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Teacher Mobility in the European Community: RECRUITMENT AND MANAGEMENT ISSUES

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This publication forms part of a series of five reports on non-legal factors affecting teacher mobility. The companion volumes deal with:

- teacher supply and demand
- initial teacher training
- teachers' conditions of service

The final volume comprises a commentary on the development of the profession.

The information contained in this publication does not necessarily reflect either the position or views of the Commission of the European Communities.

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Preface

The teaching profession, which features prominently in educational, political and economic discussions and debates, is directly affected by the increasing mobility of persons especially, from 1993, within the context of the single market.

The imbalance between teacher supply and demand - whether at national level or between Member States - and the diversity of legal requirements and conditions of service require analysis and clarification. Conscious of the current importance of this issue, the Commission of the European Communities has instigated research, studies, conferences and other debates on this subject.

This report, one of a series of five compiled at the request of the Commission of the European Communities, deals with non-legal aspects of teacher mobility.

The five volumes in the series deal respectively with: the supply and demand, initial training, recruitment and management, and conditions of service of teachers and a general commentary on the development of the profession.

This report, which deals specifically with aspects concerning the recruitment and management of teaching staff, has been produced by Joanna Le Métais under the responsibility of the London Unit of the EURYDICE network. The information contained in this report was collected through the European Communities education information network, EURYDICE, and its accuracy checked by the individual EURYDICE Units in the Member States.

The scope of the report has been restricted in a number of ways. First, wide-ranging reforms are being implemented or are proposed in a number of countries, which will affect the training and employment of teachers. These are indicated at appropriate points in the text, but the report concentrates on regulations current at the end of 1990. Readers are referred to the companion volume in this series on initial teacher training.

Second, their status as civil servants requires teachers in several Member States to be nationals of that country and, in the interests of accurate and complete information, this is listed as a criterion for employment if it applies. The compatibility of this requirement with the Directive is the responsibility of the national authorities and beyond the competence of this study. However, readers may wish to refer to relevant judgments of the European Court of Justice, for example case 66/85 (Lawrie/Blum).

Third, the description is limited to recruitment and employment regulations governing teachers in mainstream schools administered or directly subsidised by the State. It covers the period of statutory education and non-statutory education within schools to age 18+. Additional requirements which apply exclusively to specialist teachers of nursery age pupils and pupils with special educational needs have been excluded.

Specialist terms are used *in the language of origin and in italics* whenever possible to concentrate attention on the concept in the national context and reduce the risk of errors arising from cross-national over-simplification. This also applies where the national language is English for example, to maintain the distinction between Irish and English *primary* schools.

The text is structured under a number of headings which deal with the following aspects:

- * **Responsible authorities** - those responsible for the employment and management of teachers, usually central government but powers may be shared with or delegated to regional, municipal and institutional authorities.
- * **Teacher numbers** - the agencies by whom and the criteria on which staffing needs are calculated. Actual numbers of teachers employed are not listed.
- * **Teacher status** - the legal status (civil servant, public or private sector employee) and the nature of contracts which may be offered, namely, permanent or fixed-term.
- * **Recruitment and appointment** - the criteria and procedures governing selection for and appointment to a given post.
- * **Probation** - the nature and duration of any period of service required before qualified teacher status (for example, LUXEMBURG) or a permanent appointment to a given post or service can be confirmed. This may follow an extensive period of practical teaching experience through employment on temporary contracts (for example, BELGIUM).
- * **Redeployment** - the process whereby a teacher may be allocated to another post, at the instigation of the employer.
- * **Voluntary transfer** - the procedure whereby the individual teacher requests appointment to another post for professional or personal reasons.
- * **Termination of contract** - including voluntary resignation; retirement on grounds of age or ill-health; dismissal on grounds of redundancy, incompetence or disciplinary action.
- * **Trends** - educational reforms, including the extension of the period of compulsory education, curricular review and changes in teacher training and conditions of service, all have implications for the employment of teachers.
- * **Conclusion**

Individual countries are named to exemplify regulations and practice, but the omission of a member state does not necessarily mean that the aspect under discussion does not apply in that member state.

Wherever possible, countries are listed in European Community order, following the national spelling of country names: Belgium, Denmark, Germany, Spain, Greece, France, Italy, Ireland, Luxemburg, the Netherlands, Portugal, the United Kingdom (England, Northern Ireland, Scotland and Wales).

Recruitment and management of teachers

There are many criteria which determine admission to and progress within the teaching profession other than qualified teacher status. The present volume considers the criteria and processes governing recruitment, deployment and termination of contract of teachers throughout the Community with a view to highlighting areas of similarity and identifying possible obstacles. The reasoning behind this is that, even where an entitlement to apply for appointment exists, familiarity with the recruitment process will significantly enhance performance and therefore chances of appointment and subsequent effectiveness.

It is the view of the writer that teacher mobility is not an end in itself, but rather a means towards enriching the life of the individual teacher and those colleagues and pupils with whom he or she works. It is for this reason that the teacher's effectiveness in the school is the prime consideration. As effectiveness is closely linked to the teacher's willingness and ability to internalise the values, norms and working patterns of the school and its community, it is important to identify and develop aspects of teacher education, deployment and development which contribute towards this objective.

Responsible authorities

In most member states, the employment and management of teachers are the responsibility of central or regional authorities as outlined in the text. However, particular attention needs to be paid to the administrative structures in BELGIUM, GERMANY, SPAIN, the NETHERLANDS and the UNITED KINGDOM.

- * On 1 January 1989, State control over the education system in BELGIUM formally passed to the Education Ministers in the three autonomous Communities (Flemish, French- and German-speaking). State schools are henceforth managed by the respective Community. Arrangements regarding the employment and management of teachers may differ between the Communities.
- * Since reunification in October 1990, there are 16 *Länder* in the FEDERAL REPUBLIC of GERMANY. Although the term GERMANY has been used throughout, it has not been possible to obtain information from the five *Länder* on the territory of the former German Democratic Republic.
- * In SPAIN, responsibility for education lies with the eight *administrations*. These are the Ministry of Education (acting for the 27 provinces under its control) and the seven autonomous communities with devolved responsibilities in education (Andalucia, Canarias, Catalonia, Galicia, Navarra, Pais Vasco and Valencia).
- * The NETHERLANDS constitution allows individuals or independent foundations to establish private schools which, provided they meet certain criteria, are eligible for State subsidies. The *competent authorities* responsible for most aspects of education are therefore the State or the municipality (for public schools) or the independent body which established the school (for private schools). Although the *competent authorities* are responsible for their recruitment and appointment, teachers are classified as public employees either formally (in public schools) or substantively (in private schools). This arises because the outlines of all finance-related conditions of employment such as salaries and salary scales, fringe

benefits and pension rights are determined by the State, although they are enshrined in separate legislation for state employees (in public schools) and private sector employees (in private schools) respectively.

- * Use of 'the UNITED KINGDOM' means that the practice is common to ENGLAND, WALES, NORTHERN IRELAND and SCOTLAND; in other cases the individual countries are named.

Teacher numbers

The responsibility for maintaining the balance between teacher demand and teacher supply is assumed by government authorities. Several strategies are used. For instance, in LUXEMBURG, access to training is controlled to match the perceived future need for qualified teachers. In other member states, for example, FRANCE and ITALY, the regular recruitment process admits to the profession only the number of teachers required to fill vacancies anticipated in the immediate or near future. Finally, there are those member states (for example, the NETHERLANDS and the UNITED KINGDOM) where, although the number of training places is controlled, qualified teacher status is awarded independently of the availability of employment. This may, from time to time, give rise to unemployment amongst qualified teachers.

The overall criteria governing the minimum number of teachers to be employed in schools are laid down by the State, by regional authorities (for example, the *Länder* in GERMANY) or by a combination of the two (for example, the eight *administrations* in SPAIN). Teacher staffing needs are influenced by a combination of the following: number and characteristics of pupils, curricular, institutional and teacher-related factors. Where teacher numbers are fixed, they are usually expressed in terms of full-time equivalents or pupil:teacher ratios.

It cannot be assumed that individual criteria below are taken into consideration only by those member states which specifically cite them: other member states may consider the criteria in question to be self-evident. This becomes clear when it is noted that only eight member states specifically cited pupil numbers as a criterion for staffing. It should also be noted that in some cases, (for example, *local education authorities* in ENGLAND and WALES) staffing standards may be used as a general basis for calculating the overall (staffing and non-staffing) resources to be made available to schools, whilst leaving the number of teachers to be employed (subject to a legal minimum) to employing authorities.

Number and characteristics of pupils

The principal criterion is the number of pupils enrolled in a school, although some form of weighting is usually applied to reflect the age of pupils (older pupils receive a higher weighting in for example, PORTUGAL, ENGLAND and WALES) and special educational needs arising from physical, behavioural or mental handicaps or social circumstances (cited by DENMARK, SPAIN, the NETHERLANDS, PORTUGAL and the UNITED KINGDOM). The number and nature of categories of handicap which qualify for additional resources vary from one country to another but this study excludes special provision for pupils enrolled in special schools. The schools which qualify for positive discrimination on social and economic grounds may include those in deprived urban areas or in rural areas or those whose rolls include a significant number of children:

- whose home language differs from that used at school (cited by DENMARK, the NETHERLANDS and the UNITED KINGDOM);

- whose parents' work requires them to travel around the country for example, circus and barge people, gypsies (cited by the NETHERLANDS, ENGLAND and WALES);
- who come from one-parent families or whose parents are unemployed or have a low income (cited by the NETHERLANDS).

Curricular factors

Those member states where general, technical and vocational secondary education is provided in different school types (for example, GERMANY, GREECE, FRANCE, LUXEMBURG, the NETHERLANDS and PORTUGAL) tend to draw up staffing needs according to the type of establishment. Where a curriculum is defined by national or regional authorities, the number of lessons to be taught per discipline and per phase also has a major bearing on the staffing numbers (cited by BELGIUM, DENMARK, GERMANY, GREECE, LUXEMBURG and the NETHERLANDS).

Several member states make reference to curriculum-related activities for which supplementary staffing may be allocated, such as curriculum development projects (cited by the NETHERLANDS, the UNITED KINGDOM) and vocational guidance (cited by DENMARK).

Institutional factors

Very small schools, or those which operate on split sites, which have been amalgamated with others or which are experiencing an abrupt change in the number of pupils on roll, may also receive enhanced staffing.

Teacher-related factors

In some member states, the number of hours taught by different teachers within a school varies according to their qualifications (for example, FRANCE, PORTUGAL), their age (for example, DENMARK, GERMANY, PORTUGAL) or length of service (for example in GREECE). Adjustments therefore have to be made to reflect the staff profile in individual schools.

In DENMARK, GREECE, the NETHERLANDS, PORTUGAL and the UNITED KINGDOM, experienced teachers who have additional responsibilities (managerial, administrative or pastoral) may have a correspondingly lighter teaching load. DENMARK particularly mentioned the supervision of student teachers as one of the additional responsibilities which justify increased staffing.

Additional staffing may be provided to release individual or groups of teachers for in-service education, either on a short-term basis or for longer-term secondments (cited by DENMARK, GREECE, ENGLAND and WALES).

Equally, the need for replacement teachers to cover sickness or absence of colleagues was specifically cited by GREECE, LUXEMBURG, the NETHERLANDS and PORTUGAL. This category is not applicable in FRANCE, where alternative arrangements exist to cover for teacher absence. However, the French authorities make provision for additional staff support in areas where there is a high staff turnover, to encourage teachers to remain in post for a number of years.

Additional discretionary staffing

In addition to the number of teachers (*incremental teachers*) authorised and paid by the Ministry, secondary schools in IRELAND may, and normally do, employ additional

teachers paid for from the schools' own resources. In ENGLAND and WALES, the introduction of local management of schools under the Education Reform Act 1988 places the budget, including staffing, under the control of the governing body of the school, which determines the total number of teachers to be employed.

Teacher status

The status of teachers employed in schools maintained or directly subsidised by the state may be defined in several ways. The distinctions used in this report are legal status, employment status and qualification status.

Legal status

The legal status of teachers determines their position within the State. The classification of civil servant is generally reserved for those who hold the nationality of the State concerned and have satisfied the rigorous criteria governing admission. The benefits accorded to teachers who have civil servant status (as compared with those who do not) are claimed to be security of tenure until the normal age of retirement, an attractive salary and pension, and a relatively high social status. Eight member states accord civil servant status to teachers: DENMARK, GERMANY, SPAIN, GREECE, FRANCE, ITALY, LUXEMBURG and PORTUGAL.

Although most teachers in DENMARK have civil servant status, they share characteristics of public employees in that they do not enjoy security of tenure and county and municipal councils, rather than the State, are responsible for their appointment and management. Although teachers in the NETHERLANDS at State-subsidised institutions are public employees without security of tenure, for pension purposes they are classified as civil servants in accordance with the Government Employees Pension Act.

The security of tenure enjoyed by most civil servants often applies to the professional grade and its associated conditions of service and not to any specific post, institution or even geographical region. Consequently, the State is free to redeploy such teachers in the interests of the service. In GERMANY, redeployment must be offered within the *Land*, but in FRANCE a secondary school teacher could be transferred anywhere in the country. In PORTUGAL, tenure is secured from the time of appointment to the grade of *efectivos* (in primary schools) and the grade of *efectivos de nomeação provisoria* (in secondary schools). In these cases a permanent appointment is made without further competition, after completion of in-service training.

Civil servant status also brings special responsibilities. In return for the privileges accorded to civil servants, teachers in GERMANY must uphold the principles of freedom and democracy as laid down by the Constitution and show moderation in their political activities. They have no right of strike action. In several member states, teachers who fail, or cease, to fulfil one of the criteria required for public office may be dismissed from their teaching posts.

The public financing of the education service, and in particular teaching staff costs, means that teachers in the remaining member states (BELGIUM, IRELAND, the NETHERLANDS and all countries comprising the UNITED KINGDOM) are public employees whose salaries and conditions of service are centrally negotiated, determined or approved. These teachers may be employed and managed by municipalities or by denominational or other recognised authorities, but their salaries are paid directly or indirectly by the State. In the UNITED KINGDOM, teachers' salaries are part of the *local authorities'* total education expenditure. *Local authority* expenditure on education

and other services is subsidized from the centre but, apart from specific grants, the subsidy payment is not earmarked for any specified purpose and does not meet the whole of the cost. These teachers may enjoy conditions and status similar to those of civil servants but they are not guaranteed employment throughout their active professional life.

Teachers in secondary schools in IRELAND are employed by individual schools but the employment of *incremental* teachers, whose salary is paid by the Department of Education, is subject to the approval of the *Department*.

Employment status

The vast majority of teachers throughout the Community enjoy permanent appointments. This provides security for individual teachers and allows schools to plan learning programmes on the basis of reasonable staff continuity. Most civil servants have guaranteed tenure and public servants are generally protected from summary dismissal and many enjoy clearly-defined rights in the event of redundancy.

In most member states, the regulations governing the employment of civil servants or of teachers require that an **initial** permanent appointment is only confirmed after satisfactory completion of a period of probation. This lasts for one year in BELGIUM, SPAIN, FRANCE, IRELAND, ITALY, the NETHERLANDS, PORTUGAL, ENGLAND, WALES and NORTHERN IRELAND and two years in DENMARK, GREECE and SCOTLAND. The probationary period may generally be extended if the individual teacher has not satisfied the authorities regarding his or her competence within the normal time. The recruitment process in BELGIUM gives priority to teachers who have gained teaching experience in temporary appointments, but they are nevertheless required to serve a period of probation on appointment to a permanent post.

The competence of teachers in GERMANY and LUXEMBURG is assessed during an extended period of salaried school practice prior to qualification, when they teach under supervision and critically evaluate their performance with staff from within the school and from the teacher-training establishment. In GERMANY this phase of preparatory service (*Vorbereitungsdienst*) lasts for 18 months to two years; in LUXEMBURG, it lasts for five school terms (two and a half years). In GERMANY, newly appointed teachers are required to serve a period of probation as civil servants, although they have already proven their competence as teachers.

Teachers appointed on fixed-term or temporary contracts do not enjoy the benefits of civil servant status and may not have satisfied all the selection criteria which govern the employment of permanent teachers. Temporary appointments may be made to fill teaching vacancies which arise too late to be included in the recruitment programme of permanent teachers, or to replace teachers who are sick, on maternity leave or who have been seconded to undertake further study or industrial experience. Such appointments usually have to be renewed on an annual basis, but in some cases the regulations require that a permanent contract be awarded after a given period of satisfactory service, for example, two years in LUXEMBURG; fifteen years (or 10 years if aged 50) in PORTUGAL. The experience gained in temporary posts often improves the teacher's chances in the normal recruitment process.

Substitute teachers may be called upon to cover for short-term absences, possibly lasting as little as a day. This category does not apply to all member states. For instance, in FRANCE, supervision of pupils during short staff absences is carried out by university students employed as *surveillants*. Alternatively, pupils may be sent home.

Qualification or professional status

Although qualified teacher status is a criterion for appointment as a teacher throughout the EC, virtually all member states distinguish between different professional corps of teachers on the basis of the qualifications obtained. Different qualifications give access to posts in different school types and may result in shorter working hours, higher salaries or promotion to posts of responsibility such as principal or deputy principal of a school. In SCOTLAND, teachers are not recognised as qualified unless they have been admitted to the appropriate register of the *General Teaching Council for Scotland*.

There are several different routes to qualified teacher status in ENGLAND and WALES but only one teaching corps. Once recognised as qualified, a teacher may apply for employment in any phase of education for which qualified teacher status is required. Teachers in ENGLAND and WALES are paid according to a single national salary structure which allows for very considerable local discretion. The structure provides for a range of allowances which may be used reward outstanding classroom performance or to attract or retain teachers in shortage subjects. However, they are most commonly used in connection with promotion to positions of responsibility within the school.

Recruitment and appointment

Employer

Teachers in GREECE, FRANCE, ITALY and PORTUGAL are employed by the State. Teachers are employed by regional or local authorities in DENMARK (municipalities for *folkeskole* teachers and county councils for *gymnasium* teachers), GERMANY (the Ministries in the sixteen *Länder*) and ENGLAND and WALES and SCOTLAND (*local authorities* with responsibility for education). Although *voluntary aided* schools and *grant-maintained* schools are part of the maintained sector in ENGLAND and WALES, teachers in these schools are employed by the school and not the by *local education authority*. In IRELAND, school teachers are employed by the individual schools' *Board of Management*.

National and/or other authorities

Teachers in BELGIUM are employed by the organising bodies of education, namely, the *communes* or provinces, the autonomous council of the Community (former State Schools), or the other, free organising boards of education (mostly groups dependent on the Catholic church).

Teachers in SPAIN are employed by the eight *administrations*, which determine salary scales and conditions of service and deal with the promotion, transfer and disciplinary action of civil servants (*cuero de funcionarios docentes*) and temporary staff (*contratados*), who are appointed when the number of vacancies exceed the supply of suitable *funcionarios docentes*.

GREEK teachers are employed by the Ministry of National Education and Religious Affairs in one of the fifty-four Prefectures and assigned to schools by the Regional Service Board of the Prefecture.

Teachers employed in the few remaining State secondary schools in the NETHERLANDS are state employees, but responsibility for these is gradually being passed to municipalities. Other teachers are employed by the *competent authority*, namely, the municipality or the foundation which established the school.

Criteria for employment

These may be divided into criteria common to all member states, additional criteria commonly associated with civil servant status and criteria mentioned only by a few countries. Some criteria may not be explicitly mentioned by a member state because it is self-evident from another requirement. For instance, the SPANISH authorities do not list competence in the Spanish language because those not Spanish by birth must provide evidence of linguistic competence before being granted Spanish nationality. Similarly, evidence of good conduct and good health are assumed by several member states.

Common criteria for teachers

- * irrefragable character and conduct;
- * qualified teacher status by means of academic, professional and practical training appropriate to the subject(s) and age of pupils to be taught. BELGIUM, DENMARK, GERMANY and the NETHERLANDS specify the number of subjects which an individual must be qualified to teach, linked to phases in education. IRELAND and SCOTLAND specifically require teachers to register with the relevant body. Special dispensation may be given to holders of certain higher education qualifications;
- * a thorough knowledge of the language of instruction in the school. In BELGIUM, this may be Dutch, French or German; in IRELAND, it includes Irish. In LUXEMBURG, teachers must be competent in Letzeburgesch, French and German. The GREEK authorities lay emphasis on a knowledge of both the language and the history of Greece;
- * a medical certificate showing that the candidate's health provides no threat to the health of either pupils or other members of staff.

Criteria commonly associated with civil servant status

- * nationality (BELGIUM, DENMARK, GERMANY, SPAIN, GREECE, FRANCE, ITALY and LUXEMBURG). In PORTUGAL, applicants must hold Portuguese nationality or that of a country which grants access to civil service posts in Portugal. It should be noted that the nationality requirements are being reviewed by some member states with respect to teachers;
- * full possession of civil and political rights;
- * performance in competitive examinations, cited by DENMARK, GERMANY, SPAIN, FRANCE, ITALY, LUXEMBURG and PORTUGAL.

Specialised criteria

- * conformity with the regulations regarding national service (in those countries which retain compulsory national service);
- * the normal age for eligibility is 49 in BELGIUM, 40 in GREECE and ITALY, although exceptions may be made to this rule. In GREECE, for example, those who have been employed in public services or education for at least five years may apply up to age 45, whilst those who have taught in Greek schools overseas may apply when older, provided they have one year's teaching experience for each year over the age of 40. Age limits were not specifically stated by other countries;
- * experience other than teaching is taken into consideration in BELGIUM, DENMARK, the NETHERLANDS, ENGLAND and WALES. This is most commonly found in relation to technical and vocational education.

Recruitment procedure

There are two main models of recruitment: the local, institution-based appointments model and the centralised recruitment-allocation model, which reflect fundamental differences in the locus of responsibility. In decentralised systems, there is no entitlement to work and responsibility for securing employment lies with the individual teacher. This may involve contacting potential employers, responding to advertisements and competing with other applicants. In countries where appointments are centralised a teacher, once recognised, awaits allocation to an appropriate post.

The **local, institution-based appointments model** is broadly followed by employers of teachers in DENMARK, IRELAND, the NETHERLANDS and the UNITED KINGDOM. In all cases, the requirement for qualified teacher status is determined by the State authorities. Vacancies are advertised and those interested and qualified submit a detailed application (*dossier*) listing qualifications and experience to the school or authority which has placed the advertisement. Candidates' competence and suitability for the post are assessed from the *dossiers* and the subsequent interview of a limited number of candidates. The successful applicant is generally appointed to a particular school.

The DANISH Minister of Education draws up the regulations governing the appointment and dismissal of teachers employed in schools and other institutions within the municipal education system. On 1 January 1990 a new law on the management of schools came into force. *Municipal education committees* were abolished and more power was delegated to the individual *school boards*. The *school board* and the head teacher draw up a long-list of candidates on the basis of their written applications, conduct the interviews and recommend a short-list of three candidates to the municipal council, which makes the final decision. Consideration is given to teachers' expressed preference regarding school or region as far as possible, but their domestic circumstances are not specifically considered in allocations.

Schools in IRELAND are free to make their own appointments and recruit teachers by means of open advertisement of vacancies, but the recruiters of primary school teachers must give priority to any appropriately qualified teachers available for redeployment (those listed on *The Panel*) within 45 kilometres of the school. An applicant must either be registered as a teacher or have the qualifications required for registration. Exemptions may exist for the employment of *non-incremental* teachers, who are paid by the school and not from public funds. Even here, the Minister must be satisfied as to the competence of such teachers.

The recruitment and appointment of teachers in the NETHERLANDS are the responsibility of the *competent authorities* (the *school board*, municipal council or other owners of the school) and follow the pattern outlined above. In recent periods of teacher unemployment, teachers in some areas worked as replacement teachers (covering for the absence of others) and reports on their performance by head teachers were made available to the appointing authorities. Their experience may have supported their candidature when permanent vacancies became available.

Local education authorities (or *governing bodies*) in ENGLAND and WALES are responsible for recruitment and appointment of teachers to schools. On the basis of written applications, the *local education authority* or *school governing body* and the head teacher draw up a short-list of candidates to be interviewed. The appointment panel which interviews candidates and makes an appointment, comprises members of the *school governing body*, the head teacher and a representative of the *Chief Education Officer*. The implementation of *local management of schools* [see Trends, below] will further increase the responsibilities of the *governing body* in the employment of all school staff.

The SCOTTISH *Regional/Islands Authorities*, in their capacity as *education authorities*, are responsible for the recruitment and appointment of teachers to schools. The *education authority* advertises vacancies, considers applications, conducts interviews and appoints the most suitable candidate. The Self-Governing Schools etc (Scotland) Act 1989 provides that an *education authority* cannot exclude any person from consideration on the grounds that they are not already employed by the authority, that they are not employed by a particular employer or class of employers, or that they are not currently employed as a teacher.

The **centralised recruitment-allocation model** is characterised by a national notification of the recruitment cycle, stipulating the format and content of *dossiers* and the time and place of presentation. There is frequently a competitive examination, whose form varies according to the type of post. The consideration of the dossiers by the national authorities results in formal recognition of competence (*certification*) and allocation to a post. The two stages may be separate administrative acts or part of the same process. Successful participation in the recruitment process generally leads to a permanent appointment in the relevant professional grade.

Wherever possible, consideration is given to teachers' expressed preference regarding location of appointment, but the security of tenure and the guaranteed salary associated with most of these posts means that the national authorities may assign teachers to any post in the interests of the service. In GERMANY, the selection procedure is made by the Ministry of Education in each *Land*, and in SPAIN, it is operated by the eight *administrations*.

Although there are similarities in the centralised system (used in BELGIUM, GERMANY, SPAIN, GREECE, FRANCE, ITALY, LUXEMBURG and PORTUGAL), there are individual differences, for instance in the criteria which determine or influence appointment, other than qualifications, experience and the marks obtained in the examination. Examples of these differences are shown below.

In BELGIUM, vacancies are advertised and the Inspector considers applications according to the defined criteria and appointments are made from the following categories of applicant in order of priority:

- a) teachers in permanent posts, who are to be compulsorily redeployed or who seek a transfer;
- b) teachers employed on probation, who are to be redeployed or seek a transfer;
- c) teachers on the waiting lists and who have completed at least 240 days' service;
- d) all other teachers on the waiting lists.

Within these categories, and when considering positions in state schools, priority is given to holders of a certificate of non-denominational education to ensure that at least 75% of the posts are filled by teachers without denominational allegiance, but care is taken to ensure that a certain percentage of applicants with certificates of denominational education are accepted. Non-denominational schools are expected to respect the philosophical or religious views of the parents of all pupils at the school. Conditions for employment by public, subsidised schools, (run by municipalities, towns or provinces and subsidised by the *autonomous Community*) vary, but all candidates must satisfy the general conditions laid out above. Private, state-subsidised, schools must respect the general requirements for public sector education except for age, military service and selection process, which need not be strictly followed.

The *Länder* authorities in GERMANY are responsible for recruitment and appointment of teachers to schools. The normal method involves allocation to vacant posts by the authorities in each *Land*, in accordance with the criteria laid down by the responsible ministry.

In SPAIN, the *concurso-oposicion* is the process whereby an individual secures qualified teacher status and his or her admission to the civil service grade of teachers. Since the award of qualified teacher status is not strictly limited to available vacancies, the appointment to a particular post may be subject to some delay. The *concurso* requires all teachers to submit a dossier including evidence of their qualifications and, if applicable, any teaching experience on a temporary basis. These elements are graded on a points system and the dossiers are ranked. However, no qualified applicants are rejected at this stage. The *oposicion* is eliminatory. Primary teachers (*maestros*) require at least the *Diploma de Profesor de Educacion General Basica*. The *oposicion* comprises three tests, which progressively eliminate less suitable candidates. The first test assesses professional aptitude (*madurez profesional*), the second is a written test on the specialist areas studied during initial teacher training and the third assesses the teacher's knowledge and understanding of the legal aspects, administration, organisation and institutions of the education system. Secondary school teachers (*Profesores de Enseñanza Secundaria*) require a *Licenciatura*, plus a *Certificado de Aptitud Pedagógica* if appropriate. The *oposicion* comprises a written examination and an oral presentation of a topic in the form of a public lecture. Holders of a *Licenciatura* (a five-year degree), plus the *Certificado de Aptitud Pedagógica* if appropriate, may be employed in either primary or post-primary schools and some take the *concurso-oposicion* for both sectors to improve their chance of securing a permanent post.

In FRANCE, the Ministry of Education is responsible for recruitment and appointment of teachers to secondary schools. Responsibility for the recruitment of primary school teachers has been delegated by the Ministry to the *département* authorities. *Certification* is based on *concours* suited to the grade of post and a satisfactory inspection grade at the end of the first year of service. *Affectation*, or allocation to vacant posts by the Ministry or the *département*, is made in rank order of the teacher's position on the register suited to his or her grade and subject discipline, established on the basis of qualifications and performance in the relevant *concours*. The teacher's domestic circumstances (the number of children or the size of family) also has a major bearing on the appointment offered.

In GREECE, applications for appointment are submitted to the education *secretariats* and the Ministry of Education annually draws up a list of those eligible for appointment to primary school teaching posts, ranked according to the grade of the degree and then the date of the application. Primary school teachers are allocated to a Prefecture according to the available vacancies, the teacher's expressed preference regarding location and any priority points which he or she may have acquired on the basis of defined domestic circumstances. Priority is given to applicants with post-graduate qualifications, to war veterans or their children, or those with or from large families. Secondary school teachers respond to advertised vacancies, stating the Prefecture to which they wish to be appointed. Their applications are ranked in date order.

The ITALIAN Ministry of Education organises competitive examinations (*concorsi*) for future teachers, which take place after an assessment of the candidates' academic and professional qualifications. *Concorsi*, comprising oral as well as written tests, are organised on the basis of regions or provinces, with separate examinations for each type of educational institution and subject discipline. As from July 1989, there are two routes (*Doppio Canale*), each accounting for half of the appointments made.

Every three years, the provincial authorities organise competitive examinations (*concorsi*) for applicants with the necessary qualifications. Those who achieve the required level are awarded qualified teacher status (*abilitazione*) and placed on a register in order of their grade. Permanent teaching posts are then offered to successful candidates, starting at the top of the list. This list is recompiled every three years. The alternative procedure also accounts for 50% of appointments. A list is drawn up of those who hold qualified teacher status (*abilitazione*) and who have completed at least 360 days (two years) of active service in the three years preceding the selection. This register is updated triennially.

ITALIAN teachers are normally appointed to schools within a given region, but they may request appointment in another region. The most highly graded teacher in a given discipline has the best opportunity of acquiring a post in the desired area. Special consideration is given to teachers with handicaps or those whose domestic circumstances warrant it. Teachers on the registers have priority over others when filling temporary vacancies.

Recruitment in LUXEMBURG comprises two distinct phases: *nomination* to the profession of teacher and allocation to schools (*affectation*). The Minister of Education controls the numbers admitted to initial teacher training. The State employs post-primary school teachers (*professeurs de l'enseignement post-primaire*) in public schools. Teaching posts are offered to those who have completed all phases of training in rank order based on seniority (the date of completion of training), marks obtained and age. Allocation takes into consideration teachers' expressed preferences and rank. It may be necessary to appoint teachers to schools other than those requested and most secondary school teachers start their career in technical *lycées*, progressing to general or classical *lycées* after some years of service. A teacher may be appointed on a fixed-term contract, but permanent status is granted after two years' continual employment unless there is insufficient evidence of the teacher's competence and aptitude. Primary teachers (*instituteurs de l'éducation primaire*) are appointed by the *communes* on the advice of the inspector and subject to government approval, in accordance with the regulations laid down in the *commune's* bye-laws. Vacancies are listed in the *Courrier de l'éducation nationale* which is circulated to all primary school teachers. Applications are submitted to the administrative authorities in the *communes*. The *commune* council recommends the three best qualified applicants, who are then ranked by the area inspector for each post according to their qualifications, examination grades and the performance grades awarded by the inspector during the preceding two years.

In PORTUGAL, the place of work of a spouse, if he or she is also a civil servant, is taken into consideration when an appointment is made.

Probation

The length and form of a probationary period in the career path of teachers varies and may be linked to professional training and recognition in a number of ways.

In LUXEMBURG, there is no probationary service as a teacher's ability has been fully assessed during the extended period of teaching which forms part of a teacher's professional education.

One model considers the initial period of service as the completion of the professional education. The successful completion of the probationary period has traditionally been an essential criterion for recognition or registration as a qualified teacher and indispensable for future employment in public schools. In IRELAND, teachers must complete one year's probation from the date of first permanent appointment to receive the *Diploma in Teaching* from the *Department of Education*. Teachers in maintained schools in ENGLAND and WALES are required satisfactorily to complete a year's probation (certified by the *local education authority* or the *grant-maintained school*) after the award of qualified teacher status. In SCOTLAND, the probationary period lasts two years before final registration with the *General Teaching Council for Scotland*.

A second group provides for civil and public servants for whom confirmation to their initial post is subject to a period of probation lasting one year (GERMANY, SPAIN, FRANCE, the NETHERLANDS and PORTUGAL) or two years (DENMARK and GREECE). In most cases this is a formal requirement and permanent appointments are virtually always confirmed. In BELGIUM, probation normally lasts for one year, although it may be extended at the discretion of the inspector or the head of the establishment. It should be noted, however, that a teacher may already have been employed on a fixed term contract whilst awaiting a permanent appointment [see page 9].

Under the terms of employment, civil servants in GERMANY must be aged over 27 and have completed a probation period to prove their competence before their permanent appointment can be confirmed. Accordingly, the probation may be shortened in the case of excellent performance, or because of previous employment in public service. In any event, it cannot exceed five years. In the case of teachers, this period of probation is in addition to the preparatory service (*Vorbereitungsdienst*) which precedes the Second State Examination. As civil servants, teachers in FRANCE are assessed throughout their career. Although there is no formal probationary year, the assessment at the end of the first year in post determines the permanent appointment of *professeurs certifiés* and *professeurs agrégés*.

Even where probationary periods are largely a formality, several member states take advantage of the first year in post to provide teachers with professional induction and support. Teachers may have a lighter timetable commitment to enable them to attend courses and observe the work of more experienced colleagues. This model applies informally in several countries, but is formally built into a secondary schoolteacher's career in FRANCE, ITALY (*Anno di formazione*) and PORTUGAL where the (two years') probation appears to include the qualifying period for those training under the in-service scheme, and to be subject to extension.

The term probation is used in some member states where teachers are recruited through national competitions to indicate a temporary or provisional contract of employment offered to a qualified teacher who has not obtained a post through the normal procedure. Although the conditions of service are less favourable than those of permanent teachers, many consider that the teaching experience gained will enhance their prospects in future recruitment procedures.

Generally speaking, when a teacher transfers to another post no further probationary service is required before confirmation.

Redeployment

The security of tenure associated with civil servant status usually implies the authorities' right to redeploy individuals in the interest of the service. In other member states, redeployment may still take place where a teacher's post becomes redundant.

Teachers in BELGIUM who have been declared redundant may be redeployed by the *autonomous Community* to another school or to other educational functions administration, teacher training, inspection within the *Community*. Teachers may be paid a waiting salary until a post within their level of competence arises. Refusal to accept such an appointment without good reason is treated as voluntary resignation.

In the event of redundancy, DANISH authorities are free to move teachers from one school to another within the municipality or within the county. Teachers may not be transferred to other educational functions (for example, administration, inspection or advisory services, teacher training) against their will.

Redeployment occurs infrequently in GERMANY, but it may affect teachers as a result of falling rolls or school closure or in the event of serious conflicts among the staff of a school. Redeployment is subject to the regulations governing civil servant and staff transfer. The *Personalrat*, an elected staff council required by law to defend employees' interests, must be involved and the teacher(s) to be redeployed must be heard. Before a transfer can take place, the teacher and the head teachers of both schools involved are interviewed by the school inspector in charge.

The authorities in FRANCE redeploy teachers between schools in accordance with the demands of the service by means of the transfer procedure described below. A school's teaching complement is defined in terms of grade and discipline. Where a school has a surplus of staff in any given grade or discipline, the most recently appointed teacher in that category enters the transfer process. Secondary teachers may be transferred anywhere in the country, but primary school teachers are usually redeployed within the same *département*.

Education authorities and *secretariats* in GREECE may redeploy teachers in the interests of the service, but only to schools within the same Regional Service Board. Teachers may also be seconded to other educational functions (for example, Directorates of Education and educational offices).

Primary school teachers in IRELAND who are declared supernumerary, are placed on *the Panel*. They continue to teach in the school until a suitable vacancy occurs within a radius of 45 kilometres. A teacher who declines an offer of employment made in accordance with these regulations is deemed to have voluntarily resigned.

Teachers in ITALY are guaranteed tenure, but not in a specific post. The authorities may therefore redeploy teachers, especially those classified as supernumerary, to posts in another school or in a post elsewhere in the public service. Such transfers would generally be within the same region.

Civil servants in LUXEMBURG, including teachers, may be redeployed in the interest of the service but the new post must not involve a reduction in rank or in salary, as compared with the previous post. The individual's views must be taken into consideration before a transfer is made. Where a change involves relocation, the teacher will be reimbursed in accordance with regulations. A teacher who refuses a new post is deemed to have resigned. Teachers cannot be compulsorily transferred to other educational

functions, although they are sometimes selected by ministers to serve as a *professeur attaché* who conducts research into specific issues at the request of the minister.

A *competent authority* in the NETHERLANDS must redeploy a teacher who has been declared redundant and is in receipt of a protected salary to a suitable post in the same school or in another school within the control of the *competent authority*. A suitable post is defined in terms of subject discipline, working hours (full- or part-time), distance from the teacher's home and type of school. A teacher who refuses to accept this appointment will lose his or her right to the protected salary.

The PORTUGUESE Ministry of Education, in accordance with the law, may redeploy a teacher to a school of a similar level, within the same parish, village or town. The appointing/employing authority may also appoint a teacher to the administration or to the inspectorate.

A *local education authority* in the UNITED KINGDOM may redeploy teachers between its schools at its discretion in the interests of the service and in accordance with the rules which apply within each *education authority*. It may not compulsorily transfer a teacher to a school within the jurisdiction of another *education authority*. In the case of ENGLAND and WALES, *local education authorities* may not redeploy teachers to a school with delegated authority against the wishes of the *governing body* of that school.

Voluntary transfer

The extent of voluntary mobility in different member states may be influenced by a number of factors. In member states with a single employer (for example, the State) where transfer between schools constitutes transfer within the same employment and career progress results from length of service, there is evidence of less mobility. Where different employers are competing for teachers (for example, ENGLAND and WALES), then a teacher may see advantage in moving. In these circumstances, teachers have a responsibility for making their own careers which may involve competing for employment in a variety of schools, possibly accepting increasing responsibility with each successive move.

A second major stimulus for internal mobility is the desire of teachers to return to their town of origin. The 'migration towards the south' of teachers in FRANCE is a well-known phenomenon. This results from the fact that many more student teachers are recruited from the southern part of the country than from the north. This imbalance means that many teachers, whose contract requires them to work wherever they are sent, find themselves in schools in the north. The only means whereby they can return to their town of origin is by successful participation in the transfer procedure. The authorities have implemented a number of measures to encourage teachers appointed to schools in the north to remain for a minimum of five years, including the incentive of preferential consideration in future requests for transfer.

The regulations governing a transfer between schools at the request of individual teachers echo those of initial recruitment, namely the centralised allocation procedure and institution-based appointments. To avoid excessive disruption to pupils' schooling, there may be restrictions governing movement within a minimum period following appointment to a post (for example, LUXEMBURG within two years; SPAIN within a year.)

Voluntary transfer of SPANISH teachers from one region or school to another is governed by the transfer procedure (*concurso de traslado*), which is separate from the initial recruitment process and does not involve the *oposicion* examination.

Teachers in FRANCE, ITALY, LUXEMBURG, PORTUGAL who seek a transfer to another school participate in the recruitment process for the following year. The process typically requires teachers to make a formal application, listing their qualifications and experience, and indicating the locality or school in which they wish to serve. Applicants are 'ranked' on the basis of length of service, additional qualifications and sometimes performance appraisal grades. In FRANCE, a teacher's domestic circumstances have a major influence on the decisions governing transfer. The request will generally only be granted if there is a vacancy for a teacher of the relevant subject specialism in the chosen school and if no other teacher requesting transfer has priority by virtue of seniority or special needs (for example, medical). It is therefore possible for a teacher to apply several times before a transfer is granted.

In GREECE, the request is granted by the Central Service Board, which transfers the teacher to the desired Prefecture. The Prefecture authorities in turn allocate the teacher to a school within their area. The criteria affecting eligibility for transfer include: teaching service, the service of a teacher's spouse where relevant, domestic circumstances. Priority is granted to teachers who suffer from Cooley's disease or leukemia, those who have four or more children, or whose children have special needs.

In most other member states, experienced teachers respond to advertised vacancies and are considered in preference to (for example, BELGIUM) or alongside newly-qualified teachers. This procedure is followed in IRELAND, the NETHERLANDS and the UNITED KINGDOM. The flat hierarchical structure in DENMARK produces very stable staffing patterns, although some staff do move for other reasons. A teacher may transfer to another school by agreement with the employing authority.

The devolved responsibility for education in GERMANY results in different transfer procedures depending on whether the transfer is within the same *Land* or between *Länder*. In the former case, eligibility for transfer to a vacant post is based on the urgency of personal needs such as health or the place of residence of family. A teacher seeking a transfer to a vacant post in a different *Land* will be subject to the exchange procedures (*landerübergreifendes Austauschverfahren*), agreed by the Education Ministers in the *Länder* principally to (re)unite families. This procedure involves the mutual recognition by the regional authority of each receiving *Land* of the incoming teacher's qualifications. An exchange across *Länder* is not necessarily bilateral, and teachers may be admitted from another *Land*, for instance to overcome local shortages of teachers in given subject areas, but there must be a balance between incoming and outgoing teachers in a particular *Land*. Teachers who have qualified in other *Länder* but who are not in post may also be appointed to meet specific needs.

Termination of contract

Teachers may terminate their contract by giving due notice of their intention to resign from their posts. The period of notice varies from country to country and may depend on the type of contract, length of completed service or number of years before the normal retirement age. The period of notice which must be given by permanent staff ranges from 15 days to three months. In some countries (for example, GREECE) teachers who have completed a stipulated number of years' service may take voluntary early retirement.

In all member states, the employer may terminate the contract of a teacher who:

- * reaches the normal retirement age;
- * is unable to carry out his or her duties due to ill-health (physical or mental), established in accordance with the regulations;
- * contravenes civil and criminal laws, or engages in behaviour incompatible with the 'good conduct' required of teachers;
- * is dismissed as a result of disciplinary action.

Generally speaking, teachers are not dismissed for reasons of redundancy. In BELGIUM, IRELAND and ITALY they continue to be paid whilst teaching in a supernumerary capacity or whilst awaiting redeployment. A teacher who refuses to accept a 'reasonable' offer of redeployment is generally deemed to have voluntarily resigned. Exceptionally, where a teacher cannot be redeployed after a period of time, his or her contract may be terminated (DENMARK, the NETHERLANDS, PORTUGAL, the UNITED KINGDOM).

All authorities stressed that dismissal for incompetence is only used (if at all) when all other measures have failed. Teachers who experience difficulties are generally helped by a combination of advice and support from colleagues within and outside the school and they may receive further in-service education. If all these measures fail, a teacher may be redeployed, granted premature retirement on health grounds or subjected to the disciplinary procedure. The support and, if it proves necessary, the disciplinary action is taken by the responsible authorities.

The municipal council is responsible for the dismissal of teachers in DENMARK. If a teacher proves incompetent, the head of the school reports to the local authority and a recommendation for dismissal for incompetence is sent to the Minister of Education. If a school needs to dismiss a teacher due to incompetence in GERMANY, the *Land* authority takes disciplinary action.

It is in practice impossible to dismiss a teacher in SPAIN if he or she is a civil servant.

A GREEK teacher who has not been promoted following annual assessments in two consecutive years or three times overall, is reported to the provincial authorities (*normach*). The Central Service Council receives the *normach's* recommendation, examines the evidence and interviews the teacher. The Minister of National Education and Religion may dismiss the teacher or, on the advice of the Central Service Council, redeploy him or her to provisional administrative duties in the education service if he or she has already completed between seven and 25 years of pensionable service. Such a post is created by common decision of the Ministers of Education and Finance and withdrawn on the retirement of the incumbent.

In IRELAND, the employer must demonstrate substantial grounds justifying dismissal resulting from an employee's incompetence for the work required. ITALIAN teachers are appointed until the normal retirement age and their competence is assessed during the probationary period. It is therefore exceptional for dismissal due to incompetence to occur.

A teacher in LUXEMBURG may be dismissed for reasons of poor performance, abandonment of professional responsibilities or as a result of disciplinary action following serious malpractice (*la révocation*). If a teacher in the NETHERLANDS is found to be seriously incompetent or unsuitable for the post in question, the procedures

governing *discretionary dismissal* are followed. The dismissal of teachers in privately-run establishments is governed by the provisions of the Civil Code and the clauses in the contract of employment.

A process of educational/professional guidance is initiated in PORTUGAL if a teacher's performance is unsatisfactory due to incompetence. If the results are not satisfactory, a disciplinary procedure will be initiated.

In ENGLAND and WALES, if a teacher fails to carry out his or her duties satisfactorily despite appropriate support and training, the *governing body* and *local education authority* are responsible for taking action in accordance with agreed disciplinary procedures. Teachers are protected against unfair dismissal under general employment legislation. If a school in SCOTLAND needs to dismiss a teacher due to inability to carry out his or her duties satisfactorily, the *education authority*, as employer, is responsible for managing this in accordance with Section 10 of the Local Government (Scotland) Act 1973.

There remain certain other criteria for termination of contract, usually associated with the failure to conform with employment criteria for example, loss of nationality or civil rights and unauthorised residence abroad. In addition, GERMAN civil servants (including teachers) may be dismissed if they refuse to take the oath of service laid down by law or a solemn affirmation prescribed as an alternative, or if they cease to uphold the democratic principles of the Constitution and to show moderation in political activities. Dismissal presupposes disciplinary action.

Obtaining a post by misrepresentation at the time of employment also provides grounds for dismissal in GREECE (within a reasonable period, determined by the Civil Servants' code) and the NETHERLANDS (unless more than six months have elapsed since the fact came to light). In LUXEMBURG a teacher may face dismissal if the activities of his or her spouse are incompatible with the service of the state and the teacher cannot guarantee that these activities will be terminated.

Trends

The past decade has seen major educational reforms in many member states which may have a considerable impact on the mobility of teachers. Some examples follow.

Raising of the school-leaving age

The SPANISH parliament has just approved the raising of the school-leaving age from 14 to 16. The school-leaving age in PORTUGAL is being raised to 15, starting with those pupils who enrolled in the first year of Basic Education in the school year 1987/88. Compulsory education in ITALY still ends at age 14, although there are proposals before parliament to raise the school leaving age to 16.

The changes in SPAIN and PORTUGAL have brought with them a structural reform whereby a two-phase primary and lower secondary structure will replace the present all-through elementary education. Upper secondary education remains as a separate post-compulsory phase. The curriculum and teaching styles are being adapted to meet the needs of pupils of different ages and aptitudes.

These increases in the school population will have an impact in the demand for qualified teachers in the secondary phase.

Curricular review

There is a widespread review of the curriculum in several member states resulting from the lengthening of compulsory education (SPAIN and PORTUGAL), from the introduction of a national curriculum (ENGLAND and WALES) and from the common desire to reduce school failure and improve the overall quality of education.

Foreign language competence is clearly a key criterion for professional mobility. Foreign language teaching is gaining increasing prominence in the primary phase and although several member states report teacher shortages in the face of the growing demand, this new emphasis should better equip future generations of teachers to take advantage of opportunities closed to their mono-lingual elders.

Review of the conditions of service and salaries of teachers

The rights and responsibilities of teachers, and their salaries, have been the subject of debate in several member states. For the first time, the principal duties of teachers in ENGLAND and WALES have been explicitly laid down, and provision has been made for incentive payments to reward good classroom teaching, as well as the assumption of additional responsibilities.

In FRANCE, a wider range of responsibilities has been negotiated in return for better salaries. This results in more emphasis than hitherto being placed on pastoral and guidance activities, and collaboration between teachers, and between teachers, parents and industry.

In anticipation of the Single European Market after 1 January 1993, discussions are being undertaken by teachers' unions in GERMANY to establish whether teachers should be civil servants (*Beamte*) or non-tenured staff (*Angestellte*). The educational authorities argue that the sovereign jurisdiction (*Hoheitsrecht*) which teachers exercise over pupils should only be entrusted to civil servants. The aspects referred to include testing and grading, determining promotion or non-promotion of pupils to the next class and determining grades for school-leaving or training qualifications, which may have far-reaching consequences for the pupils' future life chances.

Devolution of responsibilities to regional or institutional authorities

There is a marked trend towards delegating responsibility for the management of schools from national to regional or even institutional authorities, for example, DENMARK, the NETHERLANDS, PORTUGAL, ENGLAND and WALES.

The implementation of the Education Reform Act 1988 will gradually delegate to the *governing body* of schools in ENGLAND and WALES the authority and the responsibility for managing the school and its budget. Within a national curriculum framework, schools will determine their priorities and targets to be achieved, and report to the parents each year.

The *local education authority* remains responsible for ensuring that the overall quality of education provided in its area is of a good standard, but it may not assume control of a school's budget unless there is clear evidence of the *governing body's* inability to manage. The increased delegation is balanced by a series of centrally imposed measures (national curriculum programmes of work, attainment targets and assessment tests) aimed at guaranteeing basic standards.

Although *LEAs* retain a statutory right to advise *governing bodies* on the appointment of senior staff, *governing bodies* will take over the responsibilities formerly carried out by the *local education authority* with respect to the management of teachers at a time when the pool from which applicants may be drawn is widened to include both those who have qualified by non-standard routes within the UK and teachers from other member states.

Conclusion

Although there has been a decline in school rolls in most member states, an increase in pupil numbers at primary level, the raising of the school leaving age in SPAIN and PORTUGAL and increased participation beyond the statutory phase all increase the demand for well-qualified teachers. Ironically, this pressure, coinciding with a reduced availability of young people who might be recruited to the teaching profession, could both promote and inhibit mobility. On the one hand, the availability of more teaching opportunities at 'home' reduce the need for teachers to seek employment within or outside education at home or abroad. On the other, imbalances in teacher supply between member states may give rise to increased recruitment from abroad. In this context, the implementation of Directive 48/89/EEC with effect from September 1989 has led to an increase in the number of teachers from other member states employed in schools in ENGLAND and WALES.

It is reasonable to suppose that the degree of internal mobility enjoyed by teachers, between geographical areas and between school types, influences the mobility of teachers from abroad. It is therefore possible that difficulties might be encountered by teachers seeking employment in countries where different teacher corps are restricted to specific areas or school types, until all the internal applicants have been satisfactorily placed.

The increasing participation by the lay community in the management and evaluation of the work of the school places teachers under pressure to achieve the objectives set by outsiders and to justify their actions. In addition to professional competence, teachers require a clear understanding of the values and of the political, administrative and social framework within which they carry out their responsibilities. The more readily incoming teachers adapt to this framework, by a combination of individual openness and appropriate induction and guidance, the more successful their contribution to the school's work is likely to be. It follows therefore, that similarities between the professional education and role expectations of teachers, and a sense of familiarity with the work of the school, are likely to have a positive influence on teacher mobility.

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Appendix 1

Categories of teachers

These categories classify teachers according to their qualifications, and determine the type of school in which they may be employed. A separate categorisation of employment status distinguishes those teachers who have achieved permanent civil servant status from others, who may be employed on probationary or temporary contracts.

Categories of teachers of technical and vocational courses, and those employed in special schools, have not been included in this description.

The ages listed below are a general guide and classes may include pupils younger or older than the ages given, partly because of the normal distribution of birthdays throughout the year and partly because some pupils may progress through a school more quickly or more slowly than the majority of their peers.

BELGIUM - FLEMISH COMMUNITY

<i>Lager onderwijs</i>	age 6-12
<i>Lager secundair onderwijs</i>	age 12-15
<i>Hoger secundair onderwijs</i>	age 15-18

BELGIUM - FRENCH-SPEAKING COMMUNITY

<i>Enseignement primaire</i>	age 6-12
<i>Enseignement secondaire inférieur</i>	age 12-15
<i>Enseignement secondaire supérieur</i>	age 15-18

BELGIUM - GERMAN-SPEAKING COMMUNITY

<i>Primarschulwesen</i>	age 6-12
<i>Sekundarschulwesen Unterstufe</i>	age 12-15
<i>Sekundarschulwesen Oberstufe</i>	age 15-18

DENMARK

Teacher training is closely linked to the age range of the pupils to be taught and the type of school (general, technical, vocational).

<i>Folkeskole</i>	age 7-16
<i>Gymnasium</i>	age 16-19

GERMANY

In GERMANY, the categories of teachers vary from *Land* to *Land*. Details on the five *Länder* on the territory of the former GDR are not yet available but in the eleven *Länder* listed below there are two basic patterns:

- a) In Bremen (BR), Hamburg (HH) and Nordrhein-Westfalen (NRW), teaching careers are distinguished on the basis of educational phases (primary, lower and upper secondary);
- b) in Baden-Württemberg (BW), Bayern (BY), Berlin (BE), Hessen (HE), Niedersachsen (NS), Rheinland-Pfalz (RP), Saarland (SA) and Schleswig-Holstein

(SH), the classification is based on types of school, either singly or in combinations;

<i>Grundschule (or Primarstufe)</i>	age 6-10
[Bayern, Bremen, Hamburg, Hessen, Nordrhein-Westfalen]	
<i>Grundschule und Hauptschule</i>	age 6-15/16*
[Baden-Württemberg, Niedersachsen, Rheinland-Pfalz, Saarland and Schleswig-Holstein]	
<i>Grundschule, Hauptschule and Realschule</i>	age 6-16
[Berlin]	
<i>Hauptschule</i>	age 10-15
[Bayern]	
<i>Hauptschule and Realschule</i>	age 10-15/16*
[Hessen]	
<i>Sekundarstufe I</i>	age 10-16
[Bremen, Hamburg, Nordrhein-Westfalen]	
<i>Gymnasium</i>	age 10-19
[Baden-Württemberg, Bayern, Berlin, Hessen, Niedersachsen, Rheinland-Pfalz, Saarland and Schleswig-Holstein]	
<i>Sekundarstufe II</i>	age 16-19
[Bremen Hamburg Nordrhein-Westfalen]	

* The age at which young people transfer from one school to another varies between *Länder*. Teachers in *Gesamtschule* do not constitute a separate category

SPAIN

<i>Maestros</i>	age 6-14
<i>Profesores de Enseñanza Secundaria</i>	age 14-18
(incorporating former <i>Profesores Agregados de Bachillerato</i> and <i>Profesores Agregados Catedráticos Numerarios de Bachillerato</i>)	

FRANCE

Professeurs certifiés are eligible only for certain posts in secondary schools in accordance with their specialist qualifications. *Professeurs agrégés* are eligible for posts in secondary and higher education. There is some overlap between teacher corps/school type.

<i>Instituteur/institutrice</i>	age 6-12
<i>Professeurs certifiés (CAPES/CAPET/CAPAPS)</i>	age 12-15
<i>Professeurs agrégés (Agrégation)</i>	age 12-18+

New legislation will introduce a single corps of *professeurs*, comprising *professeurs des écoles* (formerly *instituteurs*) and *professeurs du second degré (professeurs certifiés)*.

GREECE

<i>Nypiagogos</i>	age 3-5+
<i>Daskalos/Daskala</i>	age 5-12
<i>Kathigitis/Kathigitra</i>	age 12-18

IRELAND

<i>Primary</i>	age 4-12
<i>Secondary</i>	age 12-19

ITALY

<i>Scuola elementare</i>	age 6-11
<i>Scuola media</i>	age 11-14
<i>Scuola media superiore</i>	age 14-19

LUXEMBURG

<i>Instituteurs de l'éducation pré-scolaire</i>	age 4-6
<i>Instituteurs de l'enseignement primaire</i>	age 6-12
<i>Professeurs de l'enseignement post-primaire</i>	age 12-15

NETHERLANDS

Teachers are divided into teaching corps according to their qualifications. *Leraar voortgezet onderwijs algemene vakken 2e graads* are eligible only for certain posts in secondary schools in accordance with their specialist qualifications. *Leraar voortgezet onderwijs algemene vakken 1e graads* are eligible for all posts in secondary general education.

<i>Leraar Basisschool</i>	age 4-12
<i>Leraar 2e graads</i> (MAVO; years 1-3 only of HAVO or VWO)	age 12-15
<i>Leraar 1e graads</i> (years 1-5 HAVO; years 1-6 VWO)	age 12-18

PORTUGAL

<i>Professores do ensino primario</i>	age 6-12
<i>Professores do ensino preparatorio e secundario unificado</i>	age 12-18

UNITED KINGDOM

England and Wales

Although there are numerous routes to qualified teacher status, there is a single category of teacher employed in state schools, comprising those who hold a teaching qualification recognised by the *Department of Education and Science*. Qualified teachers may be employed in any sector, although they generally teach pupils within the age range for which they have specialised.

Scotland

Teachers employed in state schools must hold the qualification appropriate for the age range and, in the case of *secondary* school, the principal teaching subject. They must also be registered with the *General Teaching Council for Scotland*.

EURYDICE

The Education Information Network in the European Community

Educational cooperation in the Community

The education systems in the twelve EC Member States vary considerably and this variety, which is the result of historic and cultural factors, is itself a source of wealth.

In order to ensure that this diversity does not become an obstacle to the free movement of people, it is essential to provide effective information on the operation and structures of the education systems.

It is also vital for each country to benefit from the experience of its Community partners and thus contribute to the development of European educational cooperation.

In February 1976 the Council of the European Communities and the Ministers of Education adopted an action programme in the field of education. They agreed among other things to set up an information network in order to increase and improve the circulation of information in the area of education policy (1).

This information network, known as EURYDICE, is designed therefore to underpin the developing programme of educational cooperation within the European Community.

It was recognized in 1990 as the chief instrument for providing information on national and Community structures, systems and developments in the field of education (2).

In accordance with their own distinctive education structures, each Member State has designated at least one Unit to participate in the network and the Commission of the European Communities has arranged the establishment of the EURYDICE European Unit, which is part of the network.

EURYDICE is based on the mutual cooperation of all the Units. In addition the European Unit coordinates and animates the network.

(1) Official Journal n° C38, 19.02.1976, p.1.

(2) Official Journal n° C329, 31.12.1990, p.23.

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