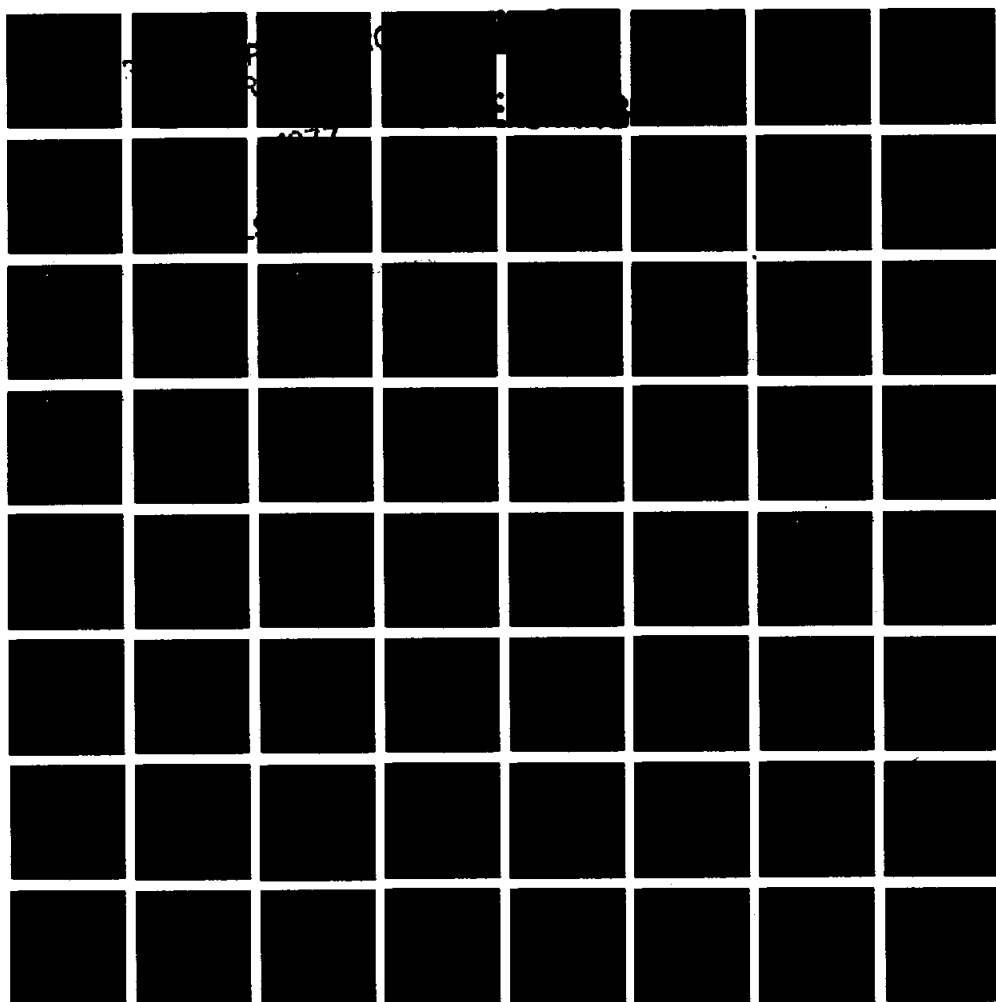


Teacher Training in the European Community



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Preface

At their meeting on 10 December 1975, the Ministers of Education of the European Community agreed a wide-ranging action programme in the field of education and established an Education Committee composed of representatives of the Member States and the European Commission to coordinate and supervise the implementation of this programme. The Nine agreed that the action programme should promote, amongst other things:

- greater equality of opportunity in education, with special attention paid to: strengthening the links between the school and the working environment by ensuring that young people are better prepared for working life by improving vocational guidance schemes and training facilities for young people and those without work, thereby increasing their chances of finding employment and reducing the risks of unemployment; improving the organisation of pre-school and compulsory secondary education so that children, especially those from less privileged backgrounds, are given the chance to realise their full potential;
- better educational facilities for migrant workers' children, including, in particular: instruction in the language and culture both of the host country and the country of origin and the setting up, where possible, of a number of "European" institutions providing standard courses using several languages;
- syllabuses which take account of the need for increased language teaching and which encourage education in civics, European affairs and environmental topics.

The Ministers also discussed the question of aligning the different educational systems in Europe more closely and increasing teacher mobility. They recognised the need to encourage teachers and students to go on study-visits (anything from a few weeks to a year) to other Community countries, and the possibility of schools in the different countries cooperating on schemes such as the organisation of joint courses. The Ministers also agreed that before qualifying as foreign language teachers, students should spend some time in the country or region where the language they are to teach is spoken. Finally, in more general terms, the Education Committee was asked to investigate the feasibility of teachers working for a time in a Community country other than their own. Such movement of teachers would obviously cause certain problems, since qualifications and/or legal status under existing teacher training systems varies from country to country.

It is the nature and organisation of this teacher training which are central to the whole issue and which will make or break any school modernisation programme, whether it involves the reform of the teaching syllabus, the education of the children of migrant workers or relations with the outside world. School is very largely what the teacher makes of it, and its relevance to the outside world and to the reality of present-day living depends to a great extent on how the teacher does his or her job and the way in which he or she has been prepared for it.

The study by Mr. Mario Reguzzoni, which we are pleased to be able to publish in this issue, places particular emphasis on certain aspects of the training

problem with which he is familiar through his work at the *Opera per la Preparazione Professionale degli Insegnanti* (teacher training institute) in Milan.

The first of these is the question of teacher mobility. For Mr. Reguzzoni, this concept involves not only mobility between one European country and another, which is the aspect of particular interest to the Community institutions, but also internal and external mobility which would enable teachers to move from one type of school to another or to alternate their teaching with other jobs. These three approaches are all very different but each of them is aimed at encouraging greater flexibility within the profession and widening the teacher's experience. It is also obvious that increased mobility within a given country or system would make it easier for teachers to move freely within the Community.

Another important subject developed by the author is that of cooperation, not only between teachers but also between members of the teaching profession and the local community. This is also one of the major areas of the Community's educational research. Instruction in civic and environmental matters, the education of migrant workers and their children, the entire issue of equal access to education and, more obvious still, the way in which education can be used to combat unemployment among young people are all closely related to the life of the community of which the school is a part. The detailed study of such subjects calls for a new approach to the question of teacher training.

Mr. Reguzzoni's final comments are devoted to the significance of continuous training, a point also stressed by the group of experts which was recently involved in discussions with the Commission on the training requirements of the teachers of migrant workers. Basic training is doubtless of great importance, but priority must also be given to developing the system of continuous training. The success of this system would seem to depend on a certain degree of decentralisation in respect of training programmes and increased autonomy at local or regional level. It could in fact also be argued that a move in this direction, which is essential if problems as complex as equality of opportunity or the education of migrant workers are to be dealt with effectively, would make it possible to spend more on a training system of which the school is the focal point.

Teacher Training in the European Community

by Mario REGUZZONI

This study draws on the papers prepared for the Conference on Teacher Training Policies held at the OECD in Paris from 26 to 29 November 1974.

The Conference was attended by representatives from the OECD member countries, each of whom presented a report on his own country. Using the information contained in these reports, this survey seeks to illustrate three facets of the teacher training situation in the Community: the changing context of the teaching profession; the change in teachers' working conditions; and the new teacher training criteria. It also attempts to throw some light on those factors tending to alter the actual substance of the training process such as participation in school management and the mobility—both internal and external—of teaching staff. As far as training structures are concerned, a distinction is made, where appropriate, between existing and planned systems and between secondary-level and university-level training.

The survey is divided into two parts. In the first part the EEC Member States are considered individually while in the second part, a few comparisons are made in order to bring out common trends and specific differences.

Comments on individual countries

1. Belgium

Although in Belgium there are two Ministries of National Education—one for the French-speaking section of the population and the other for the Dutch-speaking section—there do not appear to be any substantial differences between the two groups as regards decisions taken or projects under way.

1. In Belgium the teaching profession operates increasingly within

a framework of a joint-management of schools. In other words, teachers, along with parents and pupils, work together to ensure the smooth running of schools. Dutch language schools are obliged to apply this joint-management principle and it is becoming increasingly widespread among French language schools.

Under this new system, schools enjoy greater freedom in decision making. Within the schools the role of teachers has also changed: they are no longer solely responsible for preparing the syllabus but fit instead into a system where other, outside forces also play a part in determining the substance of the education process, and through their differing approaches make of it a system subject to constant change.

Some progressive circles therefore maintain that certain basic subjects such as psychology, education and sociology should be included in the basic training for all teachers. It is felt, at any rate, that during a common preliminary training period, the future teacher, besides learning the psychology and sociology of education, should also become involved in the social background in which he or she will eventually teach. Later, refresher-courses should be conceived in the same way, so as to give the teaching body the internal mobility which at present is impossible in practice.

2. The teacher training system which came into force on 1 September 1974 provides for three types of teacher training colleges: one for preschool and primary education; one for junior and one for senior secondary education. For the first two of these there is a two year training course. For senior secondary school teachers, four years of university study are required.

The two year course of nursery and primary school teachers consists initially of a joint course, amounting to 27 per cent of the total programme. For the remaining period, the two categories each receive specialist training which means that they are not subsequently interchangeable. In addition, questions of legal status also make it impossible for teachers to move from nursery school to primary school.

In the long term, a single system may be introduced for pre-school and compulsory school teaching. On the other hand—with the possible exception of the salary level aspect—a single scheme for all types of school is excluded.

3. Common to all teacher categories, however, is the policy now being adopted as regards refresher courses for teachers. These are geared more towards changing teachers' attitudes and behaviour than the acquisition of new techniques or the introduction of new subjects and seek to replace the existing hierarchial relation between teacher and pupil by forms of participation such as joint-management and group work.

2. Denmark

1. In Denmark too, the main change in the teaching framework lies in the introduction of joint-management: parents sit side-by-side with teachers in school councils while representatives of school councils, teachers' associations and student committees attend the municipal school management boards.

Within the school, "specialist" functions (for example, library supervision, careers guidance, remedial teaching, psychological counselling and special tuition) are performed by the teachers themselves following a special training course. This is intended to make the teaching body more of a unit, and to provide some internal mobility in staff, given that external mobility is somewhat restricted.

A large number of multimedia teaching aids are being introduced in all schools which involves more work for teachers, who already spend about one sixth of their time in preparing lessons, cooperating with parents, attending meetings, refresher courses, social services for pupils, etc., quite apart from the time taken up by special tasks such as library supervision, guidance, etc.

2. Teachers are trained for nursery school, primary school and junior secondary school in special colleges, which they enter after completing their advanced secondary education, or following an equivalent training course officially recognized by the Ministry of Education. The length of training course varies from three-and-a-half to four years. Senior secondary school teachers, however, must possess a university degree in arts or science, with specialisation in a main subject (six years' study) and possibly a subsidiary subject selected from among those listed in the syllabus for the school where they intend to teach. To obtain a permanent teaching post, teachers must pass a written examination (the "paedagogicum") on the history of education, educational psychology, school hygiene, and teaching methods as related to their own subject, or the type of school where they will be teaching. For adult education or technical and vocational courses, the teacher must also take short courses in method, after special training of varying length.

Attempts have been made to organize an integrated teacher training scheme by introducing certain forms of primary school teacher training into secondary-school teachers' university training, but at the moment all such plans have been deferred and the three main training schemes remain, with little or no chance of movement from one to another.

3. Further education is accepted in principle, insofar as teachers may be granted a year's sabbatical leave or exempted from teaching for brief periods in order to follow refresher courses. There is also an

obligation to attend local authority courses for a total of four days a year.

3. Germany (FR)

1. Under the traditional German school system, teachers were trained for a specific form of education: lower elementary (6-10) and higher elementary school (10-14), secondary modern (Realschule) (10-16) and senior secondary (Gymnasium) (10-19). A new overall plan proposed by the joint educational planning board¹ envisaged instead three types of teacher: primary school (6-15), junior secondary (10-15) and senior secondary (15-19). However, junior secondary education would continue to be made up of three types of traditional schooling which have not yet been brought into a comprehensive system.

Teacher training invariably falls into two stages, the first involving university study, and the second, a period of probationary teaching practice. At the university stage, all student teachers are given the same training which also includes sociology or philosophy.

The training period is six terms for primary and junior secondary teachers, and eight terms for senior secondary teachers. The first group studies the problems of teaching in primary schools and specialises in a particular subject; the second specialises in two subjects. Senior secondary school trainees qualify with a main specialisation plus a less detailed knowledge of a subsidiary subject. Vocational or specialist training courses deal with one main subject. The period of university-level studies ends with a first state examination testing the student's knowledge of the subjects selected and of educational theory.

The training colleges which prepare teachers for primary and junior secondary school teaching have university status. The same applies to the higher technical colleges for teachers of vocational and technical subjects. Thus teacher training takes place at a high level but not necessarily at a university.

During probationary teaching practice, the future teacher is assigned for eighteen months to a training centre called a "seminary", which has links with a number of schools. The trainee teacher is paid between 60 per cent and 80 per cent of his or her future salary and works as a genuine teacher, under the supervision of the seminary, which supplements this training experience with technical and practical courses. At the end of this second stage, the student teacher takes a

¹ A summary in English or French of the overall plan for education can be obtained on request from the offices of the Bund-Länder-Kommission für Bildungsplanung, Petersbergstrasse 6, 5300 Bonn.

second state examination and is then first employed in a non-established capacity, and subsequently given a permanent teaching appointment.

2. Early in 1974, a special group was formed which proposed setting up a two-fold system of teacher training: one lasting six terms for primary and the initial secondary school year teachers, and one of eight terms for those intending to teach in senior secondary schools. The probationary practical course for both groups would last eighteen months.

Bavaria recently adopted a law along these lines, North-Rhine Westphalia has taken similar measures and the City-State of Bremen has decided that teacher training for all students should last eight terms.

4. France

1. In recent years the teaching structure in France has undergone profound changes which cannot be easily summarized. They have had an impact on the structure of lycées and collèges (general secondary schools), programme content and teacher-pupil relations.

Teacher training programmes are not uniform. After the baccalauréat (at 18) future primary school teachers must take an examination to enter the "écoles normales d'enseignement primaire" (primary school teacher training colleges) where they study for two years before taking the "primary school study certificate". After the first practical teaching year they have to pass a test to obtain the teacher's fitness certificate.

It is worth mentioning that nearly half the teachers are recruited by way of substitute teaching. They must be university graduates and may be given a permanent appointment five years after their recruitment if they have passed the examination for the teacher's certificate.

Secondary school teachers are graded according to the level of their qualifications.

Training for teachers of general subjects in general secondary schools (PEGC—professeur d'enseignement général du collège) is given by regional teacher training centres which accept students with one year of university studies after an examination. The centres, which are usually annexed to primary teacher training colleges, provide a two-year study course to obtain a certificate. The first year is devoted to general training and the second concentrates on teacher training.

In order to be recruited teachers have to pass the CAPES² or CAPET³ by national examinations only open to holders of teaching

² Certificat d'aptitude pédagogique à l'enseignement secondaire (certificate of fitness for general secondary teaching).

³ Certificat d'aptitude pédagogique à l'enseignement technique (certificate of fitness for secondary technical teaching).

certificates (licence d'enseignement). These are issued after three years of university studies. The certificates give access to regional teacher training centres where trainees enrol for one year leading up to practical tests (teaching practice).

To become established, lycée and university teachers must pass a competitive examination in both written and oral tests at university level which is only open to holders of a master's degree (one year of study after obtaining the "licence") or an engineering degree. To compensate for the lack of practical training, they may enrol in a one-year training course. There is no examination at the end of the year, but a report is made: it is more in the nature of a "beginner's aid" than a training period prior to teaching proper.

Of the teachers holding certificates or who are established a substantial minority was prepared for university degrees and the competitive examinations (CAPES, "agrégation", ...) by teacher training colleges (three years of study). Access is difficult: they must follow two preparatory years of courses and pass an entrance examination.

Lastly, many teachers are recruited who hold the teacher's certificate. This gives them the precarious status of "auxiliary teacher".

Teachers of technical and vocational courses are drawn from two main training schemes: they may be recruited from among lycée and university teachers or from among certificated teachers or by competition in the case of works managers (chefs de travaux) or technical and practical instructors.

Teachers of vocational courses are also trained in national apprentice training schools (ENNA). The law of 16 July 1971 on technical training lays down, however, that teachers of general education must receive the same training as teachers in institutes of classical or modern education, while teachers of technical subjects must have equivalent training, supplemented by periods of apprenticeship in industry.

2. To the basic training have been added recent provisions on further education involving the principle of continuous further training, although the corresponding structures have not yet been set up⁴.

Further, each year about 200 teachers are sent for on-the-job training in enterprises where they are treated as employees for one year rather than as trainees on an information course. This is one step towards external mobility which is generally very difficult to arrange.

⁴ For further details on future developments, see the proposal by Minister R. Haby, "Propositions pour une modernisation du système éducatif", in *La Documentation française*, Paris, 1975, pp. 33-36. It is useful to compare this work with the document prepared in 1972 by a special committee: "La fonction enseignante dans le second degré", in *Documentation française*, Paris, 1972.

A certain form of internal mobility has been achieved under the law on further education which makes it possible to employ teachers of various levels for adult education. After one year's training in specialized centres (there are about 15), they carry out their new duties for two years. This period may be extended for another two years after which the teachers return to the schools from whence they came having acquired a new experience which may influence their approach to teaching. In 1974 three hundred teachers took advantage of this extra training and it is anticipated that there will be a thousand in 1977.

3. A reform of teacher training intended to harmonize the various levels (and consequently the status of the various teachers), and which moreover would bring about a better balance between teacher training and theoretical training, is generally accepted. But it is difficult to obtain a consensus insofar as such a reform would call into question the role of the university in teacher training and the teacher's role in school would have to be redefined.

A proposed reform at present under study envisages unifying the various levels of training on the basis of an advance recruitment scheme put into effect after award of the certificate of general university studies (DEUG—diplôme d'études universitaires générales). Candidates would attend training centres for two or three years for theoretical and practical studies and during that time would complete either a bachelor's or a master's degree.

5. Ireland

1. In Ireland, a planning board set up by the Minister for Education, has recently proposed the setting up of a Teachers Council. This Council would comprise representatives of the Associations of Teachers, the Colleges of Education and Education Departments of the Universities, the Association of School Managers, the Specialist Colleges of Education, the Higher Education Authority, the National Council for Academic Awards and of the Minister for Education. It was recommended that it should have a dual role: to act as an authoritative advisory body in relation to teacher education and to act as a Registration Council for teachers, with ultimate authority in that respect. The proposals of the planning board are now under consideration by the Government.

2. Primary school teachers are trained in Colleges of Education recognised by the University. They are financed by the Ministry of Education. Candidates enter these courses, which last three years, at the end of their secondary schooling through a competition which takes into account their performance at the Leaving Certificate Examination as well as at an interview and other oral tests. University graduates may follow a one-year course to qualify as primary school teachers.

One feature of these colleges is that it is now possible to attend courses without living in college.

Teachers for second level schools must in general have obtained a University degree and the Higher Diploma in Education. The latter is awarded after one year of post-graduate training. There are also courses of training in specialist subjects, e.g. home economics, woodwork, metalwork, rural science, physical education. The Minister has recently established the Thomond College of Education to cater for specialist subjects excluding home economics.

6. Italy

1. In Italy, as in Belgium and Denmark, the major teaching innovation has been the creation of school management boards. The legal position of teachers in Italy has radically changed in that they are now required not only to take account of new teaching methods and subjects, but also to have a cooperative attitude vis-à-vis the various forms of participation involved in their subjects.

2. These new requirements are in profound contrast to traditional teacher training in Italy which included no adequate teaching practice.

Nursery school teachers are authorised to teach at only 17 years of age, after three years of training college, which they enter after leaving secondary school. Primary school teachers, however, do four years in training college at the end of which, aged 18, they must pass a competition to be allowed to teach. After a written examination, they have to attend a four-month course (40 hours of theory and 60 hours of teaching practice) and pass the final examination on the basis of which they are entered on a graded list.

Secondary school teachers have to have a university degree (laurea) which is generally obtained in four years. For teachers of certain technical subjects, the diploma of a technically-orientated senior secondary school may suffice. They qualify for teaching after attending special courses lasting not less than six months, including a total of 300 hours of instruction, 50 of which relate to the educational sciences while 50 are devoted to teaching practice. During teaching practice they act as assistants to teachers of secondary school courses. Candidates are exempted from practice if, over the previous three years, they have taught for a total of six months, which need not be consecutive.

3. This scheme does nothing in theory to solve the problem of internal mobility. In practice, however, many teachers qualify for both junior and senior secondary teaching and quite frequently move to a senior school after a brief teaching period in junior secondary school, or vice versa. Another factor making for internal mobility is the possibility

of acting as principal, either as a deputy (even in the long-term) or in a permanent capacity after taking a competition.

Some external mobility exists in that a small number of teachers enter the teaching profession because of dissatisfaction with previous jobs. Others, primarily in technical teaching, do another job at the same time. In the latter case, this need not prove prejudicial to teaching ability, which may even benefit from closer contact with the vocational problems concerned in the discipline taught.

Another form of external mobility may be achieved via school assemblies. In senior secondary schools, assemblies may be held once a month throughout a school day and class assemblies for two hours. Experts on social, cultural, artistic and scientific matters, selected by the pupils, may take part in at most four of these assemblies, and if they have been well selected, may provide a useful alternative to excessively "academic" education which takes too little account of local problems.

4. A start may be made in the near future on a scheme of further education for teaching staff with the creation of regional institutes of educational research, experiment and further education, which will coordinate experimental measures and set up a "Teachers Centre" in each school area where all the teachers in a given area may meet to organise independent research into possibilities for their own further training.

7. Luxembourg

Since 1958, Luxembourg has had a nursery school and primary school teacher training college. Candidates may enter after a competition based on the results of their secondary school leaving examination. The number of candidates admitted varies from year to year according to requirements. The course, including teaching practice, lasts two years. Students, who are considered apprentices and receive a monthly grant, qualify by taking a certificate of fitness for primary school or pre-school teaching, depending on their specialisation. A third year of study at training college opens the way to a diploma for teaching in special classes, but admission to the course is subject to five years at least of teaching service.

Teachers in secondary, higher and advanced technical and junior secondary and vocational training schools are trained abroad in universities and similar institutions for about four years. Alternatively, they are trained for three years abroad and then follow a one-year university course in Luxembourg. The qualification obtained abroad must be approved by the Luxembourg authorities. This is followed by three years' probation in the school allocated after which the can-

didate must pass a final examination to obtain a permanent teaching appointment.

8. Netherlands

1. Current reforms in Dutch schools are changing the structure of teaching at both primary and secondary level. It is proposed to combine pre-school (4-6) and primary education (6-12) into a single basic training system, and to set up a single type of secondary school, along comprehensive lines, for the first three years of secondary education (12-15). At the same time, steps are being taken to harmonise structures by means of cooperative bodies and the grouping of various kinds of schools into "scholastic communities".

At primary school level, parents' committees (which include the principal and one teacher) are becoming widespread; they aim at greater participation by parents in school life. School advisory services are also being developed and headmasters ensure some coordination between teachers, parents and specialists brought in to make a specific contribution to the educational process without, however, affecting teacher autonomy.

2. As regards secondary schools, research carried out shows how teachers see their changing role.⁵

Secondary school teachers' working hours are made up as follows: 67 per cent of their time is devoted to teaching (including preparation of lessons, correction of homework, etc.), 12 per cent keeping abreast of teaching developments and 21 per cent reserved for group activities (meetings, etc.).

Teachers appear to have two opposing concepts of the purpose of school education: 60 per cent maintain that it ought to develop general qualities, such as the ability to solve problems, cooperate with others and work on one's own; 11 per cent continue to maintain that the primary function of teaching is to transmit certain kinds of knowledge and specific abilities. The remaining 29 per cent take a middle position. The views expressed largely reflect the type of school in which the teacher interviewed is teaching. Secondary school teachers attach less importance to personal development and more to mastery of the subject taught. A similar phenomenon may be noted as regards the relations between teacher and pupil. Only 14 per cent of teachers supported student self-government in the educational process, while 50 per cent

⁵ *Onderzoek naar de taak van de leraar in het voortgezet onderwijs*, Ministerie van de Onderwijs en Wetenschappen, 's-Gravenhage 1973 (Research on the role of secondary school teachers, Ministry of Education and Science, The Hague 1973).

defended the idea of teacher-dependence, and 36 per cent adopted a middle position. Support for dependence was stronger among teachers of lower-grade classes. 83 per cent of teachers interviewed for their views on professional qualifications clearly preferred the type of teacher who above all was good at teaching and able to work with the students. Only 1 per cent thought that a thorough knowledge of the subject taught was more important, while 16 per cent took a position between these. Here again, close correlation exists with type of school: the higher the level of study, the greater the importance attached to subject. Finally, as regards the position occupied by the teacher in school, 21 per cent of those interviewed appeared to regard themselves as operating independently, 39 per cent stated that they were prepared to cooperate with their own colleagues and with specialists invited to carry out work in the school, while 40 per cent expressed views in between.

Observation of the behaviour in class of teachers interviewed revealed a correlation between the various attitudes and made it possible to identify three types of teacher:

- type A (46 per cent) put the transmission of knowledge first and also favoured pupil dependence on the teacher, stressing mastery of the subject as the teacher's main professional skill;
- type B (8 per cent) gave priority to personal development and also preferred student self-government, regarding teaching ability as important ;
- type C (46 per cent) adopted a flexible stance, stressing one or other of the various attitudes in turn.

3. In the Netherlands, a certain internal mobility of teaching staff exists in that 2-3 per cent of primary school teachers agree to complete the additional study required to qualify for secondary school teaching. There is also a certain external mobility due to the fact that administrative departments and research institutes find it easy to recruit staff from among teachers and head masters.

4. Nursery school teacher training takes three years (four for head-mistresses). Candidates are admitted after four years' intermediate general secondary schooling (MAVO) or the first three years of either state general secondary school (VWO) or of senior secondary general education (HAVO).

The primary school certificate of proficiency also requires three years' study, but admission to the courses is subject to possession of a secondary school leaving certificate (VWO and HAVO) which is generally obtained at 18. Nursery school teachers may also take courses to become primary school teachers.

In the past, secondary school teachers were trained in appropriate schools and took a State examination at the end of the course. Uni-

versity graduates or graduates of higher technical colleges could also, on certain conditions, qualify as teachers. Now, special courses have been introduced to train first, second and third-grade teachers. First-grade teachers complete six years of university-level training. The others are trained in colleges attached to a university, and may do a four-year course if they have a senior general secondary school leaving certificate (HAVO) or that of an equivalent vocational training school.

At present, it is being proposed that all students should follow a common four-year course, with two years' practical teaching under the supervision of the training college and a part-time teaching assignment. This type of training would be integrated with a further education scheme. Senior secondary school teachers, however, would still be trained at universities or "affiliated" institutions.

9. United Kingdom

1. Teacher training policy in England and Wales was set out in a 1972 white paper⁶. It has three aims: (i) to increase the number of nursery school teachers in order to meet requirements; (ii) to permit partial exemption from teaching so as to enable teachers to take refresher courses and (iii) to ensure by 1981 a 10 per cent increase over the number of teachers employed in 1971, in order to raise the present teacher/pupil ratio of 1/22 to 1/17. Northern Ireland is adopting a similar policy.

In Scotland, it is proposed to reduce the current 1/30 average teacher/pupil ratio in primary schools to 1/25, but to maintain a 1/15 average ratio in secondary schools. The number of teachers will have to be increased by 34 per cent by 1977-1978 as compared with 1971-1972.

2. The policy adopted in England and Wales also aims at restructuring colleges of education to incorporate other types of advanced education. This means that many colleges will have to amalgamate with each other, or with the polytechnics. Others will disappear. Another feature of this policy is that teachers will be given control over the syllabus. This will be done either through formal and informal meetings between teachers in Teachers' Centres or by encouraging teacher participation in the formulation of national projects (Schools Council in England and Wales, and Schools Curriculum Committee in Northern Ireland), or in research (for example through the Nuffield Foundation).

Considerable mobility exists because teachers are employed by local authorities and may move freely from one school to another. About 20 per cent of teachers leave their school every year: half of them give up teaching in state schools temporarily or permanently (perhaps to

⁶ Cf. *Teacher Education and Training*, HMSO, London 1972.

move to private schools), the other half to transfer to another school, or because they have been promoted to other jobs, or move on to a higher level of teaching. Some 1-2 per cent of teachers move to institutes of higher education, about twice the number of those who move down to teach in secondary schools.

3. Teacher training schemes in England, Wales and Scotland have to be treated separately and in the case of England and Wales, a distinction must be drawn between the situation at present and the new system which is being introduced.

a) *England and Wales*

Primary and secondary school teachers are generally trained in colleges of education. All the colleges in a given area are grouped in a regional training organisation associated with the institute or school of education of a university. The purpose of these organisations is to standardise training methods at regional level and to approve curricula and examine teaching candidates. The university thus confers the teaching diploma and possibly other university degrees. Two-thirds of teacher training colleges are financed by local education authorities, while the others, mainly denominational, are subsidised by the Ministry of Education. Most colleges are residential but also admit a few non-boarders.

Students must have passed the General Certificate of Education (GCE) at Ordinary Level in at least five subjects. A first-grade pass in the Certificate of Secondary Education (CSE) (there are five pass grades) is considered equivalent to an "O" Level GCE pass. This is the minimum requirement, and generally a student must also pass the advanced level GCE in at least two subjects.

Most future teachers complete a full-time three-year programme. Mature students however (there is no age limit) may be allowed to follow a special short two-year course and even in exceptional cases a one-year course provided they have had previous training and experience.

More gifted students may take a university degree in education (Bachelor of Education) following a four-year theoretical professional course. In recent years, some colleges have begun to award degrees after three years.

The curriculum is academic, with specialisation in one or two subjects, supplemented by teacher training and teaching practice. Until a few years ago, university graduates could qualify as teachers without further special training, but since 1972 they have been required to follow a professional training course. However, exceptions may be

made for mathematics and science graduates. Even in the past, some graduates completed an optional one-year training course in a university education department or in a teacher training college, to obtain a certificate of specialisation in educational sciences. Other academic diplomas (degree, MA, Doctorate) may be obtained after further studies in the educational sciences.

The new system tends to simplify the situation. Above all, it stipulates that entrance to training college must be based on the same requirements as university entrance. Courses may last three or four years, depending on the standard desired (degree with or without honours). The first two years are to be devoted to general training (Diploma of Higher Education) so that the student will specialise only after taking a university degree.

The preliminary training is supplemented by a further training scheme divided into two stages. During the first teaching year, the new teacher will teach only for three-quarters of the time and must spend at least one fifth of his or her time on further training under the guidance of a teacher-tutor. Once he enters permanent service, a teacher has the right to one term of sabbatical leave every seven years, which means that in 1981, about 3 per cent of teaching staff will be on sabbatical leave. This will require a corresponding increase in the number of supply teachers.

b) *Northern Ireland*

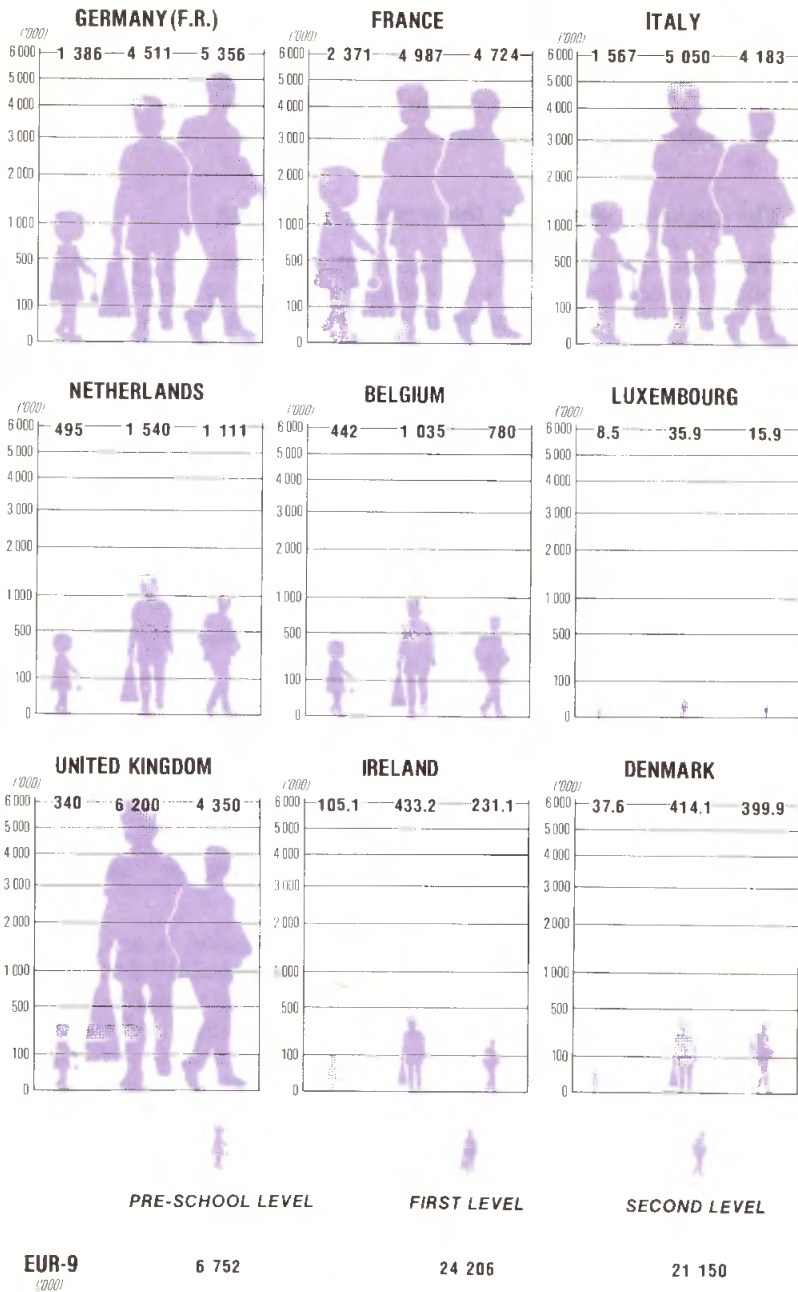
The teacher training system in Northern Ireland is similar to that in England. In Belfast, there are three primary and elementary school teacher training colleges. There is also a combined training college and university system, involving four years' study, and a one-year course for graduates and teachers in service.

c) *Scotland*

Primary school teachers can qualify in three ways: 1. a 3-year course in a college of education; 2. a university degree followed by one year of teaching practice; 3. a Bachelor of Education (Ed.B) degree from a training college after a 4-year course of academic study combined with teaching practice.

In principle, students are admitted to training college if they have passed the Scottish Certificate of Education in two subjects at higher level, or four at ordinary level. Students who obtain the Teachers' Certificate must register on a special Scottish Board of Education list in order to teach.

BREAKDOWN OF THE NUMBER OF PUPILS IN THE EUROPEAN COMMUNITY (1972-73)



Extract from the «Basic Statistics of the Community 1973-1974»

Comparisons

These brief summaries suggest a few comparative observations as to the major influences affecting teacher training, and the specific features of training scheme structures which throw light on the differences between the various countries.

I. The changing context of the teaching profession

Participation in school management, and internal and external mobility appear to be the two main changes to be noted by anyone intent on altering the substance of teacher training schemes.

1. It can be seen from the Netherlands' survey that 39 per cent of teachers interviewed in secondary schools consider a cooperative attitude necessary within the school and that only 21 per cent accorded priority to the teacher's independence over other factors.

This fact alone should lead to a total reassessment of the teacher training process. If it is remembered that the call for mutual cooperation applies not only to actual class teaching, but is part of an overall management trend by which any action is undertaken only after assessment of the available resources in terms of material and personnel, it very soon becomes apparent that a study of management problems is a priority in any teacher training programme.

The trend towards co-management of schools comes out clearly in the new policies in Denmark, Belgium and Italy. In other countries, too, especially in France and now in the Netherlands with parents' committees, teachers find themselves facing management problems resulting from the demands made by parents' associations. In these three countries it is a question of teachers taking over actual administrative duties for which they will have to acquire "managerial" capacities.

2. The second significant change in the profession is teaching staff mobility. Here we must distinguish between "desirable" and "actual" mobility. Desirable mobility would allow teachers to move internally between the various levels of instruction and permit exchanges with staff outside the school, to enable the instruction to meet the changing needs of pupils. Actual mobility is what exists now, and answers teachers' rather than pupils' needs.

It was noted above that both internal and external mobility exists in the United Kingdom, covering 20 per cent of the entire teaching body. However, only 1-2 per cent actually "change over" from a lower to a higher educational establishment. In the Netherlands, only 2-3 per cent

of elementary teachers complete the higher studies required to teach in upper schools. In France, a small number of teachers are involved in adult education courses. In Denmark, the attempt to train teachers for specialist duties may promote internal mobility, but restricts any growth in external mobility by introducing specialists from outside.

External mobility therefore appears difficult to achieve in any country. To regard as a form of external mobility the recruitment of administrative or research staff from among teachers, as happens to some extent everywhere, but particularly in the United Kingdom and the Netherlands, has little point. More striking is the French experiment, small-scale as it may be, to provide further training for teachers by placing them in the production sector. The Italian system of bringing in experts to school assemblies also has great possibilities.

However minor such changes in the framework of the teaching profession may be, they reveal an increasing tendency to open up schools to society, and will no doubt profoundly change the substance of teacher training. Teachers will have to learn to interact with other professions, because teaching now is no longer merely a question of a privileged sharing in a body of knowledge inherited from past generations.

II. The change in teacher's working conditions

1. The clearest sign of change in teachers' working conditions comes from the Netherlands, where only 1 per cent of the secondary school teachers interviewed considered the major factor in professional competence to be knowledge of the subject. 83 per cent attached most importance to the ability to work along with the pupils. To this must be added the fact that a third of the teacher's time is no longer employed in teaching, but in further study and group activities among teachers and others associated with the school.

2. The absence of statistics makes any comparison of pupil/teacher ratios impossible. The general trend in every country is towards a 1/20-25 ratio, except in the United Kingdom which aims at a ratio of 1/15-17. This reduction reflects not so much a movement towards smaller classes as such but the introduction of new optional subjects, which may call for classes with very few pupils.

Another missing statistic is the number of teaching hours related to the number of pupils. Many teachers in all countries, particularly in Germany, work throughout the day but teach different groups of pupils who attend school for only a few hours a week as in the case of part-time vocational training. There seems to be a general trend towards a teaching timetable similar to that in the United Kingdom,

under which the teacher is freely available at school for the entire school day, which varies around seven hours (09.00 to 16.00 hours).

3. Participation in innovatory measures is particularly striking in England where Teachers' Centres make it possible to constantly update curricula without any need to resort to formalised and controlled experiments as in Italy and France.

III. New teacher training criteria

A comparative review of teacher training structures shows three separate situations at secondary, university and teaching-practice level.

1. Only Italy and the Netherlands still run nursery-school teacher training courses at secondary-school level, the difference being that in Italy students train at 14 to 17, while in the Netherlands the age is 16 to 18. In all the other countries, nursery school teacher training is carried out at university level, although not in university, and takes two years. This training is distinct from primary teacher training, except in Belgium, where 27 per cent of the timetable is shared.

Italy is the only member country to train primary teachers at secondary school level. In Belgium, France and Luxembourg there are two-year courses in higher training establishments, which students may enter after completing secondary school. The same applies in Ireland, Germany, the Netherlands and the United Kingdom, where studies take three years, and Denmark, where they have been extended to three and a half years.

2. Junior secondary training is carried out in post-secondary teacher training institutes, for two years in Belgium, three in Germany, two to four in France and three to six years in the Netherlands (depending on the kind of school where the student will teach) and for four years in Denmark. In Ireland, Italy, Luxembourg and the United Kingdom, training is at university and takes four years. In the United Kingdom, training may take place at special institutes attached to a university.

In every country, senior secondary school teachers are trained at university. Courses may range from four years in Belgium, France, Germany, Ireland, Italy, Luxembourg and the United Kingdom, to six years in Denmark and the Netherlands. There are also special colleges, distinct from university, in Denmark, France and Scotland.

3. Teaching practice takes very different forms, ranging from simple exercises in Belgium to four or five months' preparation for the appropriate examinations in Denmark; or from the training year in Regional Pedagogical Centres in France to the extended eighteen-months' effective service in Germany and three years' service in Luxembourg; and from the year of university-level teacher study in Ireland and the United Kingdom, to the fifty-hours' teaching qualification in Italy. In

the Netherlands, teaching practice is carried out during training and varies from 60 per cent of study time for nursery school teachers, to 6 per cent in the fourth year of university, for future senior secondary school teachers.

4. Important proposals for training-scheme reform are being implemented in England: two years of joint university study for everyone, followed by one or two years of teaching specialisation. Germany is experimenting with a sandwich system, alternating scientific and practical training. The Netherlands propose four years of joint study followed by a two-year part-time teaching assignment. Italy is the only member country to propose four years' study at university for all future teachers, irrespectively.

Conclusion

Whatever the capacity of universities to ensure adequate teacher training, the problem facing all Member States of the European Community is that of creating a system of permanent education in which the preliminary training period is fairly short and which provides an opportunity for continued further education throughout a teacher's professional life. The formula adopted in England seems best suited to meet this requirement, all the more so in that it is accompanied by an increasingly strong network of Teachers' Centres, which allow for constant contact between teachers of all grades and levels. The main objective of teacher training policy is actually not so much to create a teacher capable of establishing a relationship freeing the pupil from a passive role, but to turn teachers into factors for change. Merely changing the role of the teacher is not enough: a "changed" teacher may strongly resist further change⁷ and therefore prove unfit to manage the *educational* processes in a changing society.

⁷ Cf. *The Changing Role of Teachers Required by Educational Innovations*, Max-Planck Institute, Berlin 1968, quoted by B. FORD, *Universities and Teachers' Colleges. A Study of Changing Relationships: an Overview*; OECD, Paris, 26 March 1974. In the second part of this survey, the author considers the relationship between universities and teacher training in four European countries (Germany, Sweden, the United Kingdom and Denmark); *ibid.*, *Some European Experiences*, cf. also *Tendances nouvelles de la formation et des tâches des enseignants, Expériences nationales*, Belgium (ed. by E. BREUSE), France (ed. by G. FERRY), United Kingdom (ed. by S.J. EGGLESTON), OECD, Paris 1974 and D.S. ANDERSON, *L'Acquisition d'une identité professionnelle chez les élèves-professeurs. Etude comparée*, OECD, Paris 1974. It has not been possible to find comparable statistics. The OECD made an attempt which could however lead to gross errors (in France in 1970 there were apparently 4,460,900 pupils in secondary schools and 281,800 teachers, while in Germany there were only 205,000 teachers to 4,862,900 pupils): *Annuaire des statistiques de l'enseignement*, volume I: *Tableaux internationaux*, OECD, Paris 1974; vol. II: *Tableaux par pays*, OECD, Paris 1975.

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