational needs in these different phases of a teaching career. Although policies stressing the continuum of teachers' professional development are under discussion in several countries, the sometimes simplistic idea of a linear continuum seems to go along with the aim to achieve uniform educational outcomes or the political goal of being able to control the provision of teacher education in a national setting.

There are various international research findings about the modes for professional development and further learning of teachers and most of them stress the fact "(…) that teachers have not generally taken an active part in the production of knowledge about their own teaching (…)" as Day (1997) describes it.

Questions such as how teachers may become active in this field and reflective towards their own thinking, their personal theories and approaches (their personal models and schemata), their planning, their methodology in class and following actions - in other words their mind-sets, their conception of what it is to be a teacher or even a good teacher in a certain subject, a certain environment or cultural setting, a national tradition, a European context, etc. - have obviously not been subject to longitudinal studies in detail.

But on the other hand Schön (1992) comes to the conclusion that if teachers are not supported throughout their careers to develop reflective teaching at different levels "(…) teachers are cut off, then, both from the possibility of reflecting and building on their own know-how and from the conclusion that could serve them as spring-boards to new ways of seeing things (…)". One of the great challenges is therefore to achieve the overall aim that CPD is perceived as a need and as a right by all teachers.

**Future challenges and visions in the field of CPD and lifelong learning of teachers**

For many countries the magic reference year in the field of Teacher Education as a whole, and specifically CPD and lifelong learning strategies, seems to be 2010, corresponding with the Bologna Process and a parallel attempt to meet the requirements of the Lisbon Convention.

The growing awareness that all European citizens should benefit from an increasing quality of education and thus be able to become active members of the knowledge society requires a profile of teachers who have the skills and competences to accompany future citizens in this process of education, evolving new skills and the expected mobility.

Ensuring the improvement of quality, enhancing their assurance, promoting necessary changes, activating possible change agents and in general recognising teachers as key players in the implementation and intellectual dissemination of the reforms required, requires a high quality professional identity.

These changes are not just about changing curricula or designing certain courses and possibly making them mandatory, hoping then the required changes will eventually take

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place. We are dealing with a change of philosophy, actually creating a culture change in the professional development of teachers, their self concept and professional identity.

The question of how we can really make things happen in a time of ageing teaching staff and early retirement of teachers all over Europe, the risk of shortages in most countries, the lack of resources and many other obstacles, creates a constant challenge for policy makers today.

In his preview of the overall aim and agenda for the Conference on "Teacher Professional Development for the Quality and Equity of Lifelong Learning" in Lisbon (27-28 September 2007) Bartolo Campos pointed out that “(...) Improving teachers' education in order to respond to the new challenges faced by education and training systems in terms of lifelong learning, is therefore the first objective of the Education and Training 2010 programme as defined by the Council of the European Union and ratified by the European Council. It aims to promote cooperation between Member States' education and training policies so that they can become a world reference of efficiency and equity, and contribute to the objectives of the Lisbon Strategy and to the development of active citizenship(...)”. (Conference Preview, Lisbon 2007).

"Key competences for lifelong learning", as defined in the Recommendation of the European Parliament and the Council in December 2006, are considered as relevant in schools across the EU member states and accordingly in Teacher Education as well. They are in specific subject areas:

- communication in the mother tongue,
- communication in foreign languages,
- mathematical competence and competence in science and technology.

More cross-curricular competences are:

- digital competence,
- learning to learn,
- social and civic competences,
- sense of initiative and entrepreneurship,
- cultural awareness and expression.

The eight key competences are underpinned by qualities to be developed such as critical thinking, creativity, initiative, problem solving, risk assessment, decision taking, and constructive management of feelings.

The role of future CPD should, then, be to support teachers in service and provide them with the conditions and opportunities to further develop these professional and personal competences and acquire new competences like:

In the subject fields:

- acquire new knowledge in their subjects
- the structuring and restructuring of knowledge
- constructivist strategies in knowledge processing in their subjects
- learner orientation and diagnostic competence

In didactic matters:

- active learning strategies
- responding to individual learning processes and learning progression
- choosing or designing appropriate material for differentiated learning opportunities
• evaluating and documenting the different stages of progress
• promoting discovery learning opportunities

In pedagogical and social matters:
• appreciating heterogeneity
• managing diversity
• promoting cultural awareness
  o language awareness
  o learning awareness
• promoting social learning
• working with parents from different cultural or national backgrounds
• promoting respect, tolerance and collaboration in class and the wider school community

Working in teams with other teachers and professionals who are involved with the same learning groups seems to be a competence per se, like collaborating with parents and other social partners. Considering the constantly changing societies in a global world and the challenges that accompany these rapid changes, they undoubtedly require new competences that teachers might not have been able to develop during their initial teacher education.

**Greater coherence between the different phases of teacher education**

The term ‘continuous professional development’ implies that the different phases of teacher education should be designed as a system with coherence and continuity. Several countries stress the need that Initial Teacher Education, Induction and Continuous Professional Development should correspond to one consistent teacher education policy, through which teachers could build on such a foundation throughout the different stages of their process of qualification and professionalisation.

While it is a great support for students in their initial phase to be in contact with experienced teachers in their practical studies at school, it is also of great benefit to serving teachers to become aware of recent findings in their subject matters or the pedagogical field in general, and it would give schools access to a wider context of intellectual life and to research developments in different fields. From this perspective, CPD is not simply a process of ‘updating’ but one of continuous growth, depth, enrichment, sharing and change.

In this respect, researchers in the field of education will benefit from cooperation and partnerships, the experiences of students with classroom situations, with the individual teacher and the whole system, and will consider these findings in their future hypotheses and development of concepts, to contribute to a higher quality in Initial Teacher Education.

Practicing teachers will probably feel re-empowered by this newly initiated “iterative process of movement between practice and performance” - as Senge describes learning in teams - and will feel newly motivated to respond to the changes initiated by policy makers, school planners and their personal needs for change, and will more likely want to catch up with new cognitive and pedagogical demands, knowing that they are active partners in this overall process.¹⁸

Quality development and assurance and higher levels of qualification of training and teaching staff in all institutions involved in the different phases of teacher education might be a

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¹⁸ This statement was quoted in the context of the PLA (Peer Learning Activity) on ‘Schools as Learning Communities’ in The Hague, 2006
welcome side effect of such a partnership and cooperation model, which could also include the exchange of staff in certain projects or modules.

Universities and higher education institutions should, then, be encouraged to operate as providers of demand-driven CPD programmes. In some countries regional centres to deliver CPD are planned, with a greater integration of Higher Education Institutions and Training Institutions as well as traditional CPD providers, not only for reasons of synergy but also to share experiences and research findings and to strengthen schools and participating institutions as learning and research communities.

The role of the Universities in Teacher Education, which is very ambiguous in many countries at present, is expected to be more adequately met through such partnerships and this will at the same time construct a clearer expectation that teachers - as mentors, specialised and experienced teachers - would be involved in Teacher Education and Training, as well adding value to the work of schools and providing valuable insights for in depth action-research in schools, which has been neglected in many countries.

From merely individualistic engagement in CPD to a more systemic view in the learning school or school as learning community

If, as policy makers claim, teachers must engage in lifelong learning and continuous professional development, then schools must be supported to become learning organisations in which these efforts are understood as systemic challenges and not only individualistic commitments to differently perceived personal or institutional needs. At the school level, policies to encourage teachers’ lifelong learning can only be effective if the responsible institutions create learning environments in which evidence-based and reflected practice are appreciated, in which continuous training is recognised as necessary and empowering, and in which a supporting system is a natural model.

In the context of the above mentioned Feldkirch Conference, at which CPD was an important topic, Gassner summarises several issues in one of his articles, addressing them as part of “the far-reaching decisions that lie ahead of us” (2002, p.136). One of the conclusions implies that schools should be made responsible for the CPD of their staff and the quality of teaching.

The expertise teachers need at one type of school or in one working or learning community (depending on regional aspects, the number of pupils, gender aspects, diversity of various factors, socio-cultural aspects of the area etc.) might not be in the least comparable with the expertise needed in another school from the same regional or national context.

The setting of explicit expectations and objectives by schools - in terms of improving School development, pupils’ achievements, social cohesion and dealing with diversity - can motivate teachers to become key partners and take an active part in this collective learning process.

In an atmosphere of encouragement and the exchange of knowledge and experience, in which staff training needs may become obvious without offending anyone, and in which strategies for improvement can be aligned with school priorities, it can be expected that there will be a greater opportunity to develop new approaches and practices along with a greater effect of ownership and authenticity in personal achievements. The ability and willingness to share ideas, and the competence to work in teams are, ideally, preconditions for teachers in such an environment but they are also the results of the continuing interaction of personal and systemic needs.9

9 The development of a school as a learning community also requires a new role of leaders, who engage in an ongoing and reflective learning process together with their staff, school leaders who are aware of themselves as leaders and learners, who are able and anticipate environmental change, who have the energy and authenticity to activate and motivate their staff and make them understand their envisioned contribution to this process.
Future employers request that students take part in cooperative and self-directed learning, and teaching competences are required to enhance this way of learning, yet teachers themselves have to fight continuously for the time and the opportunity to construct for themselves the same kind of learning situation, which should be a natural precondition in their professional environment.

Learning schools are an important contribution to school improvement in general; a situation in which pupils experience their ‘learning teachers’ as positive role models in lifelong learning will have a double effect: firstly on their own learning, with a great benefit for the individual, and secondly for their changing awareness of teachers as partners in the process of learning as a lifelong endeavour. Thus, collective creativity or collaborative learning and de-learning approaches, in which staff jointly analyse the school’s objectives and their potential individual part in progress, can support the appreciation of diverse opinions and different personal skills and can thus enrich and re-energise the learning community and improve student learning as well.

Such a climate of trust and reliability helps teachers to relate more easily to a view of shared vision, understanding it as a chance to encompass the individual ideas of all staff in the process of continuous personal and systemic improvement. The ability to understand staff members as resources whose development is key to organisational performance, regardless of their specific role or status, is one very important competence that school leaders should have in their professional profile as the ‘motor’ of such a community.

As in other professions in society, school staff must increasingly be recognised as potentially active and equal partners in several important fields at school, like voluntary co-leaders, participating in decision-making circles, anticipating change and reframing problems.¹⁰

**Teachers’ individual development plans**

In such learning communities, as well as in other systemic approaches “individual development plans” serve different functions; they are currently practiced in a few countries in Europe and are being widely considered as options for the future in many more.

An individual development plan is negotiated between the teacher and the management of the educational institution, the supervising boards or the principle of the school in cooperation with inspection boards, and can either include the whole teaching career or concentrate on further development with or without implications for promotion. In a negative way it can even be used as a penalty measure after a certain period of weak performance and resistance to further training for various reasons.

As mobility is expected of teachers and is regarded as a central component of the Initial Phase and Continuing Development Programmes, teachers with an individual development plan, and the documentation of the progress in a personal portfolio, will have easier access to opportunities for mobility in which their learning status can be better recognised, acknowledged and (after European wide mobility) valued in their home country. Personal portfolios also help teachers to reflect on the progress of their individual personal and professional development and such monitoring can even be conducted online with online-portfolios.

In the context of school evaluation and inspection some school supervisors have suggested that all schools should possess competence profiles for all their teachers, which would enable schools to identify the skills and competences of their staff more precisely. But within the concept of a learning organisation these profiles should only be used as an instrument for development and not for control. Here again trust is an important issue.

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¹⁰ The Peer Learning Activity: “Schools as Learning Communities” conducted by the Cluster ‘Teachers and Trainers’ and the European Commission in The Hague in May 2006 has been a very interesting possibility of exchanging and sharing experiences, visions, questions and policy implications in this context.
Such professional portfolios also provide transparency about the range of competences an individual teacher has to offer, when he or she applies for a new function or a position in the sector of Teacher Education; Personal profiles, extra qualifications in specific competence areas (such as the European Language Portfolio, a certificate on intercultural competences, on mediation, diagnosis, counselling etc.) are often preconditions for entry to certain leading posts and functions at different levels in the educational sector.

While “teachers play a vital role in enabling people to identify and develop their talents and (…) to acquire the complex range of knowledge, skills, and key competences that they will need as citizens throughout their personal, social and professional lives” effective school systems will have to provide their staff with development possibilities “to update existing skills (and competences) and/or developing new ones” to adapt to the evolving needs of learners. (European Council, 15 November 2007) The essential role of school leaders is widely accepted in this context. Further professional development in the context of career development and further qualifications for school leaders who have to meet these future expectations also have to be offered by the responsible bodies.

Different actions are being taken in several countries through strategic interventions in the field, which can include personal development plans or more general plans for certain regions, certain types of schools in a cooperation system or a whole country. Such initiatives are being planned or already established by Ministries, departments of education or at other policy levels; a few countries are even planning a system-wide change in leadership while others remain rather doubtful about the possibility of such a systemic endeavour and concentrate instead on individual further training of potential school-leaders and those in service. But distributed and shared leadership as one of the future objectives is recognised as a challenging alternative to the models of the past and best practice examples are available throughout Europe. Present structures are being changed or planned to be changed, while future leaders are already being anticipated and prepared in special CPD offers, in line with this approach.

It is only possible to make school-leaders responsible for the results of school development, the outcome and success of further staff development with added quality and value, if the necessary individual opportunities and systemic conditions for learning are provided for all participants in the system. Individually, teachers can also be regarded as leaders in their field of competence, managing and realising their needs and seeing themselves as part of a team of experts of teaching and learning, in a culture of expertise at schools. This view can contribute to a challenging and a rewarding approach in CPD.

**Evaluation of CPD approaches and initiatives as a means of sustainability, quality development and quality assurance**

The principles underpinning School Evaluation and School Development Planning, involving school review and self-evaluation, should empower schools to take greater ownership in identifying the CPD needs of schools and of their teachers, in line with the specific objectives of each school. A system which provides for regular needs analysis should enable more efficient identification and provision of CPD concepts and programmes for whole-school development and for the development of individual teachers.

As each approach to evaluation implies a certain concept of quality, it is vital to design evaluation procedures on the basis of specific concepts of quality teaching. “If a school can

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12 In January 2006 a Peer Learning Seminar on ‘School Leadership’ was held in Brussels, offered by the European Commission in the context of the work of the Cluster ‘Teachers and Trainers’.
justifying evaluating all teachers through identical procedures, then the school is probably devoid of innovations. 

Quality assurance by the evaluation of improvement in the system, as well as in the professional development of staff in correlation with school outcomes, is another important means of evaluation, which helps to govern and monitor change processes. Therefore CPD as a key factor in the effort to improve the quality of teaching must also be subject to evaluation with respect to its effective contribution to this endeavour.

By reflecting on their own work, possibly revising or even changing their self-concept and appreciating their own competences, staff should be encouraged to understand both ways of evaluation as an instrument of further developing their expertise and contributing to school development and results as a whole. They should be encouraged to clearly see this as a critical but constructive examination of their individual progress, of their own set of skills and competences, of the effectiveness of their teaching, of their classroom practice and of the school system as a whole. Such periodic reviewing and monitoring of teachers' professional development can help internalize new attitudes toward their professional understanding and can inspire their wish to raise personal standards in the field of subject competences as well as pedagogical, social and didactical skills. Beside a positive culture of feedback among all partners in the field of school and education, this professional discussion with a detached view of the system and the individual progress can certainly be one of the empowering chances to make growth and change happen.

Becoming equal partners in dealing with their own professionalism and presenting themselves productively and creatively within the school community and to other actors such as school boards or supervision bodies ought to be a condition sine qua non in a profession based on partnership, as outlined in The Common European Principles.

In order to share the experiences and the effect of learning communities within schools in the context of lifelong learning, debates among schools and between schools and Teacher Education Institutions may contribute to an implicit and internal form of evaluation by stimulating interactions, individual cooperation or even long-term institutionalised partnerships.

Offering a communication structure that allows a continuous exchange of knowledge on the specific needs of staff or on the progress made within certain individual or institutional development efforts, encourages the partners involved to place greater emphasis on particular aspects of their own teaching, school development issues and classroom or school results.

Finally the following issues are regarded as especially relevant for national and European policy in improving the Continuous Professional Development of teachers:

- highly prescribed CPD programmes that do not take into account individual development needs, environmental conditions or the participating individuals, are not likely to succeed;

- teachers’ professional development is more effective when there are systematic opportunities with conditions that allow change to happen, considering the dispositions of all parties involved;

- irrespective of national policy conditions such as autonomy, centralization, decentralization, shared leadership or shared responsibilities among teacher education institutions, all partners in the school sector should want to establish a new learning culture and encourage teachers accordingly;

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13 This statement was quoted from Travers, 1981, in a presentation by Michael Schratz about “Teacher Evaluation as Part of Professional Development” at the ENTEP Conference in Nicosia, Cyprus, in May 2006.

- this innovative learning culture should not be reduced to the staff at school; it should also include school boards, school supervisory bodies and parents;
- school leader development is vital to an understanding of partnerships within a school community in the process of collaborative lifelong learning;
- teachers as change agents and public actors should not be excluded from policy decision-making processes;
- policy makers should take advantage of opportunities to share action research outcomes and create a culture of cooperation as experts among equals.

“While responsibility for the organisation and content of education and training systems (...) rests with individual Member States (...) European cooperation has a useful role to play in helping the Member States to meet common challenges, particularly by means of the open method of coordination, which involves the development of common principles and goals, as well as joint initiatives such as peer learning activities, the exchange of experience and good practices and mutual monitoring.” This statement from the above mentioned Conclusions of the Council\textsuperscript{15} on improving the quality of teacher education should encourage all parties in the continuum of teacher education to share innovative approaches and emphasize cooperative learning on all levels and in all phases of this lifelong process of teacher education and teacher learning.

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\textsuperscript{15} ibid
WHAT IS A “EUROPEAN TEACHER”?  
A Discussion Paper  
European Network on Teacher Education Policies (ENTEP)

What is ENTEP?

ENTEP exists to promote cooperation among European Union Member-States regarding their role in initial, in-service and further teacher education policies, in order to contribute to:

- Raising teacher education quality so as, in turn, to raise the quality of education and training in the European Union in a way which responds to the challenges of lifelong learning in a knowledge-based society.
- Developing a European dimension of education in teacher education programmes.
- Improving the public image of the teaching profession and mutual trust in the teaching qualifications awarded by Member-States.
- Promoting teacher mobility in the European Union.

To attain its goals, the Network develops opportunities to learn from other members on teacher education policies, by analysing and comparing policies and issues, as well as by sharing good practices through several kinds of activities. The Network uses an open frame of reference for informal exchange and shares knowledge on the basis of written and oral presentations related to specific challenges and issues on teacher education policies. One of the outcomes of such exchanges are discussion papers – such as “What is a ‘European Teacher’?” - which are made available to a wider audience.

Introduction to this Discussion Paper

Throughout society, Europe has become an increasingly important reference point. For teachers, responsible for preparing future generations of Europeans, this is perhaps even more the case. ENTEP aims at developing a European dimension of education in teacher education programmes. However, whilst European teachers work within a European context, we still know very little about their “Europeanness”, in other words what constitutes a teacher within an understanding of European professionalism.

This discussion paper will serve as a springboard for further discussions about future roles of teachers in Europe and will contribute to raising awareness for a new expectation of what constitutes a European teacher, i.e. a teacher working within a European context of professionalism. This might help in creating a “European space” in teacher education activities, where ENTEP sees potential for professional development. The title question has been used to make this endeavour more explicit and is not intended to create a “standardised teacher model”. If there is unity in diversity through national identities, the question remains, what makes a teacher “European”?

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For further information see: http://www.pa-feldkirch.ac.at/entep/

ENTEP Discussion Paper “What is a European teacher?”
The discussion paper first looks at general teacher competences required to meet the challenges of the 21st century. The second part presents findings from a study into future demands on teacher competences by the Expert Group A on Teacher Education in the Education and Training 2010 process. The third part summarises elements which the members of ENTEP have collected in view of what constitutes a “European Teacher”.

1. Teacher competences in the 21st century (a research perspective)

The data submitted by national representatives of ENTEP for this paper indicate some tension between what constitutes a “good” teacher in general, with skills appropriate to the 21st century, and a “European teacher”. The general view is that a European teacher must have the same basic skills as any good teacher. Firstly, he or she should have a profound knowledge of his/her subject area and have the skills to teach the students successfully. The following skills could be expected (according to Perrenoud, 1999):

- organizing student learning opportunities;
- managing student learning progression;
- dealing with student heterogeneity;
- developing student commitment to working and learning;
- working in teams;
- participating in school curriculum and organization development;
- promoting parent and community commitment to school;
- using new technologies in their daily practice;
- tackling professional duties and ethical dilemmas;
- managing their own professional development.

Since a teacher’s knowledge and skills depend on his/her continuous learning and development, he/she should deal with current research and be aware of general social changes.

2. Changing dimensions of the role of teachers and trainers (EU experts’ perspective)

Members of the Expert Group of Teacher Education concerning the EU Objectives 1.1 2010 cited the following changes in competences formally required of teachers (and trainers) in their countries in recent years. These changes were introduced in response to issues of student intake, teaching environment, and contextual factors including general social trends and developments in the labour market. Members were also invited to identify what further changes were likely to be required in the coming years in response to these issues. The following items were summarized in a synthesis report.

Impact of social changes

| Promoting new learning outcomes |

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2 Quality criteria cited refer either to research-based findings or to collections of challenges for the 21st century (such as Expert Group A in Teacher Education for the EU Objectives 2010).
3 In this paper pupils and students are used interchangeably.
5 See Synthesis report of the first homework of the Expert Group on Objective 1.1: Improving the education of teachers and trainers (WG1.1/02/002).
• Contributing to citizenship education of students/trainees
  Such as
  - Living in a multicultural, inclusive and tolerant society;
  - Living according to sustainable lifestyles regarding environmental issues;
  - Dealing with gender equity issues in family, work and social life;
  - Living as European citizen;
  - Managing his/her own career development;
  - Etc.

• Promoting the development of competences of students/trainees for the knowledge and lifelong learning society
  Such as
  - Motivation to learn beyond compulsory education;
  - Learn how to learn/learning in an independent way;
  - Information processing;
  - Digital literacy;
  - Creativity and innovation;
  - Problem-solving;
  - Entrepreneurship;
  - Communication;
  - Visual culture;
  - Etc.

• Linking the development of new curriculum competencies with school subjects

Diversity of student intake and changes in the teaching environment

Working in restructured ways in the classroom
• Dealing with social, cultural and ethnic diversity of students
• Organising learning environments and facilitating learning processes
• Working in teams with teachers and other professionals involved in the learning process of the same students

Working “beyond the classroom”: in the school/training centre and with social partners
• Working in school curriculum, organisational development and evaluation
• Collaborating with parents and other social partners

Integrating ICT in formal learning situations and in all professional practice

Increasing levels of teaching professionalisation

Acting as professionals
• Acting in an investigative or problem-solving way
• Assuming greater responsibility for their own professional development in a lifelong learning perspective

This – by no means complete - list points to more or less general (new) competences required by any (future) teacher – with the exception of particular reference to European citizenship. These can therefore be seen as a basis for the discussion of general competences for future European teachers.
3. “Europeanness”

Teachers in the European Union do not only educate future citizens of their particular member country, but also support them in becoming future generations of European citizens. They work within a national framework, which emphasises the need for a national identity as a basis for transnational awareness within a European society. The term “European Dimension” has been used to balance national and transnational values in educational policy making.

This discussion paper goes further by looking closer at what constitutes the ‘Europeanness’ in the teaching profession. From this perspective the European dimension is made up of many different facets deeply rooted in the socio-political and cultural context of a growing European community. From a policy point-of-view this overview does not aim at creating the format of a ‘European super teacher’, but intends to point to European issues which are potentially of particular significance in future discussions.

a) European identity: A European Teacher has certain values which show that he or she is not just a national teacher but one who teaches “beyond” the national curriculum. He/she would see himself/herself as someone with roots in one particular country, but at the same time belonging to a greater European whole. This co-existence of national identity and transnational awareness provides a valuable perspective on questions of heterogeneity. Diversity within unity is therefore a key aspect of a developed European identity with an open mind toward the world at large.

b) European knowledge: A European Teacher has some knowledge of other European education systems and, possibly, of educational policy matters on the EU level. He/she values his/her own education system and views it in relation to other European ones. He/she has a knowledge of European and world affairs. A European teacher is aware of European history (histories) and its (their) influence on contemporary European society.

c) European multiculturalism: A European Teacher engages with the multicultural nature of European society. He/she has a positive relationship with his/her own culture and is open towards other cultures. He/she knows how to behave in other cultures in a confident and non-dominant way. He/she works with heterogeneous groups, sees heterogeneity as valuable and respects any differences. He/she copes with the challenges of the multicultural aspects of the knowledge society, and works to promote equal opportunities.

d) European language competence: A European Teacher speaks more than one European language with differing levels of competence. He/she experiences other languages in initial and further teacher education and is able to teach subjects in languages other than his/her first language. He/she spends some time in a country with a language different from his/her first language, and also communicates in a number of languages with colleagues and people from abroad.

e) European professionalism: A European Teacher has an education which enables him/her to teach in any European country. He/she has a “European” approach to subject areas in his/her teaching and links up cross-curricular themes from a European perspective. He/she exchanges curricular content and methodologies with colleagues from other European countries. He/she pays attention to and learns from different teaching and learning traditions. He/she uses examples of research from other countries to understand and explain professional issues and
teaches accordingly. Teacher education is now working towards a new professionalism with a European perspective (e.g. it does not restrict teaching practice to national boundaries). Many teaching subjects already build on the rich history of a European tradition, and this can be usefully exploited. Joint programmes and degrees offered by educational institutions in European countries can enhance the development of European professionalism, as can many of the opportunities offered by modern technology.

f) European citizenship: A European teacher should act as a “European citizen”. He/she should show solidarity with citizens in other European countries and shares values such as respect for human rights, democracy and freedom. His/her critical teaching should foster autonomous, responsible and active citizens of a Europe of tomorrow. Aspects of the school curriculum may be developed in a teaching area possibly entitled “European Studies”, or ‘Europeanness’ could be integrated across the curriculum.

g) European quality measures: If there is something like a European Teacher, there must be some way of comparing the formal features of Europe’s teacher education systems. Suggestions reach from formal assessment of systems to informal exchanges and cross-cultural visits. The Bologna process is an important step towards academic comparability and achieving an overarching qualification framework across Europe. An increase in compatibility between European qualifications and in transparency of graduate achievement is central to the Bologna/Copenhagen processes, and would also remove obstacles from teacher mobility.

4. Mobility as a goal

A European Teacher experiences the benefits of the European Union in part through easy mobility. This mobility encompasses studying abroad and learning languages as well as getting acquainted with other EU countries’ cultures. He/she may seek employment in other countries and use exchange programmes offered by the European Union. This contributes towards the creation of a Europe of different languages and cultures, and nurtures cultural diversity as a vision for living together in the future.

A European Teacher facilitates mobility among his/her students by enabling them to have physical and virtual contact with peers in other European countries. Classroom or school exchanges and EU programmes are means to enrich the process of mutual learning and growing toward a new understanding of European citizenship. This helps prepare for Europe-wide employability and, eventually, workplace mobility.

In the European classroom, modern information and communication technologies (ICT) are more than just technical devices for playing and searching for superficial data. Instead, they offer effective tools for communicating across linguistic and cultural borders, enlightening the staid and predictable classroom routines produced by monocultural approaches. Virtual mobility in finding and disseminating information is seen as a vital prerequisite for physical mobility, and is also very effective in transnational communication.

5. Student competences

Although student competences are included in the extensive list of teachers’ competences in 2, some aspects will be discussed here as they were specifically mentioned in the national representatives’ reports. These submissions indicate that the European Teacher generally
favours competence-oriented teaching styles as a means to achieve his/her aims and objectives. Nevertheless, students should be able to react to different teaching styles and learning traditions.

The diversity and multicultural make-up of schools can help children feel at home with Europe's developing complexity and pluralism. It is part of the teacher's role to prepare students for community life and work. Learning about multicultural values means acquiring an extensive general and artistic culture, learning foreign languages, and developing some knowledge of European and world affairs. A European Teacher encourages students to develop this general culture, along with a critical perspective, so that they may become autonomous, responsible and active citizens.

This culture forms a basis for the acquisition of skills that enable students to move around, live and work in different European cultures. As well as familiarity with different cultures, a European Teacher also needs to be able to analyse complex intercultural issues in order to enhance cross-cultural learning processes.

6. Suggestions for policy making and implementations

An ENTEP discussion paper is only as good as it informs the policy discourse. Therefore this discussion paper is meant to be a starting point for further discussions about future roles of teachers in Europe and will contribute to policy issues on different levels towards a European development of teacher professionalism. The following areas can be regarded as relevant on different levels in the advancement of this issue.

a) European level
   • European qualifications framework
   • Common European Principles
   • Recommendations to member states in teacher education
   • European programmes (SOCRATES)

b) National
   • Content of teacher education programmes
   • Definitions of competences and how they are evaluated
   • Evaluations of initial/continuing progressive development (What is evaluated?)
   • Accreditations of studies in other European countries
   • How to use European programmes bilaterally

c) Institutional
   • Institutional policies on European/international cooperation
   • How to ensure “ownership” of projects at institutional level
   • How to promote mobility programme and ensure credits/recognition
   • Joint programmes, masters/doctorates
   • Content of programmes
ARBEITSÜBERSETZUNG

Auszugsweise Übersetzung eines Diskussionspapiers des ENTEP (European Network on Teacher Education Policies)

ENTEP, Michael Schratz

WAS IST EIN "EUROPÄISCHER LEHRER"?
Ein Diskussionspapier
Europäisches Netzwerk für Lehrerbildungspolitiken (ENTEP)

Was ist ENTEP?

ENTEP soll die Zusammenarbeit zwischen den Mitgliedstaaten der Europäischen Union im Hinblick auf ihre Rolle bei der Grundausbildung, berufsbegleitenden Weiterbildung und den Weiterbildungspolitiken für Lehrer fördern. Damit soll Folgendes erreicht werden:

- Steigerung der Qualität der Lehrerbildung, um dadurch auch die Qualität der Bildung und Ausbildung in der Europäischen Union so zu verbessern, dass sie den Herausforderungen des lebenslangen Lernens in einer Wissensgesellschaft entspricht.
- Entwicklung einer europäischen Dimension der Bildung in Lehrerbildungsprogrammen.
- Verbesserung der öffentlichen Wahrnehmung des Lehrerberufs und gegenseitiges Vertrauen in die von den Mitgliedstaaten vermittelten Lehrqualifikationen.
- Steigerung der Lehrermobilität in der Europäischen Union.


Einführung in dieses Diskussionspapier

1 Weitere Informationen siehe unter: http://www.pa-feldkirch.ac.at/entep/
Für die gesamte Gesellschaft ist Europa zu einem immer wichtigeren Bezugspunkt geworden. Dies trifft wahrscheinlich in noch stärkerem Maße auf Lehrer zu, die dafür verantwortlich sind, künftige Generationen von Europäern vorzubereiten. ENTEP bemüht sich, eine europäische Dimension der Bildung in Lehrerbildungsprogramme einzubringen. Obwohl europäische Lehrer in einem europäischen Kontext arbeiten, wissen wir nur sehr wenig über ihre "Europeanness" (ihr Europäischsein), d.h. über das, was einen Lehrer in einem Verständnis des europäischen Professionalismus ausmacht.

Dieses Diskussionspapier soll den Ausgangspunkt für weitere Diskussionen über die künftige Rolle der Lehrer in Europa bilden und dazu beitragen, das Bewusstsein dafür zu steigern, was einen europäischen Lehrer auszeichnet, d.h. einen Lehrer, der in einem europäischen Kontext des Professionalismus arbeitet. Dies kann dazu beitragen, einen "europäischen Raum" in denjenigen Aktivitäten zur Lehrerbildung zu schaffen, in denen ENTEP Potenziale für die berufliche Entwicklung sieht. Mit der im Titel aufgeführten Frage soll dieses Bestreben nur verdeutlicht werden, es soll dadurch kein "standardisiertes Lehrermodell" entwickelt werden. Wenn es durch nationale Identitäten Einheit in der Vielfalt gibt, bleibt die Frage offen, was einen Lehrer "europäisch" macht?

Das Diskussionspapier befasst sich zuerst mit den allgemeinen Kompetenzen, über die ein Lehrer verfügen muss, um den Herausforderungen des 21. Jahrhunderts zu begegnen. Der zweite Teil stellt die Ergebnisse einer Studie über künftige Anforderungen an Lehrerkompetenzen durch die Expertengruppe A über Lehrerbildung im Prozess Bildung und Ausbildung 2010 heraus. Im dritten Teil werden die Elemente zusammengefasst, die die Mitglieder von ENTEP im Hinblick darauf gesammelt haben, was einen "europäischen Lehrer" auszeichnet.

1. Lehrerkompetenzen im 21. Jahrhundert (eine Forschungsperspektive)

Die von den nationalen Vertretern von ENTEP zu diesem Dokument übermittelten Angaben verdeutlichen eine gewisse Spannung zwischen dem, was allgemein unter einem "guten" Lehrer verstanden wird, der über Fähigkeiten verfügt, die für das 21. Jahrhundert wichtig sind und einem "europäischen Lehrer". Die allgemeine Auffassung ist die, dass ein europäischer Lehrer die gleichen grundlegenden Fähigkeiten haben muss wie jeder andere gute Lehrer. Vor allem sollte er über detaillierte Kenntnisse in seinem Fach verfügen und in der Lage sein, Schüler erfolgreich zu unterrichten. Die nachfolgenden Fähigkeiten können (nach Perrenoud, 1999) erwartet werden:

- Organisation der Lernmöglichkeiten für Schüler;
- Steuerung der Lernfortschritte von Schülern;
- Umgang mit der Heterogenität von Schülern;
- Förderung des Engagements von Schülern für Arbeit und Lernen;

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2 Die aufgeführten Qualitätskriterien beziehen sich entweder auf forschungsgestützte Ergebnisse oder auf Sammlungen über Herausforderungen für das 21. Jahrhundert (wie beispielsweise Expertengruppe A in Lehrerbildung für die EU Zielsetzungen 2010).
• Teamarbeit;
• Mitwirkung am Schulecurriculum und an der Entwicklung der Organisation;
• Förderung der Beteiligung von Eltern und Gemeinschaft an der Schule;
• Einsatz von neuen Technologien in der täglichen Praxis;
• Bewältigung beruflicher Aufgaben und ethischer Dilemmata;
• Steuerung der eigenen beruflichen Entwicklung.

Da die Kenntnisse und Fähigkeiten der Lehrer von ihrer Weiterbildung und ihrer weiteren Entwicklung abhängen, sollten sie sich mit aktuellen Untersuchungen befassen und sich der allgemeinen sozialen Veränderungen bewusst sein.

2. **Veränderte Dimensionen der Rolle von Lehrern und Ausbildern (Vorstellungen der EU-Experten)**


**Auswirkungen sozialer Veränderungen**

*Förderung neuer Lernergebnisse*

- Beitrag zur politischen Bildung von Schülern/Auszubildenden *wie beispielsweise*
  - Leben in einer multikulturellen, inklusiven und toleranten Gesellschaft;
  - Leben in nachhaltig tragfähigen Lebensstilen im Hinblick auf Umweltfragen;
  - Umgang mit Chancengleichheit in Familie, Arbeit und gesellschaftlichem Leben;
  - Leben als europäischer Bürger;
  - Management der eigenen Karriereentwicklung;
  - etc.

- Förderung der Entwicklung der Kompetenzen von Schülern/Auszubildenden für die von Wissen und lebenslangem Lernen geprägte Gesellschaft *wie beispielsweise*
  - Motivation, über die Pflichtschulbildung hinaus zu lernen;

\(^4\) Siehe hierzu den Synthesebericht der ersten Arbeit der Expertengruppe zu Zielsetzung 1.1: Verbesserung der Ausbildung von Lehrern und Ausbildern (WG1.1/02/002).
- Lernen zu lernen/autonomes Lernen;
- Informationsverarbeitung;
- digitale Alphabetisierung;
- Kreativität und Innovation;
- Problemlösung;
- Unternehmergeist;
- Kommunikation;
- Visuelle Kultur;
- etc.

- Verbindung der Entwicklung von neuen Curriculumkompetenzen mit Schulfächern

### Unterschiede der Verarbeitung von Unterrichtsinhalten und Veränderungen im Unterrichtsumfeld

**Neu strukturiertes Arbeiten im Unterricht**
- Befassung mit der sozialen, kulturellen und ethnischen Vielfalt der Schüler
- Organisation des Lernumfeldes und Erleichterung der Lernprozesse
- Teamarbeit mit Lehrern und mit anderen am Lernprozess dieser Schüler Beteiligten

*Arbeit "über das Klassenzimmer hinaus": in der Schule/im Ausbildungszentrum und mit sozialen Partnern*
- Arbeit im Schulcurriculum, organisatorische Entwicklung und Evaluation
- Zusammenarbeit mit Eltern und anderen sozialen Partnern

*Integration der IKT in formale Lernsituationen und in die gesamte berufliche Praxis*

### Steigerung der Ebenen der Unterrichtsprofessionalisierung

*Professionelles Handeln*
- Investigatives oder problemlösendes Handeln
- Übernahme größerer Verantwortung für die eigene berufliche Entwicklung in einer Perspektive des lebenslangen Lernens


### 3. "Europeanness"

Die Lehrer in der Europäischen Union bilden nicht nur die künftigen Bürger ihrer jeweiligen Mitgliedstaaten aus, darüber hinaus unterstützen sie sie auch in ihrem Bestreben, zu den kommenden Generationen europäischer Bürger zu werden. Sie arbeiten in einem nationalen Rahmen, der die Notwendigkeit einer nationalen Identität als Grundlage für ein
Der Begriff "europäische Dimension" wurde verwendet, um nationale und transnationale Wertvorstellungen in der Entwicklung der Bildungspolitik ausgewogen einander gegenüberzustellen.

Dieses Diskussionspapier geht darüber hinaus, indem es sich genauer damit befasst, was "Europeanness" für den Beruf des Lehrers bedeutet. Aus diesem Blickwinkel setzt sich die europäische Dimension aus zahlreichen unterschiedlichen Facetten zusammen, die tief im soziopolitischen und kulturellen Konzept einer wachsenden europäischen Gemeinschaft verwurzelt sind. Aus politischer Sicht soll mit dieser Übersicht nicht das Modell eines "europäischen Superlehrers" entwickelt werden, es soll vielmehr auf europäische Themen verwiesen werden, die potenziell in künftigen Diskussionen von besonderer Bedeutung sein werden.


e) Europäische Professionalität: Ein europäischer Lehrer verfügt über eine Ausbildung, die ihn


4. **Mobilität als Zielsetzung**


Ein europäischer Lehrer erleichtert die Mobilität unter seinen Schülern, indem er es ihnen ermöglicht, physische und virtuelle Kontakte mit Gleichaltrigen in anderen europäischen Staaten zu knüpfen. Der Klassen- oder Schulaustausch und EU-Programme sind Mittel, um diesen
Prozess des gegenseitigen Lernens und Zusammenwachsens in einem neuen Verständnis der europäischen Bürgerschaft zu bereichern. Dies trägt dazu bei, auf europaweite Beschäftigungsmöglichkeiten und mögliche Arbeitsplatzmobilität vorzubereiten.

Im europäischen Klassenzimmer sind moderne Informations- und Kommunikationstechnologien (IKT) mehr als nur technische Instrumente zum Spielen und Erkunden oberflächlicher Daten. Stattdessen sind sie effiziente Instrumente, um über sprachliche und kulturelle Grenzen hinweg miteinander zu kommunizieren und die bestehende und vorhersagbare Klassenzimmerroutine zu bereichern, die sich aus einem monokulturellen Ansatz ergibt. Virtuelle Mobilität bei der Ermittlung und Verbreitung von Informationen wird als unabdingbare Voraussetzung für physische Mobilität angesehen und ist ebenfalls sehr effizient bei der grenzüberschreitenden Kommunikation.

5. **Kompetenzen der Schüler**


Diese Kultur bildet die Grundlage für den Erwerb von Fähigkeiten, die die Schüler in die Lage versetzen, sich in unterschiedlichen europäischen Kulturen frei zu bewegen, zu leben und zu arbeiten. Parallel zu seiner Vertrautheit mit unterschiedlichen Kulturen, muss der europäische Lehrer fähig sein, komplexe interkulturelle Fragen zu analysieren, um grenzüberschreitende kulturelle Lernprozesse zu fördern.

6. **Vorschläge für die Entwicklung von Politiken und ihre Umsetzung**

Ein ENTEP-Diskussionspapier ist nur effektiv, wenn es als Information in den politischen Diskurs eingebracht wird. Deshalb soll dieses Diskussionspapier als Ausgangspunkt für weitere Diskussionen über die zukünftige Rolle von Lehrern in Europa dienen und zu politischen Fragen auf verschiedenen Ebenen im Hinblick auf eine europäische Entwicklung der Professionalisierung von Lehrern beitragen. Die nachstehenden Bereiche können auf verschiedenen Ebenen als relevant für Fortschritte in dieser Frage angesehen werden:
a) Europäische Ebene
- Europäisches Rahmenwerk für Qualifikationen
- Gemeinsame europäische Grundsätze
- Empfehlungen an die Mitgliedstaaten in der Lehrerbildung
- Europäische Programme (SOKRATES)

b) National
- Inhalt der Lehrerbildungsprogramme
- Definitionen der Kompetenzen und ihre Bewertung
- Evaluationen der anfänglichen/fortgesetzten progressiven Entwicklung (Was wird evaluiert?)
- Akkreditierungen von Studiengängen in anderen europäischen Staaten
- Bilaterale Nutzung europäischer Programme

c) Institutionell
- Institutionelle Politiken über europäische/internationale Zusammenarbeit
- Sicherstellung des "Eigentums"(ownership) an Projekten auf institutioneller Ebene
- Förderung von Mobilitätsprogrammen und Sicherstellung von Krediten/Anerkennung
- Gemeinsame Programme, Master/Doktorate
- Inhalt von Programmen

Übersetzt im Sekretariat der Kultusministerkonferenz
(I.Veiders)
DEVELOPING TEACHER EDUCATION POLICIES THROUGH PEER LEARNING

Marco Snoek  
Ursula Uzerli  
Michael Schratz

As part of the European agenda on Education & Training 2010 the European Commission has established a number of Clusters to facilitate peer learning between European member states. Within these Clusters, peer learning activities are organized where representatives from member states exchange examples of good policy practice and explore the implications of the EU's ambitions for new education policies.

One of these Clusters is the Cluster Teachers & Trainers, which has organized peer learning activities on a variety of topics concerning teachers and teacher education: continuous professional development; schools as learning communities; school leadership; preparing teachers (and student teachers) to teach in culturally diverse classroom settings; partnership between VET schools and companies; relations between schools and teacher education institutes. From these peer learning activities policy recommendations are derived that can support ministries in member states to improve their policies on teachers and teacher education.

In our paper we present a synthesis of the work of the Cluster Teachers & Trainers after two years of experience. Bridging the different peer learning activities and reports, we will investigate the outcomes and effectiveness of the peer learning activities.

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The context for peer learning on teacher education policies: Education & Training 2010

In the year 2000 the Council of the European Union announced its ambition to 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’.

To achieve this ambitious goal, it is necessary to invest in the quality of education. Therefore, in 2001 the Council identified concrete future objectives of education and training systems (European Council, 2001). In these objectives, three major goals were emphasized:

- to improve the quality and effectiveness of EU education and training systems;
- to ensure that they are accessible to all;
- to open up education and training to the wider world.

To achieve these goals, the Ministers of Education of the member states of the European Union agreed on a detailed work programme Education & Training 2010 with thirteen specific objectives (European Council, 2002). Education systems in the member states have to improve in a variety of areas: teacher quality and teacher education; basic skills; integration of Information and Communication Technologies; efficiency of investments; language learning; lifelong guidance; flexibility of the systems to make learning accessible to all, mobility, citizenship education, etc.

Concerning teachers and teacher training, the work programme identifies four key issues:

1. Identifying the skills that teachers and trainers should have, given their changing roles in knowledge society;
2. Providing the conditions which adequately support teachers and trainers as they respond to the challenges of the knowledge society, including through initial and in-service training in the perspective of lifelong learning;
3. Securing a sufficient level of entry to the teaching profession, across all subjects and levels, as well as providing for the long-term needs of the profession by making teaching and training even more attractive;
4. Attracting recruits to teaching and training who have professional experience in other fields.

The open method of co-ordination

Although the ambitions of the European Union with respect to education are high, the authority of the European Council with respect to education is limited as it has no legislative authority in the field of education. Therefore the realization of the work programme Education & Training 2010 is in the hands of the individual member states. However, the European Council and the European Commission still have a number of policy tools to support the work programme. These tools are part of the so called ‘open method of co-ordination’.

The Open Method of Co-ordination (OMC) is a way of co-ordinating and stimulating policy development at national levels. The OMC starts with defining shared goals and timetables for reaching these goals, followed by the definition of qualitative and quantitative indicators and benchmarks, development of national policy plans with targets, sharing of national experiences through peer learning and peer review and finally periodic monitoring and evaluation, both on a national and a European level (Presidency Conclusions, point 37, European Council, Lisbon 23–24 March 2000).

The OMC is seen as a soft law mechanism, based on the voluntary co-operation of the member states, as no sanctions are involved.

The OMC has several characteristics:

- normative: by setting specific targets and by defining indicators that can be used as benchmarks, a normative framework is created;
- oriented on mutual learning: through exchange of policy examples and good and bad experiences and through the shared discussion of existing dilemmas, mutual learning is stimulated;
- competitive: through benchmarks and rankings, member states tend to compare their performance with performances of other member states. No country wants to end up at the end of a ranking list. On the other hand, (economic) competitiveness between
member states can frustrate processes of peer learning when countries are reluctant to share their policy practices, in order to protect their leading position:

- quantitative: to develop effective benchmarks and monitor instruments, indicators need to focus on clearly defined and easy to measure quantitative outcomes.

Within the work programme Education & Training 2010, the Open Method of Co-ordination is used as the main instrument for policy development.

In the work programme the goals, timetable and indicators are defined; through benchmarks the development of these indicators are monitored and evaluated on a two yearly base (see for example European Commission, 2004) and peer learning between member states is stimulated through peer learning activities focusing on specific topics within the overall Education & Training 2010 work programme.

**Policy development through Peer Learning**

Within the context of the Education & Training 2010 work programme, peer learning is a process of cooperation at a European level whereby both policy makers and practitioners from one country learn, through direct contact and practical cooperation, from the experiences of their counterparts elsewhere in Europe in implementing reforms in areas of shared interest and concern.

Around some of the objectives of the work programme, the Commission has created Clusters of representatives from member states that are interested in that specific theme. A Cluster consists of representatives from countries that have an interest in that specific objective and have expressed a desire to learn from other interested countries, or to share with others their successful or unsuccessful experiences. This peer learning is facilitated by peer learning activities (PLAs), thematic working conferences where specific policy issues are discussed through presentations of policy examples from the host country and other countries. Visits to relevant locations which give an insight into the particular policy theme are often part of those working conferences.

The aims of the peer learning activities are (European Commission, 2006):

- to develop a common understanding of success factors for the improvement of policy-making and the implementation of reform;
- to identify and disseminate key conclusions which can be fed into policy-making and implementation at the national level and European level.

In general, PLAs are small scale working sessions of four days with two representatives from each Cluster country that decides to join that specific PLA: one represents the policy level, who should be able to address the critical factors for policy development, and one is from the operational level, who is expected to address the critical factors for implementation.

During the Cluster meetings the PLAs are prepared, the outcomes are discussed and the impact of PLAs on national policy making is shared.

**Summary of the five PLAs**

Within the Cluster Teachers & Trainers, 21 countries are represented. The cluster started in April 2005 and five peer learning activities have been organized:

The selection of the topics for the PLAs was based on their relevance for the participating countries and on the willingness of a host country to organize a PLA on that specific topic.

**Continuous Professional Development for Teachers and Trainers**

The first PLA of the Cluster 'Teachers and Trainers' was held in Dublin, 26-29 September 2005 and focused on the Continuous Professional Development (CPD) of teachers and trainers in the context of lifelong learning.

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1 AT, BE (Fr), BE(NL), CR, CZ, CY, DK, ES, EST, FR, GE, FI, IC, IR, IT, NL, NO, RO, SL, SW, TU
2 The reports of the peer learning activities can be found at http://ec.europa.eu/education/policies/2010/objectives_en.html#training
Starting from the question of how to improve the quality of teachers in general, participants at the PLA wanted among other things to concentrate on the following policy related issues:

- existing reform options in the Irish system for CPD
- creating a genuine continuum through initial teacher education, induction and CPD
- facilitating schools to support and empower their staff in the process of lifelong learning and teachers to take greater ownership and responsibility in this endeavour.

The idea of the presented action research project ‘Teaching and Learning for the Twenty First Century’ (TL21), and the second national project ‘Leadership Development for Schools’ (LDS) as well, get to the heart of improving classroom teaching, challenging teacher learning by support based on clear vision within the education system. They were linked to induction, subject-based in-service training, mentorship training and qualifications reforms.

Among the PLA participants, there was consensus that the policy examples presented, of collaborative teacher learning in cooperation with initial research-based actions tend to raise teachers’ engagement and personal involvement in becoming aware of their personal needs for further professional development. Reflecting their individual progress at that stage of professional learning also raises their awareness for learner-oriented teaching and re-empowers them to intensify their responses to the different learner typologies of their students. Attempting to equip future school leaders with management skills as well as the confidence and competence to support change and advance further staff development on one hand and to assist school management to develop positive leadership roles to support teachers in managing their individual change on the other, seemed to promote the idea of a learning community for all groups involved, pupils as well as teachers.

One main policy issue in the final discussion of the PLA referred to the period of induction for novice teachers supported by experienced teachers as mentors. Induction programmes were also understood as highly supportive for teachers re-entering the profession after years, for those changing schools and of course for newly appointed school-leaders. Despite the different national approaches (centralised or de-centralised systems) participants of the PLA found an appropriate balance to meet their own requirements or policy innovation. As it was the first experience of the Cluster T&T with a PLA, several process related issues within a PLA were discussed for consideration in further PLA planning.

Schools as Learning Communities for their Teachers (The Netherlands, May 2006)

In the concluding discussion and reflection on the PLA in Dublin, it had become obvious how the awareness for schools to define themselves as learning organizations can have a decisive effect on teachers’ encouragement and motivation to fully engage in their personal professional development. All members of the Cluster agreed that on the way to the learning and knowledge society, school staff need support to review their own learning culture, while at the same time policy makers, supervision boards and school leaders should question themselves on how they motivate teachers for their own learning and further development.

Teachers themselves should increasingly focus on their individual needs, aligning them to their personal professional self-concept and perceiving them in the context of school development in a collaborative creative process.

Consequently the Dutch model of ‘Schools as Learning Communities for their Teachers’ was a challenging and exciting topic for a follow-up PLA.

During the regular four days of the activity the participants in the peer learning activity had the chance to visit schools that were experienced as learning environments. Further inspiration for the discussions between the participants was provided through presentations from different stakeholders (the Ministry, the Inspectorate, school leaders, teacher educators and student teachers). Pupils, teachers and school leaders presented a wide range of issues and many more were stimulated by questions of PLA participants.

While the country representatives had their own vision of how the development of learning communities could be promoted in their national systemic and policy contexts, the group gradually began to consider possible common implications of this concept throughout Europe. Despite the differences in teaching and training approaches in the member states and the national traditions of responsibilities, steering strategies and other preconditions, there was high
level of agreement that the examples of learning schools are apt to make an important contribution to school improvement, to the development of new expertise for teachers and their own learning, and bring a great benefit for the individual pupil who experiences learning teachers as positive role models in lifelong learning.

The following issues were especially pointed out as relevant for national and European policy:
- it is more effective for teachers’ professional development if there are systematic opportunities with conditions that allow change to happen with all partners involved;
- highly prescribed CPD programmes, that do not take the individual development needs or the local circumstances and the participating actors into account are not likely to succeed;
- irrespective of the different approaches like autonomy, centralization, de-centralization and shared responsibilities among teacher education institutions, all partners in the school sector should value highly the establishment of a new learning culture and encourage teachers accordingly;
- following the vision of improving pupils’ performances and results by means of improving the quality of teachers’ professional development, the Dutch approach was perceived as a highly stimulating and inspiring future concept.

Along with parallel policy examples from Cyprus and Turkey the PLA allowed for a deep analysis of contrasting experiences enabling participants to reflect their national systems.

**Partnership between Schools for Vocational Education and Training (VET) and Companies (Austria, March 2007)**

The main goal of the PLA was that the participants learn and exchange about the different ways in which partnerships between schools and companies are managed, developed and supported in different countries, and how these contribute to the overall quality of their VET system. A special focus was put on teachers and trainers as the main linking pins between the school world and the world of work at provider level.

A number of countries have school based systems where practical training in companies is an obligatory component, like the "sandwich model" of Iceland, the obligatory work experience in the different Irish programmes or the practical, contract-based training in companies in Estonia and Slovenia. In a number of countries (Portugal, Italy, and the Netherlands), both school- and company-based systems coexist, in some cases sharing the same target groups, learning objectives, and certifications.

While the majority of the countries state that the country either has adopted or is working towards a competence based approach, closer scrutiny showed that "competence based" seems to be interpreted quite differently.

In most of the participating countries VET schools employ both academics and persons with a professional background.

There appeared to be large differences between countries concerning the organisation of company-based training and the roles and qualifications of company trainers. A few countries have no concepts of company-based trainers. The formal requirements for trainers’ qualifications appeared very varied. The extreme points were Germany, where trainers - besides a vocational qualification - are required to follow a course of 120 hours and pass an examination; and Italy, where enterprise tutors have to attend a compulsory training course of at least 8 hours.

The main challenges that VET teachers and trainers face at the moment are the recruitment of teachers, the necessity for new competence requirements for teachers, the possibility for competence development of teachers and trainers and the definition of standards at national level to ensure the quality of training.

The partnership between the world of school and the world of work seemed quite institutionalised at national or regional levels; however, cooperation at the school-company level depended to a large extent on the initiative from the school. The crucial challenge from the policy perspective was to bring teachers and trainers closer together.
Preparing Teachers to Teach Effectively in Culturally Diverse Settings (Norway, May 2007)
The experience of a changing school population and an increasing number of pupils with a
migration background has become a great challenge for some countries while others are rather
experienced and have a long tradition with intercultural models and inclusive teaching
approaches in the context of minority groups in their society. Yet, in most countries teachers
obviously do not feel adequately prepared to teach in culturally diverse settings. The PLA was
conducted in Norway as one of the countries with interesting policy examples and a national
institution that acts as bridge between policy-makers, researchers and schools. This National
Centre for Multicultural Education (NAFO) offers assistance in issues like awareness raising,
intercultural competence development, networking and the dissemination of good practice
eamples.
Again in this peer learning activity the vital role of school leaders was noted by the participants
and especially the need for a range of extra competences when leading a multicultural learning
community. The participants in the PLA had the possibility of visiting different school settings and
concluded that decision-making regarding culturally diverse schools needs policymakers, who are
aware of the sensitivities in the field of cultural diversity and their societal implications with
respect to social partners, parents' associations and others. The very personal discussion with a
mother involved in parents' work in this context deeply impressed the participants. There was
great consensus that all teachers have to be prepared already in their initial phase of education.
In this phase student teachers need to be confronted with the latest research results in the area
of stereotyping and discrimination as well as gain background knowledge about the countries the
migrant families come from. The correlation of school success and the awareness of acceptance
or lack of acceptance in society has been an object for research especially in the Netherlands in
the field of language teaching to children with a migration background.
Another impressive policy example from the initial stage of teacher education in the Netherlands
was the model of a teaching practicum abroad (without a Dutch mentor) for a large number of
student teachers in countries like Turkey, African countries and others, enabling students to
become familiar with the cultural background of their pupils and experiencing some of the basic
problems of living and working in a different cultural content, while at the same time examining or
reassessing their attitudes towards different cultures.
In the reflecting discussion, the participants concluded that teacher educators themselves should
have specific competences in these issues and should strongly enhance research with closer
contact to daily teaching in such classroom settings. Further more, they should be willing and
able to support student teachers in developing their competences to deal appropriately with
prejudice at school and to develop interpersonal and social skills like empathy and cultural
sensitivity in communicating with pupils and parents. Student teachers irrespective of the future
level of teaching, should be offered the chance of a teaching practicum in a multicultural setting
during their initial teacher education. Such core knowledge and intercultural skills are regarded as
a minimum standard for future teachers and those already at school should have the chance to
develop further competences in the context of CPD.

Relationships between Teacher Education Institutes and schools (Denmark/Sweden, October
2007)
In all the preceding PLAs participants continually engaged in parallel discussions on the
cooperation of the actors involved or even institutionalized partnerships between parties in the
field under discussion.
It was obvious that specific projects could be more successful and effective if the parties involved,
especially teacher education institutions and schools (including CPD) were able to bring to life
strategic partnerships to bridge the gap often experienced between 'theory' and 'practice' and to
take advantage of the fruitful contributions that each party can make to the other.
As a number of member states were interested in exploring such approaches, Denmark offered to
host a PLA to review and discuss existing policy and to contrast these models with further
examples from Sweden, Germany and the Netherlands.
The view that schools should play a central and active role in developing teaching methodology was shared in all models and by all participants. Partnerships between teacher education institutions and schools can contribute to the development of new knowledge about learning (learning to learn) and consequently to the design of teaching approaches that respond to learner typology, leading to curriculum improvements both in schools and in teacher education. To increase the benefits for both partners, the partnership should not only focus on the education of student teachers, but also on the professional development of staff within schools, on curriculum innovation and on shared research (as in the Swedish 'Think Tanks').

While in some countries regional partnerships are already functioning effectively (for example the system in Finland in which special teacher training schools are connected with universities) others are in the process of developing such support systems to meet the ambitions described above.

The participants in the PLA strongly supported the vision that in the future all schools should be able to benefit from partnership systems and the outcomes of partnerships within a national system. The quality of the outcomes and the effectiveness of the partnership in the light of its objectives should be externally evaluated and the conclusions should be disseminated.

In the creation of such partnership models, especially in providing the necessary conditions for this endeavor, the participants in the PLA identified a strong role for educational policy makers at national and regional level to undertake intentional steering. Essential conditions for effective partnerships are: resources for the long term sustainability of partnerships, formally binding frameworks (e.g. by connecting these frameworks to accreditation criteria) with a focus on quality criteria and assurance, and flexibility to adapt the partnership to local conditions and contexts.

**Common themes**

Analysis of the reports from the four PLAs shows that there are a number of common issues that arose in more than one PLA. These issues seem to be relevant for most member states countries in their policy development and in need of further development.

1. **Teachers' lifelong learning**

The theme of teachers' lifelong learning came up in all of the PLAs. The importance of lifelong learning for the teaching and training professions continues to be an important policy issue in driving up standards of teaching and learning in order to enhance pupils' and students' achievement. Through this, national governments recognize that initial teacher education could never be sufficient to prepare for the range of contexts and developments which teachers would experience and recognize the necessity to prepare and up-skill teachers for the emerging knowledge society and economy and to modernize working practices.

To support teachers' lifelong learning, two important structures have been suggested:

a. The importance of competences and standards: Establishing and clarifying what should be expected from teachers has become a widespread policy goal. In many countries the role of these competences and standards is restricted to the area of initial teacher education, clarifying what a beginning teacher should be able to do. During the PLAs the importance of competences and standards that play a role during the whole of the teaching career was emphasized. Such a framework can stimulate ongoing professional development and lifelong learning of teachers.

b. The need for systems that support teachers' lifelong learning: the need to encourage and support teachers' lifelong learning has underpinned much of the policy debate in member states. During the PLAs, participants noted that although the training policy approaches differed in terms of location (school based or training centres), responsibility (individual schools or a central ministry), and focus (on delivering the curriculum, on managing pupil behaviour or on teaching and learning), the underlying policy need to support serving teachers was constant.

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3 In this analysis, an interim report on the work of the cluster from October 2005 to November 2006 has been used (Brumfitt, 2006).
Ownership, self-esteem and self-accountability of teachers were seen as important preconditions for both raising the attractiveness of the teaching profession and improving the quality of teaching and learning. The teaching profession should be seen as a profession with an extended professionalism (Hoyle, 1975). Professionals in education should play an important part in the design and innovation of curricula and learning environments for their pupils. Quality awareness and quality control by teachers and an attitude of self-accountability towards external stakeholders should be stimulated. Policy measures should respect and support this ownership by teachers.

Leadership was mentioned in all PLAs. The role of the head of the school in creating conditions for quality improvement, innovation and peer learning was recognized by all PLA participants. Underlying this process has been the view that school improvement is best brought about by concentrating development efforts at the school level and seeing the school as the major unit of change in the education system. Associated with this trend has been the recognition that leadership and management need to be redefined and that a clearer shift away is needed from the traditional hierarchical control mechanisms toward a culture of shared leadership. As a result, attracting, training and retaining high quality school leaders is an important issue in policy making within member states.

In the discussion, attention was drawn to leadership which moves away from a purely authoritative style of administration to a more collaborative style of management and distributed leadership. This requires teachers that have leadership qualities and who are willing to become actors and equal partners in a change of culture and philosophy in schools today.

Many of the policy examples that were seen as promising policy approaches involved partnerships between schools and teacher education institutions. Such partnerships did not only focus on the education of new teachers. Such partnerships, integrated initial teacher education, continuous professional development, curriculum innovation, school improvement and knowledge development through research. The potential benefits of partnerships between schools and teacher education institutions are increased when the benefits of all participants (student teachers, schools, teacher education institutions and the system) are taken into account and when there is flexibility in the specific design of the partnership, leaving room for adaptation to local needs and conditions.

During several PLAs the concept of ‘trust’ was mentioned. Transferring responsibilities to schools and teachers involves the transfer of trust. When school systems are dominated by control mechanisms, defensive attitudes might prevail, frustrating entrepreneurship within schools. The creation of an environment of trust allows school leaders and teachers to be confident that mistakes are part of the learning process, encourages more risk-taking with further ‘trial and error’ and therefore more innovative approaches.

Trust needs to be developed on different levels: trust between ministries and schools, between teachers and school leaders, between teachers (schools) and parents and between schools and teacher education institutions. Trust can have different manifestations and should not only be based on formal contracts, but also on the relation and intentions of the participants involved (Byrk & Schneider, 2002). Policy measures should explicitly be evaluated on the extent to which they stimulate or frustrate trust between stakeholders within the education system.

To stimulate new policies and approaches it can be helpful to facilitate small scale projects. However, as the quality of teachers and teacher education is important for the whole of the education system, attention should be given to questions how to stimulate, support and resource the whole of the education system. Allocation of time, effort and resources is needed to develop professional qualities through lifelong learning, to create learning communities within schools and to establish effective partnerships.
The sources of finance can vary, depending on national structures, resources and possibilities; they can be institutional (by changing priorities), regional (e.g. through local authorities), national (e.g. by project funding) or international (e.g. through the EU Lifelong Learning Programme). Financial support should always take into account the need for long term sustainability.

These common issues were considered important for developing and improving policies in all member states involved. The discussions considered both the strategic role of a central education ministry and the level of operational detail that was managed by centrally based officials or was left to the autonomy of the school. There was a consensus that the level of centralisation was not the most significant aspect in establishing and maintaining an effective education system. Far more important was ensuring a common understanding of how the system works, how roles and responsibilities are assigned, how progress and developments are monitored, and how each part of the system is held accountable for its performance. The level of regulation and deregulation should not only be seen as a deliberate policy measure to improve educational attainment and school performance, but has also to be regarded as the result of tradition and culture.

Benefits of peer learning
The concept of peer learning within the context of the European Union is relatively new. Within the Cluster Teachers & Trainers the participants have developed their own way of working based on the general outline of the European Commission. The question is whether this way of working has been effective with respect to its aims:

- to develop a common understanding of success factors for the improvement of policy-making and the implementation of reform;
- to identify and disseminate key conclusions which can be fed into policy-making and implementation at the national level and European level.

In all PLA reports and evaluations, the peer learning activities are considered as an effective way of exchanging policy practices and to discuss underlying policy questions. The reports that result from each PLA summarize the common trends and conclusions, making the common understanding explicit. This has lead to an ideational convergence, a convergence at the level of ideas. This means ‘that policy-makers converge in their assessment of causal mechanisms at work in policy areas, definitions of desirable and unacceptable policies, and beliefs about how policies work’ (Radaelli, 2003).

Both at the end of PLAs and at Cluster meetings, participants reported individual insights or findings that they could report and bring back into their own national systems. This indicates that participants were able to identify key conclusions on a national level. Key conclusions that are fed into policy making and implementation on a European level are more difficult to identify. A clear and explicit mechanism for reporting and implementing outcomes on a European level is missing, as a result of the limited authority of the European Council with respect to education. However, themes and recommendations discussed during the PLAs can be recognized in the communication of the European Commission on improving the quality of teacher education (European Commission, 2007) and the Council’s conclusions on teacher education (European Council, 2007). More implicit mechanisms for transferring PLA outcomes to the EU policy level can also be found:

- The Cluster is seen as an important European platform for policy development on the area of teacher education, as can be seen in the invitation for the EU conference ‘Teacher professional development for the quality and equity of lifelong learning’ organized by the Portuguese Presidency in September 2007.
- A number of the Cluster members are also members of the European Network on Teacher Education Policy (ENTEP). This combined membership stimulates the mutual exchange of conclusions and recommendations on a wider scale.
- The Cluster is supported by the European Commission. The Commission’s representative feeds the outcomes of the PLAs towards the Commission and to the
Education and Training Co-ordination Group, consisting of representatives from the member states and responsible for the overall co-ordination of the Education & Training 2010 work programme.

The peer learning format that has been used by the Cluster T&T differs in several aspects from more traditional conferences or study visits:

- The PLAs have a unique combination of senior policy officials, academics and practitioners. In this way policy development is enriched by outcomes of research and academic discourse and by evaluation of the possible effects of implementation of policy measures in the reality of practice in schools and teacher education. At the same time academics are challenged to apply research outcomes and theories to the reality and limitations of policy making. This interactive and heterogeneous context creates a powerful learning environment that is valued by the participants.
- Despite the fact that the starting point of most PLAs is a specific policy practice in the host country, the PLAs extend to the underlying policy issues that are relevant for all countries. Therefore the PLA is more than a study visit or peer review, leading to common conclusions and recommendations that have a wider relevance for all member states.
- Starting with exchange of existing policy practices in the host country and in other countries, the aim is not to identify ‘best practices’ but ‘next practices’, policy practices that take into account current trends and developments and that are necessary to support schools in the 21st century.

**Dilemmas in peer learning**

Although the benefits of peer learning within the Cluster Teachers & Trainers are described above, the effectiveness of this peer learning can be questioned at the same time.

The aim of the peer learning methodology is to stimulate policy learning within the member states. The effectiveness of this peer learning should become visible in new policy approaches within member states. However, clear structures to evaluate the effectiveness of PLAs are missing. There is no systematic follow-up process gauging the impact that PLAs have on the development of national policies.

Not only evaluation structures are missing, but also support systems to help PLA participants to extend the learning benefits of individual participants to other stakeholders on a national or local level. The implicit expectation is that the (two) participants are able to transfer the growth of their personal understanding of the policy issue discussed during the PLA to a wider audience of policy makers, to extend personal peer learning to national peer learning.

This problem already starts at the level of the PLA participants and the Cluster. Not all Cluster members take part in each PLA. Although the PLA reports try to highlight the common understanding that has been reached during a PLA, the learning impact differs considerably for those that took part in the PLA and those cluster members that could not participate in the PLA and that can only experience second hand information through the PLA report.

The same problem arises again when participants in PLAs have to report back into their national or local context and to feed their personal learning experiences into the national policy processes. The question arises how authentic experiences can be shared.

At least four mechanisms for this transfer problem can be found. First there is the problem of a missing learning environment. The PLAs are evaluated as effective learning environments for the participants. While feeding back the outcomes of the PLAs to other policy makers at the local, national or cluster level, this learning environment is missing. Second, the eagerness of national governments to learn from other countries varies. Although not supported by clear evidence, we have the impression that new member countries are more eager to use the outcomes of the PLAs to improve their policy making. Third, the impact of PLAs on national policy making seems also to be influenced by the size of ministries or departments and by the status of the PLA participant. Finally, the effectiveness of transfer is influenced by the under-estimation of learning within a political context. During the PLAs the participants have the freedom to open up to new ideas and approaches. However, ‘learning in the context of the OMC is a political exercise. Policy-makers
are not seeking truth, but power. They may be open to reasoned argumentation, but not to the point of overcoming the basic fact that they are engaged with politically-sensitive policies' (Radaelli, 2003). When PLA participants return home to their ministries, they face colleagues who are focussed on the limitations of the national political preoccupations.

Both the political sensitive aspects of peer learning and the problems of effective transfer of learning benefits have received little attention within the Cluster.

Another problem is the involvement of other stakeholders in the peer learning process. ‘Participation is essential for two reasons. One is obvious, that is, legitimacy. The other is less obvious: effectiveness. The method can work like a radar searching solutions only if it involves many different actors. Accordingly, participation should not be limited to those who operate in EU-level committees, but it should be extended to local-level actors’ (Radaelli, 2003). This problem is also recognized by the European Commission as it formulates the ambition to find ways to increase ‘the involvement of the broader education and training community, without diluting the existing exchanges between the Commission and Member States’. (European Commission, 2007b)

Finally, from the list of PLAs it becomes clear that the PLAs have been hosted by countries in the North-West of Europe. Also policy examples have come mainly from those countries. As a result there is no balance in the peer learning process. This imbalance has been addressed several times, inviting countries from the east and south of Europe to host a PLA. However, those countries seem to be reluctant in offering to host a PLA. The reason behind this is still unclear; the reluctance could be connected to the fear of not being able to provide good or best policy practice or to the fact that hosting a PLA is a time consuming activity for ministries which are overloaded with policy innovations. Both assumptions point to a noticeable imbalance between countries in the different parts of Europe.

Finally

The peer learning method is just one of several activities of the open method of co-ordination. It seems to be an essential part of the OMC as it supports member states in reaching the goals of the Education & Training 2010 work programme, although only few representatives can take part. Benchmarks can be useful in showing progress on those goals, but show no insight in ‘how to improve’, give no deeper understanding, and do not contribute to problem solving. It is the process of exchange and discussion of policy practices which gives insight into the “how to” question, thus contributing to improvement.

The shared ambition of Education & Training 2010 needs to be connected to shared learning. The challenge of the Cluster is to feed the learning outcomes of the PLAs into the local and national policy making and to extend the peer learning beyond the boundaries of ministries by involving other national and local stakeholders like schools and teacher education institutions.
References


IV

(Informationen)

INFORMATIONEN DER ORGANE UND EINRICHTUNGEN DER EUROPÄISCHEN UNION

RAT

Schlussfolgerungen des Rates und der im Rat vereinigten Vertreter der Regierungen der Mitgliedstaaten vom 15. November 2007 zur Verbesserung der Qualität der Lehrerausbildung (1)

(2007/C 300/07)

DER RAT DER EUROPÄISCHEN UNION UND DIE IM RAT VEREINIG- TEN VERTRETER DER REGIERUNGEN DER MITGLIEDSTAATEN —

GESTÜTZT auf:

1. die Schlussfolgerungen der Tagung des Europäischen Rates vom 23./24. März 2000 in Lissabon, in denen betont wurde, dass Investitionen in die Menschen für die Stellung Europas in der wissensbasierten Wirtschaft von entscheidender Bedeutung sind, und in denen die Mitgliedstaaten aufgefordert werden, „Maßnahmen zur Beseitigung von Hinder- nissen für die Mobilität der Lehrer zu treffen und attraktive Bedingungen für hoch qualifizierte Lehrer zu schaffen“ (2);

2. den Bericht des Rates (Bildung) vom Februar 2001 an den Europäischen Rat über die konkreten künftigen Ziele der Systeme der allgemeinen und beruflichen Bildung, in dem hervorgehoben wird, dass die Rolle der Lehrer geändert hat; sie vermitteln zwar weiterhin Wissen, wirken aber „auch als Tutoren, die die Lernenden auf ihrem jeweils individuellen Weg zum Wissen leiten“ (3);

3. Ziel 1.1 des Arbeitsprogramms „Allgemeine und berufliche Bildung 2010“ — Verbesserung der allgemeinen und beruflichen Bildung von Lehrkräften und Ausbildern, bei dem herausgestellt wird, wie wichtig es ist, hoch qualifizierte und motivierte Kräfte für den Lehrerberuf zu gewinnen und in diesem Beruf zu halten, die Fähigkeiten zu bestimmen, über die Lehrkräfte verfügen müssen, um die sich wandelnden Bedürfnisse der Gesellschaft erfüllen zu können, die Bedingungen zu schaffen, um Lehrkräfte durch Erstausbildung und berufsbegleitende Fortbildung zu unterstützen, und Bewerber, die über Berufserfahrung auf anderen Gebieten verfügen, für die Laufbahn des Lehrers und Ausbilders zu gewinnen (4);

4. die Entschließung des Rates vom 27. Juni 2002 zum lebensbegleitenden Lernen, in der die Mitgliedstaaten aufgefordert werden, die Aus- und Weiterbildung der im Bereich des lebensbegleitenden Lernens tätigen Lehrer und Ausbil- der zu verbessern, damit diese die für die Wissensgesell- schaft erforderlichen Lehrbefähigungen erwerben (5);

5. den gemeinsamen Zwischenbericht des Rates und der Kom- mission vom 26. Februar 2004 über die Fortschritte in Bezug auf die Ziele von Lissabon in den Bereichen allge- meine und berufliche Bildung (6), in dem der Entwicklung gemeinsamer europäischer Grundsätze für die Kompetenzen und Qualifikationen, die Lehrkräfte benötigen, um ihre sich wandelnde Rolle in der Wissensgesellschaft zu erfüllen, Priorität eingeräumt wurde (7);


(1) Diese Schlussfolgerungen beziehen sich auf Lehrkräfte in der allgemei- nen Bildung und in der beruflichen Erstausbildung; dabei beziehen die Begriffe Lehrer/Lehrkraft eine Person, die nach den Rechtsvorschriften und der Praxis eines Mitgliedstaats den Status eines Lehrers/einer Lehrkraft (oder einen vergleichbaren Status) besitzt. Sie beziehen sich nicht auf Personen, deren Lehrtätigkeit außerhalb des formellen Sys- tems allgemeiner und beruflicher Bildung erfolgt, da Art und Inhalt ihrer Aufgaben unterschiedlich sind.

(2) Dok. SN 100/1/00 REV 1.

(3) Dok. 5980/01.


(6) Dok. 6905/04.

(7) Anlagen I und II des Dokuments 12414/07 ADD 1.

(8) ABL C 79 vom 1.4.2006, S. 1.

8. die Schlussfolgerungen des Rates und der im Rat vereinigten Vertreter der Regierungen der Mitgliedstaaten vom 14. November 2006 zu den künftigen Prioritäten einer verstärkten europäischen Zusammenarbeit bei der beruflichen Bildung, in denen betont wird, dass es hoch qualifizierter Lehrer bedarf, die sich fortfahrend beruflich weiterbilden (9);

9. den Beschluss Nr. 1720/2006/EG des Europäischen Parlaments und des Rates vom 15. November 2006 über ein Aktionsprogramm im Bereich des lebenslangen Lernens, in dem im Rahmen des Programms Comenius unter anderem das spezielle Ziel der Verbesserung der Qualität der Lehrerausbildung und des Ausbaus ihrer europäischen Dimension vorgesehen ist (10);

10. die Empfehlung 2006/961/EG des Europäischen Parlaments und des Rates vom 18. Dezember 2006 zu Schlüsselkompetenzen für lebensbegleitendes Lernen (11), in der das Mindestmaß an Kenntnissen, Fähigkeiten und Einstellungen beschrieben wird, über das alle Schüler am Ende ihrer allgemeinen und beruflichen Erstausbildung verfügen sollten, um sich an der Wissensgesellschaft beteiligen zu können, und das angesichts seines Querschnittscharakters mehr Zusammenarbeit und Teamarbeit der Lehrkräfte sowie ein Unterrichtskonzept voraussetzt, das die traditionellen Fächer grenzen überschreitet —

BEGRÜSSEN die Mitteilung der Kommission an den Rat und das Europäische Parlament vom 23. August 2007 über die Verbesserung der Qualität der Lehrerausbildung (9), in der die Qualität des Unterrichts und der Lehrerausbildung als entscheidender Faktor für die Verbesserung der Lernergebnisse und für die Erreichung der Lissaboner Ziele dargestellt wird und dementsprechend Vor­schläge gemacht werden, wie diese Qualität erhalten und gestei­gert werden kann.

BEKRÄFTIGEN, dass die Zuständigkeit für die Organisation und den Inhalt der Systeme der allgemeinen und beruflichen Bildung und für die Erreichung von Ziel 1.1 des Arbeitsprogramms „All­gemeine und berufliche Bildung 2010“ zwar weiterhin bei jedem einzelnen Mitgliedstaat liegt und die Schulen in vielen Mitgliedstaaten über ein erhebliches Maß an Autonomie verfügen, die europäische Zusammenarbeit jedoch eine zentrale Rolle spielt, indem sie den Mitgliedstaaten bei der Bewältigung insbesondere Herausforderungen hilft, und zwar insbesondere durch die offene Koordinierungsmethode, die die Entwicklung gemeinsamer Grundsätze und Ziele impliziert, sowie durch gemeinsame Initiativen wie Peer-Learning-­Aktivitäten, den Aus­tausch von Erfahrungen und bewährten Praktiken und die gegenseitig begleitende Beobachtung.

SIND DER AUFFASSUNG, dass:

1. ein Unterricht von hoher Qualität eine Voraussetzung für eine qualitativ hochwertige allgemeine und berufliche Bildung ist, die ihrerseits wiederum ein ausschlaggebender Fak­tor für die langfristige Wettbewerbsfähigkeit Europas und für die Fähigkeit Europas darstellt, im Zusammenspiel mit ande­ren relevanten Politikbereichen wie der Wirtschaftspolitik, der Sozialpolitik und der Forschung in Einklang mit den Lis­saboner Zielen mehr Arbeitsplätze und mehr Wachstum zu schaffen;

2. das Unterrichten — was ebenso wichtig ist — einen wichti­gen sozialen Dienst leistet: die Rolle der Lehrer ist von größ­ter Bedeutung, da sie den Menschen ermöglichen, ihre Talente zu erkennen und zu entwickeln und ihr Potenzial für die persönliche Weiterentwicklung und das individuelle Wohlergehen auszuschöpfen, und ihnen helfen, ein breites Spektrum von Kenntnissen, Fähigkeiten und Schlüsselkompetenzen zu erwerben, die sie als Bürger in ihrem privaten, sozialen und beruflichen Leben brauchen werden;

3. die Fähigkeit der Lehrer, die Herausforderungen einer immer größer werdenden sozialen und kulturellen Vielfalt im Klas­senraum zu bewältigen, von entscheidender Bedeutung für die Entstehung gerechter Bildungssysteme und für Fort­schritte in Bezug auf das Ziel ist, allen gleiche Chancen zu bieten;

4. die Aus- und Weiterbildung von Lehrern ein wesentlicher Faktor für die Modernisierung der europäischen Systeme der allgemeinen und beruflichen Bildung ist und künftige Verbes­serungen der Lernergebnisse in ihrer Gesamtheit sowie die Geschwindigkeit, mit der Fortschritte bei den gemeinsamen Zielen des Arbeitsprogramms „Allgemeine und berufliche Bildung 2010“ erreicht werden, dadurch erleichtert werden, dass es effiziente Systeme der Lehrerausbildung gibt;

5. die Mitgliedstaaten angesichts der oben dargelegten Sachver­halte der Erhaltung und Verbesserung der Qualität der Leh­rerausbildung während der gesamten Lehreraufbauführung hohe Priorität einräumen sollten.

STELLEN FOLGENDES FEST:

1. Zahlreiche soziale, kulturelle, wirtschaftliche und technische Veränderungen stellen neue Anforderungen an die Lehrer und lassen es noch vordringlicher erscheinen, stärker auf Kompetenz ausgerichtete Ansätze für den Unterricht zu ent­wickeln und mehr Betonung auf die Lernergebnisse zu legen.


(10) ABl. L 327 vom 24.11.2006, S. 45.
(12) Dok. 12414/07 + ADD 1 + ADD 2.
Darüber hinaus haben die Lernenden in allen Klassen einen immer breiter gefächerten Hintergrund und möglicherweise sehr breit gefächerte Fähigkeiten.

Damit die Lehrer ihre Unterrichtsmethoden besser an die sich wandelnden Bedürfnisse der Lernenden anpassen können, müssen sie ihre vorhandenen Fähigkeiten regelmäßig aktualisieren und/oder neue Fähigkeiten entwickeln.

2. Die neuen Anforderungen, vor die die Lehrer gestellt sind, erfordern nicht nur die Entwicklung neuer Lernumfelder und Unterrichtsansätze, sondern auch einen hohen Grad an Professionalität.

In dem Maße, in dem Schulen zu einem autonomeren und offeneren Lernumfeld werden, erhalten die Lehrer noch mehr Verantwortung für den Inhalt, die Organisation und die Überwachung des Lernprozesses sowie für ihre eigene berufliche Fortentwicklung während ihrer gesamten Laufbahn.


Überdies sind stärkere Anreize für Lehrer zu schaffen, ihre Fähigkeiten im Laufe ihrer gesamten beruflichen Laufbahn immer wieder zu aktualisieren, während gleichzeitig dafür gesorgt werden muss, dass die berufsbegleitende Fortbildung den tatsächlichen pädagogischen Bedürfnissen in Bezug auf Qualität und Quantität entspricht.

4. In mehreren Mitgliedstaaten besteht die Notwendigkeit, nicht nur neue Interessenten — einschließlich entsprechend qualifizierter Interessenten mit Berufserfahrungen auf anderen Gebieten — für den Beruf zu gewinnen, sondern auch erfahrene Lehrer davon zu überzeugen, den Beruf weiter auszuleben, anstatt früh in Pension zu gehen oder in einen anderen Beruf zu wechseln.

Die Verbesserung der Qualität der Lehrerausbildung ist eine Möglichkeit, das Lehramt zu einer attraktiven Laufbahnoption zu machen —

\(^{13}\) Mit dem Begriff „Einführung“ (engl. induction) wird der in einigen Mitgliedstaaten übliche Vorgang bezeichnet, bei dem neu eingestellte Lehrer während ihres ersten Berufsjahres die zusätzliche Unterstützung (beispielsweise durch Begleitung durch einen Mentor, Schulung, Beratung) erhalten, die sie brauchen, um ihre neue Rolle in der Schule und im Beruf ausfüllen zu können: Die Einführung baut damit eine Brücke zwischen der Erstausbildung der Lehrer und der tatsächlichen beruflichen Praxis.

KOMMEN im Rahmen ihrer Zuständigkeit WIE FOLGT ÜBEREIN:

1. Sie streben an sicherzustellen, dass Lehrer:
   — über einen Hochschulabschluss (\(^{\text{14}}\)) mit einem ausgewogenen Verhältnis zwischen forschungsorientierten Studien und Unterrichtspraxis verfügen,
   — Spezialkenntnisse in ihren Fächern sowie die erforderlichen pädagogischen Fähigkeiten besitzen,
   — zu Beginn ihrer beruflichen Laufbahn Zugang zu effizienten Berufseinsteigerprogrammen erhalten,
   — während ihrer gesamten beruflichen Laufbahn Zugang zu einer entsprechenden Mentoring-Unterstützung erhalten,
   — während ihres gesamten Berufsebens ermutigt und unterstützt werden, ihre Lernbedürfnisse zu überprüfen und durch formales, informelles und nichtformales Lernen, einschließlich durch Austausch und Entsendung ins Ausland, neue Kenntnisse, Fertigkeiten und Kompetenzen zu erwerben.

2. Sie streben an sicherzustellen, dass Lehrer in leitender Funktion über ihre pädagogischen Fähigkeiten und Erfahrungen hinaus Zugang zu einer hochwertigen Ausbildung im Bereich Schulverwaltung und -leitung erhalten.

3. Sie zielen darauf ab sicherzustellen, dass die Vorkehrungen für die Erstausbildung der Lehrer, die zusätzliche Unterstützung für Berufseinsteiger und die weitere berufliche Entwicklung koordiniert und kohärent sind, dass hierfür angemessene Mittel zur Verfügung stehen und dass sie einer Qualitätssicherung unterliegen.

4. Sie ziehen in Erwägung, Maßnahmen zu treffen, mit denen für die Beschäftigung als Lehrer ein höheres Qualifikationsniveau und mehr Praxiserfahrung verlangt werden.

5. Sie regen engere Verbindungen und Partnerschaften zwischen Schulen — die sich zu „Lerngemeinschaften“ entwickeln sollen — und Lehrerausbildungseinrichtungen an; zugleich gilt es zu gewährleisten, dass diese Einrichtungen kohärente, hochwertige und sachdienliche Lehrerausbildungsprogramme bieten, die den sich entwickelnden Bedürfnissen der Schulen, der Lehrer und der Gesellschaft insgesamt tatsächlich entsprechen.

\(^{14}\) Oder, falls sie in der beruflichen Erstausbildung tätig sind, über eine hochwertige berufliche Qualifikation für ihren Tätigkeitsbereich sowie eine angemessene pädagogische Qualifikation verfügen.
6. Sie fördern während der Lehrererstausbildung und der zusätzlichen Unterstützung für Berufseinsteiger sowie durch die kontinuierliche berufliche Entwicklung den Erwerb von Kompetenzen, dank deren Lehrer:

— transversale Kompetenzen wie jene, die in der Empfehlung zu Schlüsselkompetenzen (15) skizziert werden, unterrichten können,
— ein auf gegenseitigem Respekt und Zusammenarbeit beruhendes sicheres und attraktives schulisches Umfeld schaffen können,
— in heterogenen Klassen Schüler mit unterschiedlichem sozialen und kulturellen Hintergrund und breit gefächerter Fähigkeiten und Bedürfnissen, einschließlich besonderer Bildungsbedürfnisse, effizient unterrichten können,
— eng mit Kollegen, Eltern und dem weiteren Umfeld zusammenarbeiten können,
— an der Entwicklung der Schule oder Ausbildungseinrichtung mitwirken können, an der sie beschäftigt sind,
— durch die Einbindung in die reflektierende Praxis und in die Forschung neue Kenntnisse entwickeln und innovativ tätig sein können,
— IKT für ihre unterschiedlichen Aufgaben sowie für ihre eigene berufliche Weiterentwicklung nutzen können,
— im Rahmen ihrer eigenen gesamten beruflichen Laufbahn autonome Lernende werden können.

7. Sie stellen eine angemessene Unterstützung für Ausbildungseinrichtungen für Lehrer und deren Ausbilder zur Verfügung, so dass diese innovative Antworten auf die neuen Ansprüche an die Lehrerausbildung entwickeln können.

8. Sie fördern Mobilitätsprogramme für Lehrer, Lehramtsstudenten und Lehrerausbilder, die deren berufliche Entwicklung deutlich beeinflussen, ein besseres Verständnis der kulturellen Unterschiede fördern und das Bewusstsein für die europäische Dimension des Unterrichts schärfen sollen.


ERSUCHEN DIE MITGLIEDSTAATEN, MIT UNTERSTÜTZUNG DER KOMMISSION:

1. gemeinsam darauf hinzuarbeiten, dass die europäische Zusammenarbeit im Rahmen der offenen Koordinierungsmethode — im Benehmen mit den einschlägigen Akteuren und als politisches Querschnittsziel des Arbeitsprogramms „Allgemeine und berufliche Bildung 2010“ und seines Folgeprogramms — ausgebaut wird, um die Umsetzung der in diesen Schlussfolgerungen skizzierten politischen Prioritäten für die Lehrerausbildung zu fördern;

2. alle vorhandenen Instrumente wie jene der offenen Koordinierungsmethode, das Programm im Bereich des lebenslangen Lernens, das Siebte Rahmenprogramm für Forschung und technologische Entwicklung und den Europäischen Sozialfonds zu nutzen, um — anhand eines integrierten Konzepts — wissenschaftliche Erkenntnisse, die für die Strategien zur Lehrerausbildung von Belang sind, weitere Initiativen für wechselseitiges Lernen, innovative Lehrerausbildungsprojekte und die Mobilität von Lehrern, Lehrerausbildern und Lehramtsstudenten zu fördern.

(15) Siehe Fußnote 11.