



HAL
open science

Teachers' careers in Europe

Anne Gaudry-Lacher

► **To cite this version:**

Anne Gaudry-Lacher. Teachers' careers in Europe. 2019, pp. 1-4. 10.48464/ni-21.19-eng . halshs-03726572

HAL Id: halshs-03726572

<https://shs.hal.science/halshs-03726572>

Submitted on 18 Jul 2022

HAL is a multi-disciplinary open access archive for the deposit and dissemination of scientific research documents, whether they are published or not. The documents may come from teaching and research institutions in France or abroad, or from public or private research centers.

L'archive ouverte pluridisciplinaire **HAL**, est destinée au dépôt et à la diffusion de documents scientifiques de niveau recherche, publiés ou non, émanant des établissements d'enseignement et de recherche français ou étrangers, des laboratoires publics ou privés.



Distributed under a Creative Commons Attribution - NonCommercial - NoDerivatives 4.0 International License

NOTE D'INFORMATION

n° 19.19 – Juin 2019

Teachers' careers in Europe

- ▶ The third Eurydice network report on teachers published in 2018, and relating to institutional data for the 2016-2017 school year, is entitled *Teaching careers in Europe: access, progression and support*. In its assessment of the teaching profession in Europe, marked by problems of shortages of qualified staff in some subjects and territories, it highlights the following trends: in terms of governance, the role of teacher employer is entrusted to schools in more than a third of the 43 education systems in the Eurydice network; the status of "civil servant" teacher, which is just as widespread as that of contractual teacher, is defined differently from one country to another; an annual amount of time is defined for in-service training in almost half of the European education systems; half of the countries offer their teachers opportunities/professional development; various assessment mechanisms are designed to encourage teachers to demonstrate professional performance while providing them with feedback on their practice.

Ministère de l'Éducation nationale,
de la Jeunesse et des Sports
 Directrice de la publication : Fabienne Rosenwald
 Auteure : Anne Gaudry-Lachet, DEPP-MIREI
 Édition : Bernard Javet
 Maquettiste : Anthony Fruchart
 e-ISSN 2431-7632

▶ The Eurydice report, *Teaching careers in Europe: access, progression and support*, on which this note is based, presents recent developments in initial and in-service teacher education, recruitment, status, appraisal and career development across the network. It is based on institutional data for the 2016-2017 school year. The indicators cover public primary and general secondary education, with the exception of England, Belgium, Ireland and the Netherlands, where grant-aided private schools are included due to their large numbers. The report focuses on teachers with the qualifications required by countries to teach and excludes substitute teachers. To comply with Eurydice definition, the scope selected for France corresponds to permanent teachers (*enseignants titulaires*).

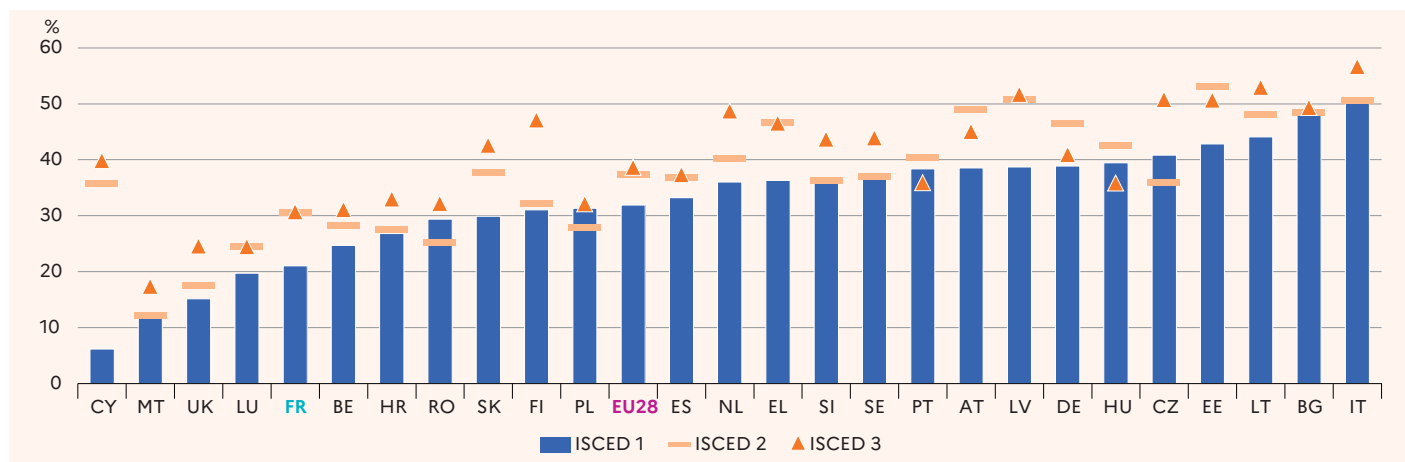
Expanded recruitment and financial incentives to address teacher shortages

In 2016-2017, among the 43 education systems in the Eurydice network, 60% reported facing a shortage of teachers in some subjects – particularly in science, technology, engineering and mathematics – and almost 50% mention the lack of teachers in certain remote or less attractive geographical areas. This deficit, which partly reflects a lack of attractiveness of the profession, represents a challenge that is all the more significant because it is accompanied by an additional challenge. Indeed, half of the countries reporting at least one of these two forms of shortage also

report an ageing of their teacher population (see "For more information" – Figure 7"). The most recent available data show a significant proportion of teachers aged "50 and over" in 2016, particularly in secondary education [↘ figure 1](#). The case of Italy is the most striking in that the proportion exceeds 50% at all three ISCED levels and reaches 57% at ISCED 3 (see "For more information" – ISCED definitions).

To overcome the recruitment problem, an increasing number of countries, mainly in Northern Europe, are offering alternative pathways to conventional initial training routes to become a teacher. While they were 27% in 2011, it rose to 37% in 2017. These programmes are generally shorter

↘ 1 Share of teachers aged '50 and over' by ISCED level (1-2-3) in 2016



Note: Data for all three ISCED levels are not available for Denmark and Ireland.
Source: Eurostat -2016.

and/or more employment-oriented, making it possible to broaden the recruitment pool by attracting graduates from other routes or professionals with different qualifications, while at the same time providing them with training, usually in the form of support for entry into the profession or tutoring. Other incentives are also aimed at facilitating the recruitment of teachers: an increase in the funds earmarked for remunerating teaching staff (Czech Republic), or the granting of merit-based scholarships and bursaries to attract future teachers in shortage subjects (England and Wales).

Beyond the elements set out in the report, England has also planned for the introduction of salary top-ups – higher for less attractive areas – for teachers in their third and fifth years of employment for 2018-2019, in order to stop early departures.

In 2016-2017, the role of employer of teachers is assigned to schools in more than one third of countries

European education systems can be grouped into four main management models. In the majority model, schools are the employers of in-service teachers. They are directly responsible for appointing teachers, they specify their working conditions (often in collaboration with other partners), and they ensure that these conditions are met. In 2016-2017, 16 out of 43 education systems, mainly in Eastern Europe, used this management method ↘ figure 2. In a second group of countries, the teacher management

model is centralized. It is essentially characteristic of education systems with large school populations – France, Germany, Spain and Turkey – plus a few smaller countries. In the third group, local-level authorities are the sole employers of teachers at all ISCED levels (Finland, Hungary, Iceland, Latvia, the Netherlands, Norway and Scotland). Finally, in other countries, this responsibility varies depending on the type of school (Austria, Belgium, England, Northern Ireland, Sweden and Wales). For example, in the French Community of Belgium, the various central or local authorities, i.e. at the lower levels of territorial governance of education, appoint teachers to public schools, while grant-aided private schools employ teachers directly.

In general, the administrative level responsible for the employment of in-service teachers is closely linked to the recruitment method (see “For more information” – figure 8). Thus, when the role of employer is assigned to schools and / or local authorities, teachers are selected according to an “open” recruitment process, i.e. decentralized, where schools (sometimes in conjunction with local authorities) are responsible for advertising vacancies and selecting the best candidates. This method of recruitment is predominant in almost two-thirds of European education systems (27 out of 43), mainly in Northern and Eastern Europe. It is used in conjunction with a “candidate list” recruitment method (whereby candidates are previously ranked by the central authorities according to defined criteria) in four other education systems (Austria, Belgium – French and

German-speaking Communities – and Portugal). However, the recruitment procedures and selection criteria are not necessarily defined by schools, even when these are responsible for recruiting teachers.

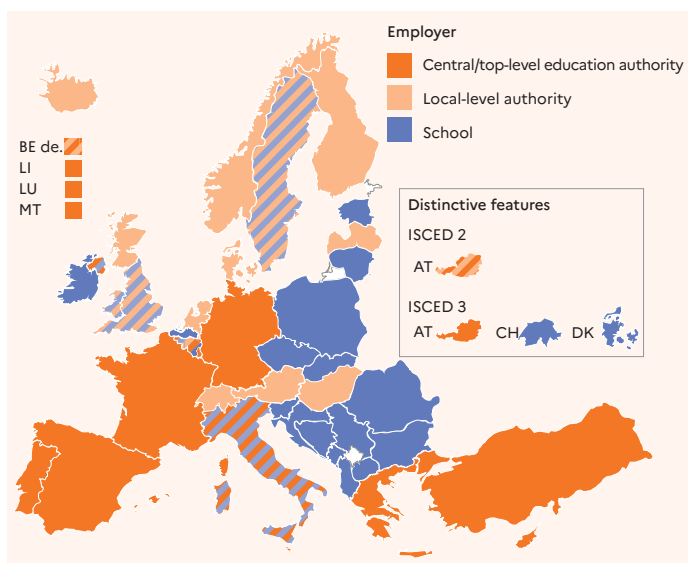
When the role of employer of teachers is entirely entrusted to central authorities, which is the case in 10 countries including in France, teachers are exclusively recruited through “competitive examination” (France, Greece, Liechtenstein, Spain and Turkey) or “candidate lists” (Cyprus, Germany, Luxembourg, Malta and Portugal) (see “For more information” – Figure 8).

The “civil servant” status, which is just as common as the contractual one, is defined differently across countries

In 2016-2017, three types of employment status can be distinguished among teachers. Of the 43 education systems, 17 identify with the category “civil servant” ↘ figure 3. However, in Germany (with the exception of three Länder), Spain and Turkey, it is most similar to the French-style career civil servant (*funcionarios de carrera* in Spain). This means that these agents are appointed and assigned to posts by the top-level education authority, which is also their employer.

They benefit from specific legislation, distinct from the one governing contractual relations in the public or private sector. They work for an indefinite duration and are recruited

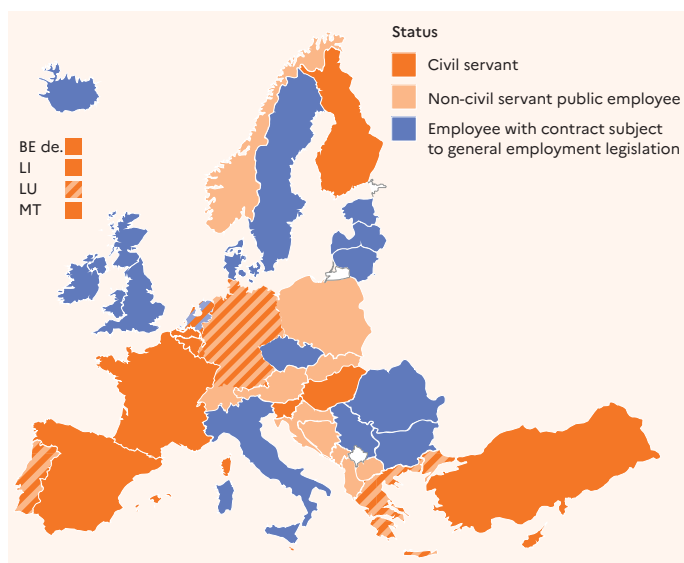
↘ 2 Administrative level/body responsible for employing teachers in primary and general secondary education (ISCED 1, 2 and 3), 2016/2017



Source: Eurydice.

Réf. : Note d'Information, n° 19.19. © DEPP

↘ 3 Types of employment status available to teachers in primary and general secondary education (ISCED 1, 2 and 3), 2016/2017



Source: Eurydice.

Réf. : Note d'Information, n° 19.19. © DEPP

through a competitive examination (except in Germany where it is through a candidate list). Moreover, in these countries, as in France, civil servants represent the only status among the teachers included in the scope of the report (i.e. public sector teachers with all the required qualifications).

Two other statuses are also granted to European teachers. These include “non-civil servant public employees”. These are present in 14 out of 43 education systems, but they represent the only teaching status in only 10 of them. They are employed by public authorities (at central, regional or local level) in accordance with the legislation governing contractual relations in the public sector. In 17 out of 43 systems, teachers may also be “employees with contract subject to general employment legislation”, with or without central agreements on pay and working conditions. They are usually employed by local authorities or schools (16 systems only offer this status).

In most countries, this approach by status [↘ figure 3](#) is combined with a job tenure-based one (defined as a ‘contract’ by Eurydice – even in the case of ‘civil servant’ teachers – which may be fixed-term or indefinite (see “For more information” – [figure 9](#))). Only 10 countries offer teachers a single status associated with a single type of duration/contract. Indeed, in some countries, even “civil servants” may work for an indefinite period or for a fixed-term period (Belgium – Flemish and German-speaking Communities –, Cyprus, Finland,

Malta and Slovenia), but in the latter case only for positions on time-limited projects, replacements of absent teachers, or probationary periods at the beginning of a career. Iceland and the Baltic States only offer the status of employee with contract of indefinite duration, while Norway only provides the status of non-civil servant public employee with indefinite duration. Nevertheless, regardless of the status, all countries in the network offer the possibility to access contracts of indefinite duration, which are generally associated with some stability or job security.

Finally, it is interesting to note that while the status of “civil servant” generally goes hand in hand with recruitment through competitive examination (notably in France, Liechtenstein, Spain and Turkey), it may also be associated with open recruitment (Flemish Community of Belgium, Finland, Hungary and Slovenia). Conversely, recruitment through competition may lead to employee status with a contract subject to general employment legislation (Italy, Romania) [↘ figure 3](#) (see “For more information” – [figure 8](#)).

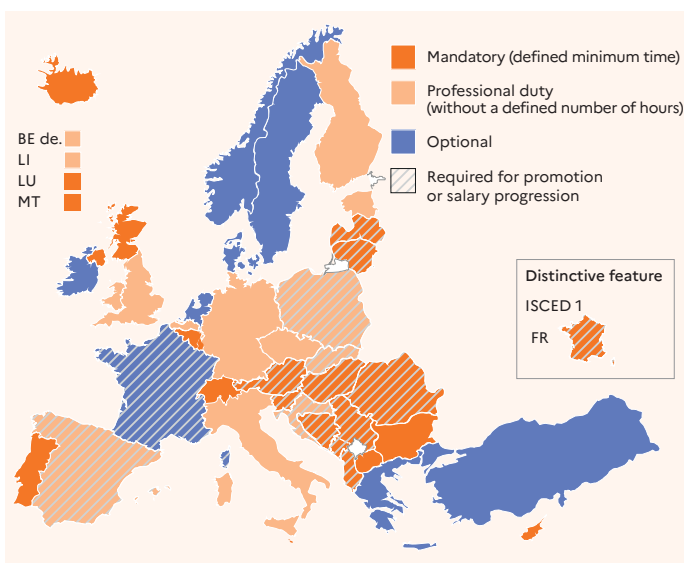
Continuing professional development is encouraged

There are three types of continuing professional development (CPD): it can be mandatory with a minimum number of hours to be completed, mandatory without a defined minimum duration, or optional. In 2016-2017, continuing professional

development is compulsory and with a defined number of hours for all teachers in primary and secondary education in almost half of the education systems (21 out of 43) [↘ figure 4](#). In France, it is only compulsory in primary education. Among the countries where an annual amount of time is defined for in-service training, the average statutory training time reaches 3 days per year (own calculations obtained on the basis of an 8-hour training day), ranging from one day in Slovenia to 19 days in Iceland (see “For more information” – [figure 10](#)). In-service training with no defined minimum duration is compulsory in 14 education systems. Only 8 countries consider in-service training as an optional activity, with no statutory obligation for teachers to participate. The TALIS 2013 data (see “For more information” – [figure 11](#)), compared with those in [figure 4](#), show that the compulsory nature of in-service training does not automatically lead to a high rate of teacher participation. Conversely, some countries have a high participation rate without requiring teachers to take part in continuing professional development (courses/workshops) at ISCED level 2. The Netherlands and Denmark, with rates of 78% and 73% respectively, illustrate this situation well.

In addition, since 2013, the share of countries that condition promotions or salary increases to participation in continuing professional development has been increasing (+11 points) [↘ figure 4](#) (see “For more information” – [figure 12](#)).

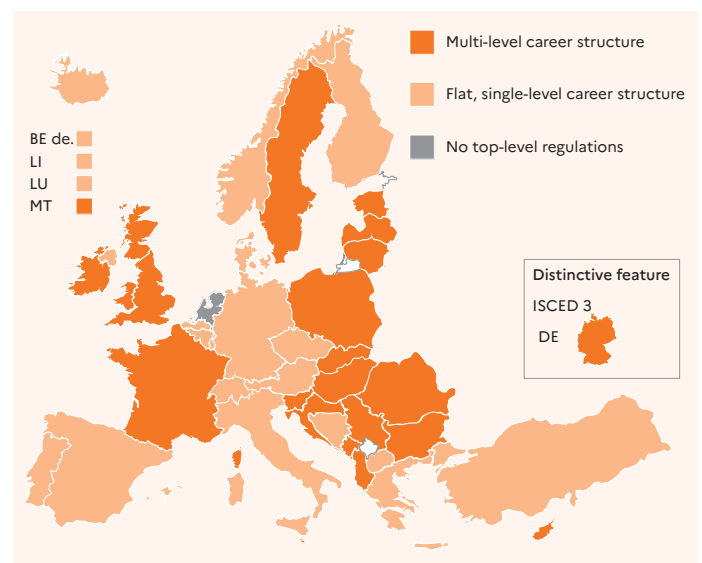
[↘ 4](#) Status of CPD for teachers in primary and general secondary education (ISCED 1, 2 and 3), 2016/2017



Source: Eurydice.

Réf. : Note d'Information, n° 19.19. © DEPP

[↘ 5](#) Types of career structure for teachers in primary and general secondary education (ISCED 1, 2 and 3), 2016/2017



Source: Eurydice.

Réf. : Note d'Information, n° 19.19. © DEPP

Career development and salary enhancement

Half of the European education systems (22 out of 43) have a multi-level career system that offers teachers the opportunity to exercise more complex responsibilities, recognized as such, and for which, in most cases, they receive additional payment. These new responsibilities add to their teaching duties and require additional skills [↘ figure 5](#). By becoming a teacher trainer (*maître-formateur*), *professeur formateur académique* or a pedagogical counsellor (*conseiller pédagogique/ tuteur*), French teachers have this possibility. This is also the case in the Baltic States, Cyprus, Great Britain, Ireland, Malta, Sweden, and a large part of Eastern Europe.

This career advancement is most often the result of specific skills (17 out of 22), a positive appraisal of the teacher's performance (16 countries out of 22), taking into account years of experience (15 out of 22) and participation in in-service training activities (12 out of 22) (see "For more information" – figure 13). Moreover, it is accompanied by a salary increase or an additional duty allowance in all countries except Estonia and Serbia, where this promotion does not affect the remuneration of the teachers concerned (see "For more information" – figure 14). It is important to note that countries with single-level careers may still allow their teachers to take on additional assignments. However, access to the latter is not considered a professional promotion.

A variety of appraisal mechanisms

Although there are many ways of assessing teachers in Europe, both at international and subnational levels, appraisal is most often a twofold process, both internal and external. Within the school, this responsibility falls to the school head in more than three quarters of education systems, all ISCED levels combined. In half of the education systems, another category of actor is involved in the appraisal of teachers in addition to the school head: an inspector (or other external evaluator) and/or internal staff (line manager other than the school head/mentor/peers) (see "For more information" – figure 15).

In 2016-2017, beyond class observation and the interview with the teacher, evaluators are increasingly using teacher self-evaluation as a complementary source of information. While this practice was not widespread in 2011-2012 (only 20% of education systems were engaged in it), it was used in more than half of the systems in 2016-2017 and imposed in a third of the countries. This trend is in line with a greater teachers' accountability for their own performance. Pupil outcomes can also be taken into account in teacher evaluation: however, its use is optional in almost a third of the education systems and compulsory in only 4 out of 43 (Albania, Ireland, Lithuania and the former Yugoslav Republic of Macedonia). To a lesser extent, appraisers may also rely on the opinions of pupils and parents, but only Montenegro makes systematic use of them (see "For more information" – figure 16).

These different methods and sources of information are used in a variety of ways [↘ figure 6](#). In more than two-thirds of the countries, they are used to provide teachers with feedback on their professional practices and skills. In contrast, it is less common for evaluation outcomes to have a direct impact on teachers' pay. They may entitle to promotion to a higher status in more than a third of education systems, and salary progression on the salary scales or the awarding of one-off bonuses/rewards in about a quarter of the Eurydice network countries. Finally, in 30% of education systems, teacher appraisal is used systematically to define the in-service training needs of teachers. In Sweden, the completion of in-service training can itself influence whether or not teachers receive a pay rise (see "For more information" – figure 17). ■

FOR MORE INFORMATION

You can access this *Note d'Information* (n° 19.19), the figures and additional data on education.gouv.fr/etudes-et-statistiques

6 Aims and outcomes of in-service teacher appraisal in primary and general secondary education (ISCED 1, 2 and 3) according to top-level authority regulations, 2016/2017

	BE	BE	BE	BG	CZ	DK	DE	EE	IE	EL	ES	FR	HR	IT	CY	LV	LT	LU	HUM	TN	AL	PL	PT	RO	SI	SK	FI	SE	UK	UK	UK	UK	AL	BA	CH	FY	IS	LI	ME	NORS	TR		
	fr	de	nl																				Eng	Wls	Nir	Sct																	
Provide feedback	■	■	■	■			■				■	■			■	■	■	■			■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
Assign bonuses or rewards				■								■		■				■				■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
Enable salary progression											■	■										■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
Entitle to promotion				■			■					■	■		■	■	■	■	■			■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
Local or school autonomy					●			●												●								●													●		
No in-service teacher appraisal								X		X										X																							X

Source: Eurydice.

Réf. : Note d'Information, n° 19.19. © DEPP