



Policy Paper

Raising the Status and Improving the Attractiveness of the Teaching Profession

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Background

The European Trade Union Committee for Education (ETUCE) believes that education is a public good and that well-funded, well-staffed education systems are critical to the future prosperity of European nations. The fight must continue, therefore, for the enhancement of structural and sustainable **public investment** in education systems, and to support the **rights, professional integrity, autonomy, and academic freedom of all teachers and academics**, so that they can deliver **quality, equitable and inclusive education**.

Raising the status and improving the attractiveness of the teaching profession are priorities for ETUCE. Given the recent experience of the pandemic, the critical role which education plays in respect of **societal recovery**, and the centrality of teachers to the delivery of **education recovery** and the promotion of well-being amongst children and young people, raising the status and the attractiveness of the teaching profession should be priorities, also, for politicians at every level of governance and for education social partners across Europe.

During the COVID-19 crisis, ETUCE member organisations stood up for the rights, health and safety and working conditions of education sector employees across Europe. We must now campaign to further build support for **enhancing the status of education and research staff** and ensuring that teaching is valued highly as a profession and rewarded appropriately. Central to this is ensuring that meaningful social dialogue and collective bargaining mechanisms are in place to develop education policies and employment protection agreements that are effective and meet the needs of practitioners.

The **COVID-19 pandemic** created additional pressures on education staff who worked on the frontline of the crisis including: a deterioration of working conditions; heavily increased workloads; pedagogical challenges due to online and blended learning; job losses; fixed-term contracting; and the casualisation of staff. Such negative experiences have had an overall detrimental impact on the mental health and well-being of staff and have undermined the status of teachers.

39 A major **teacher shortage** now faces Europe, threatening the sustainable development of education
40 systems.¹ Teacher shortages² are apparent in most education systems. Given the aging profile of
41 those in post, retention is as critical as recruitment. Varying by countries, such shortages might
42 express themselves in general terms or specifically in geographical areas, in certain subjects
43 (particularly STEM), or according to the particular needs of students, including students with special
44 needs, students in multilingual and multicultural settings and students from socioeconomically
45 deprived backgrounds.³

46

47 Building on the [Resolution on Empowering Education Trade Unions: The Key to Promoting Quality](#)
48 [Education \(December 2016\)](#), which recognises the role of education trade unions in providing support
49 to teachers with their employment and professional matters, the ETUCE Resolution on [Campaigning](#)
50 [to enhance the Teaching Profession for Solidarity, Democracy, Equality and Sustainability \(2020\)](#) and
51 the [Resolution “For an Education-led Recovery”](#) (2021) underlines ETUCE’s commitment to “*support*
52 *teachers, academics and other education personnel in rising above the challenges of post-pandemic*
53 *societies, protect their rights, working conditions, health, safety and well-being, and ensure the overall*
54 *status and attractiveness of the teaching profession”* .

55

56 This ETUCE Policy Paper sets out in 10 clear demands, the visions of ETUCE on improving the status
57 and attractiveness of the teaching profession in all education sectors, including the research sector. It
58 calls upon ETUCE member organisations to propagate and campaign for these demands in their own
59 jurisdictions and for governments at all levels to commit to delivering these objectives as part of a
60 comprehensive effort to raise the status and attractiveness of the teaching profession.

61

62 **Important notes**

63

64 **1.** The policy paper focuses on the **education staff in every education sector, including early**
65 **childhood education, VET and higher education and research.**

66 **2.** Where the word **school** is used, it covers all **education institutions** including ECE institutions,
67 general education schools, VET institutions, and tertiary level institutions.

68 **3.** Throughout the policy paper we use the expression “school leader” in a broad sense. **School**
69 **leader** means head or principal of the learning institution, but also other individuals with
70 leadership roles such as deputy principals, departmental/subject heads, senior teachers and
71 other individuals entrusted with leadership responsibilities in every education sector.⁴

72

73 **10 Key action points to raise the status and improve the attractiveness of the**
 74 **teaching profession**

75

76 *The numbering of key action points does not indicate the level of importance*

77

- 78 **1 Ensure professional autonomy and academic freedom**
- 79 **2 Commit to collaborative and collegial leadership in educational establishments and**
80 **systems**
- 81 **3 Deliver decent salaries – including addressing any pay inequalities**
- 82 **4 Ensure sustainable working conditions and promote teacher well being**
- 83 **5 Control excessive workload and working hours**
- 84 **6 Create quality entry pathways and retention practices**
- 85 **7 Ensure entitlement to quality and inclusive initial education and continuous**
86 **professional development**
- 87 **8 Address equality and diversity challenges in teaching workforces**
- 88 **9 Promote and commit to social dialogue**
- 89 **10 Empower the teaching profession**

90 1. Ensure professional autonomy and academic freedom

91

92 Teachers are the greatest resource of any education system. Teachers, therefore, should be
93 trusted and provided with the professional autonomy and academic freedom to decide the
94 most appropriate approach to meet local conditions and individual needs of children and
95 students within any curriculum framework in order to ensure quality and inclusive education.⁵

96

97 Every school and university should develop an appreciative performance policy for their
98 teachers and researchers and install a stimulating feedback culture. Evaluation and teacher
99 assessment can be part of a participative personnel policy but they should never be an
100 obstacle to professional autonomy and academic freedom in teaching and research. Teachers
101 and researchers cannot be restricted in their work in order to conform with labour market
102 needs. Assessment of teachers and academic staff should not be punitive or gender biased.
103 There is a need to resist the increasing pressure from the labour market and trends such as
104 increasing managerialism which considers schools and universities as private enterprises.
105 These attempts hinder the professional autonomy of the teachers, the academic freedom of
106 academics and researchers, and the institutional autonomy of universities.

107

108 It is important to ensure sustainable, and effective public funding of education and
109 research “as part of the principle of public responsibility⁶” and to resist proposals which seek
110 to privatise, market, and commercialise the education sector. Especially since these proposals
111 have a direct effect on the professional autonomy of teachers as they risk pushing the teacher-
112 student relationship into one of service providers and customers

113

114 Academic freedom and institutional autonomy are the central pillars of higher education and
115 research sectors; they run in parallel to the need for decent salaries, fair working conditions,
116 efficiency, quality and inclusiveness of education.

117

118 2. Commit to collaborative and collegial leadership in educational 119 establishments and systems

120

121 ETUCE believes⁷ in distributed leadership, shared or collaborative leadership, involving
122 teachers and the whole pedagogical community. Through such collaborative leadership,
123 school principals can work with the whole pedagogical community to develop a shared vision
124 for the school, to set its goals and to work systematically towards their fulfilment. In any
125 education system, teachers should be considered the leaders of their profession.

126

127 Teachers and union representatives should have an active role in democratic and collaborative
128 leadership⁸ in order to establish conditions for a positive school environment with a
129 democratic culture of peace, tolerance, equity, inclusiveness and cooperation and for
130 effective teaching and learning in their institutions by providing the necessary resources,
131 support, and motivation for the school leaders, teachers and students. Involving teachers and
132 union representatives in the development and reform of educational policies and
133 programmes is crucial for improving working conditions.

134
135 School leaders are also crucial figures in the development of fundamental values in schools;
136 however, they often do not feel that their work is held in high regard by society, as just over
137 one third of principals agree that their profession is valued.⁹ School leaders should not only
138 be administrators but pedagogical leaders who mediate collaboration among teachers as well
139 as between teachers and students. They have a critical role in ensuring equality, freedom of
140 speech, and human rights.

141
142 The practice of social dialogue and collegial governance is crucial to enhance the effectiveness
143 and efficiency of leadership. Considering the important and demanding roles performed by
144 school leaders, the completion of a programme or course specialising in institutional
145 administration or principal training is a requirement in many countries before taking up their
146 positions.¹⁰

147

148 **3. Delivering decent salaries – including addressing any pay inequalities**

149

150 Decent salaries need to be ensured for all teachers and researchers (no less than the
151 equivalent salary level of other professionals who have tertiary level qualifications) through
152 collective bargaining and by collective agreements and/or by influencing national legislation
153 on the salaries of civil servants.¹¹ Salaries should take into consideration the rising cost of living
154 in Europe especially following the COVID-crisis.

155

156 High and attractive starting salary levels need to be ensured for all teachers; improving salary
157 and career progression would increase the recruitment and retention of young teachers.¹²

158

159 Salaries should be linked to qualifications obtained. The principle of equal pay for equal work
160 and work of equal value needs to apply. All teachers should have the highest level of
161 qualifications and be paid appropriately. According to the [ETUCE policy paper Teacher
162 Education in Europe](#), *“raising the level of qualifications of teachers is arguably one of the most
163 important means to raise the status and attractiveness of the teaching profession [...] It is the
164 ETUCE’s firm belief that in the light of the complexity of the job of teaching today, all teachers
165 should, as a minimum, be educated to Master’s level. In the context of recruiting qualified
166 candidates into teacher education it is however also important to recognise that teacher
167 education is important in its own right.”*

168

169

170 The status of early childhood teachers, and the value placed on their education, should be at
171 an equal level with other teachers, with equal rights and entitlements. The fact that teachers
172 in the VET sector are being treated in an inferior manner than other teaching professionals,
173 (they are more likely to have fixed-term contracts and lower salaries than teachers in other
174 education sectors)¹³ is one of the reasons why recruitment of VET teachers is difficult.¹⁴ In
175 some countries the primary school teachers are paid less than their counterparts in other
176 sectors.

177

178 Improvements in salaries should be in the context of addressing the gender pay gap within
179 the education sector and between teachers in different education sectors and between the
180 teachers and school leaders.¹⁵ The gender discrepancies in the teaching profession are
181 predominantly due to salary expectations for women and men as teachers relative to their
182 salary prospects in other fields.¹⁶

183
184 Further work needs to be done to examine other pay gaps deriving from other inequality
185 characteristics to effectively fight against discrimination. It is also important to analyse
186 differences of salaries between public and private education institutions and also geographical
187 inequalities.

188
189 While initial teacher salaries should be increased, there is still a need for progressive
190 promotion paths and salary scales to be such that they act as an aid in teacher retention.¹⁷ A
191 clear and structured salary pathway needs to be ensured for all teachers in order to support
192 their retention and to increase motivation and provide certainty for the future.

193 194 **4. Ensure sustainable working conditions and promote teachers' positive well** 195 **being**

196
197 There are significant links between stress levels and working conditions, which includes the
198 working environment and perceptions of self-efficacy amongst staff.

199
200 Well-being - which relates to different aspects of the teaching profession: job security and
201 contractual situation, workload, work environments, working conditions, sense of safety, peer
202 and institutional support, relational aspects with learners, parents, colleagues, school leaders,
203 and others involved with the school, and appreciation from the wider community¹⁸ - has been
204 worsened by the COVID-19 crisis¹⁹.

205
206 The pandemic had a negative impact on teachers' and researchers' working conditions and
207 health and safety. Constant switches between open and closed education institutions were
208 disruptive for the teaching and learning process. Hybrid and online teaching and learning have
209 caused significant work-related stress on teachers, negatively impacting their well-being.²⁰
210 Teachers' inability to disconnect digitally from their jobs creates an imbalance in their
211 professional and private lives, thus making teaching unsustainable and resulting in poor
212 retention rates. Efforts must be made to tackle these psychosocial hazards, especially
213 considering that these negative trends have been worsened by the COVID-19 crisis.

214
215 Psychosocial hazards, such as work-related stress, increasingly affect teachers' health and
216 well-being.²¹ According to research²², the causes of work-related stress of teachers include
217 "schools and schools systems becoming more and more bureaucratic; expectations on
218 teachers to manage difficult student behaviour; greater service delivery demands with fewer
219 resources; a lack of planning time; increased emphasis on accountability measures; and the
220 exclusion of teachers from policy-making procedures." High levels of stress are associated
221 with lower self-efficacy for teaching, lower job satisfaction and lower commitment. High levels

222 of stress can lead to burnout, a multidimensional construct composed of three characteristics:
223 emotional exhaustion, depersonalisation and a reduced sense of personal accomplishment.²³
224 In addition, teaching has an impact not only on mental but also on the physical well-being of
225 teachers. Policy makers and employers need to take effective actions to reduce these impacts.

226
227 Improved work design, organisation and management, and the social context of work can
228 target negative psychological, physical and social outcomes such as; work-related stress;
229 burnout or depression. Inclusive, sustainable, and decent workplaces, including by enhancing
230 occupational health and safety, and work-life balance need to be provided to all education
231 staff. National policies and national legislation on occupational health and safety and
232 particularly on stress at work must guarantee a good working environment and well-being for
233 teachers, trainers, researchers and other education personnel.²⁴ Improving the health literacy
234 of education staff is important, to raise awareness on the importance of health and safety
235 measures, as well as for risk assessment in education.²⁵

236

237 **5. Control excessive workload and working hours**

238

239 While many countries acknowledged the invaluable contribution of teachers as daily front-
240 line workers during the COVID-19 pandemic, formal recognition has not been accompanied
241 by concrete support and improved working conditions.

242

243 Rapid adaptation to emergency teaching settings during the pandemic resulted in significant
244 changes in the teaching and working conditions of teachers and researchers. Research
245 shows²⁶ that in the sudden increases in emergency remote teaching, fewer than half of
246 teachers felt well prepared to use ICT in their teaching, and most countries provided some
247 sort of training on digital competences only after the pandemic had started. Not having the
248 appropriate skills for teaching in an online environment increased the workload and stress
249 of teachers. Special attention for teachers with care responsibilities needs to be considered
250 in relation to their home/family responsibilities.

251

252 Many countries made non-teaching tasks mandatory in the pandemic outside normal
253 teaching times, for example in-person consultations with parents or creating and sharing
254 one's own teaching materials.²⁷ At the same time most countries did not increase teacher
255 salaries²⁸ despite the increased workload of education personnel during the pandemic, and
256 only a few countries recruited new temporary education personnel (many of whom did not
257 meet the minimum requirement of teaching qualifications) to reduce teachers' workloads.²⁹

258

259 Excessive workload is a universal challenge for teachers which demands immediate redress.
260 Apart from teaching hours, these are caused by other assignments such as preparing
261 lessons, administrative tasks, in-service training, and staff meetings.³⁰ Online and blended
262 teaching also increase the workload of the teachers in multiple ways. Instead of referring
263 only to 'teaching hours', the term 'working hours' should be used, as this will assist in the
264 reduction of workloads and the amount of unpaid overtime for teachers. This is particularly
265 important for teachers in precarious employment.³¹ The evolution of 'mobile teaching',

266 where teachers are contracted lesson-by-lesson and teach selected classes in multiple
267 schools in almost all sectors, impacts teachers and puts their ability to provide quality
268 education at risk.³² This has been worsened with digitisation, as often teachers work
269 remotely instead of travelling, and thus receive less pay.

270

271 To increase the attractiveness of teaching, permanent contracts must replace fixed term
272 ones to address the issue of unpredictable and often unregulated working hours.

273

274 **6. Create quality entry pathways and retention practices**

275

276 The attractiveness of the teaching profession could be improved amongst second level
277 students by providing good career guidance to young people, which could enhance their
278 motivation to apply to train as a teacher. There is also a need to consider how to support
279 socio-economically disadvantaged students to ensure their access to, and completion of,
280 initial teacher education. Finally, particularly in the post-COVID period, there is a need for
281 improved career prospects, as these improve the attractiveness of teaching and also support
282 job retention.

283

284 Raising the quality of induction training and mentorship by effective updates in response to
285 teachers' professional needs, and providing permanent contracts to early-stage teachers are
286 issues which need to be addressed in order to reduce the early dropout rate of novice teachers
287 at the start of study and of their professional careers.³³

288

289 High quality induction and mentorship programs provided for trainee teachers while learning
290 and working in schools play a key role, not only to help them to complete their teacher
291 qualification or acquire a teaching licence (depending on the country), but to integrate them
292 into the profession. Induction and mentorship programs need to include; updated quality
293 pedagogy and didactics, teacher training materials, alternative learning methods, updates of
294 the curricular design, and deployment of highly trained mentors.³⁴

295

296 Employee rights are critical to recruitment. Job security, decent salaries and working
297 conditions, decent health and holiday coverage, fair pension schemes and social benefits will
298 further enhance the attractiveness of the profession.

299

300 Retention is a prominent challenge, also; it is closely linked to the fact that career progression
301 for teachers in different education sectors is very slow or stagnant. In several countries this
302 makes the profession unattractive and leads to difficulties in retaining high quality staff.³⁵ It is
303 important, therefore, to diversify teacher career structures and to widen career advancement
304 opportunities in order to attract and retain well-performing teachers in the profession.³⁶

305

306 Career development needs to be seen as being broader than leading to management roles. It
307 should allow for promotion in different areas and professional specialisation within the
308 education sector. Teachers positively welcome having more opportunities for career
309 progression while still being able to continue their classroom work.³⁷ Accessing attractive

310 career pathways and opportunities for further professional development are essential for all
311 teachers and researchers. Overall time spent on maternity, paternity, parental, and care leave
312 should never affect career progression in a negative way.
313

314 **7. Ensure entitlement to quality and inclusive initial education and** 315 **continuous professional development**

316
317
318 Teachers must be supported in the professional development needed to cope with new
319 demands, including digital and green skills³⁸, social skills, democratic citizenship and other
320 transversal skills³⁹.

321
322 For all decisions regarding professional development, initial or continuous, teachers and their
323 trade unions are essential; they must therefore be part of any process of determining the
324 necessary requirements for qualification to enter the profession or for upskilling.
325

326 Initial education and continuous professional development need to be updated to help
327 teachers to be fully prepared for classroom work regarding the green and digital transition of
328 education and to teach key competences.⁴⁰ For education systems, continuing professional
329 learning is critical to complement teachers' initial preparation, to continue improving the
330 quality of teaching and learning, and to retain staff over time.⁴¹

331
332 Effective and sustainable investment in initial education and CPD of teachers concerning
333 pedagogy, workshops, and resourcing of education institutes, should ensure that quality
334 education and training is provided to match the demands of the future. Initial and continuous
335 professional development needs to be based on detailed high-quality research on teaching
336 subjects and pedagogical methods, which should also deal with equality issues and gender
337 roles. Initial and continuous professional development needs to be available in different
338 flexible forms (online, part-time, etc) which allow teachers to attend while meeting care
339 responsibilities. However, in some countries, governments have taken steps to privatise
340 teacher training or to hand over the research on teachers' professional development to
341 private institutions.⁴²

342
343 While acknowledging that each country, with the effective involvement of the education trade
344 unions, should determine the mandatory or voluntary nature of CPD, ETUCE believes that high
345 quality and inclusive⁴³ CPD should be available for all teachers, free of charge and within their
346 working hours.⁴⁴ This must be facilitated by guaranteeing a replacement during working hours
347 and administrative support to organise the training⁴⁵. Teachers participate in more types of
348 CPD when there is a certain amount of time allocated to CDP annually in their working hours.⁴⁶

349
350 Minimum academic qualifications, set at Master level by most European countries⁴⁷, are
351 needed to ensure high quality staff. The recognition of teaching qualifications obtained in
352 other countries should be simplified⁴⁸

353

354 The requirement to move towards minimum qualification levels for teachers have been
355 ignored in an increasing number of cases⁴⁹. There have also been attempts to shorten the
356 length of initial teacher education programmes⁵⁰ due to teacher shortages which derive from
357 ageing of the workforce, unattractive working conditions, and salaries, and the COVID crisis.
358 There are increasing attempts to de-regulate the teaching profession and schools are opening
359 more access to non-qualified teachers or professionals from other sectors. Included in this
360 are VET teachers and VET trainers within schools, who are increasingly being replaced by
361 unqualified professionals. VET trainers should also be expected to acquire the minimum
362 requirements of pedagogical training⁵¹.

363
364 It is essential to fight against attempts to de-regulate minimum requirements of teaching
365 qualifications because these can undermine the quality of education, the status of teachers,
366 and collective agreements. Ensuring such minimum requirements for teaching would also
367 promote increases in teacher salaries, which should be determined based on qualifications
368 obtained.

369

370 **8. Address equality and diversity challenges in teaching workforces**

371

372 It is crucial that all education personnel are treated according to principles of equal
373 opportunities, enhanced diversity and supported inclusion, in their everyday work. A
374 recruitment policy must be put into effect which seeks to attract a teaching body that reflects
375 the full spectrum of society in terms of diversity, including gender, sexual orientation, abilities
376 and special educational needs, economic status, ethnic origin, language, religion, and
377 migratory and citizenship status.⁵² Particular emphasis should be given to recruiting teachers
378 with migrant backgrounds and teachers with different mother tongues. Preventing and
379 combating discrimination and the intersectional interweaving of different grounds of
380 discrimination are major challenges. It is important to create in educational institutions a
381 climate not only of tolerance but of recognition of the benefits of diversity.

382

383 Considerable attention should be given to recruitment strategies that are aimed at recruiting
384 equal numbers of men and women into the profession. The extent of the gender imbalance
385 varies within the education sector depending upon subject and level of education. Early
386 childhood education, primary and secondary education are dominated by a significant gender
387 imbalance with a predominant female workforce, whereas VET and higher education and
388 research are predominantly male orientated.⁵³

389

390 **9. Promote and commit to social dialogue, collective bargaining and** 391 **agreements**

392

393 Social dialogue, collective bargaining and agreements and collegial governance are essential
394 in order to ensure sustainable quality employment, decent working conditions, promising
395 career prospects and rewarding incentives such as fair pay⁵⁴ for the staff.⁵⁵

396

397 Key elements of social dialogue need to be strengthened such as: joint work and projects with
398 employers and government, information sharing, communication, consultation, collective
399 bargaining, and collective agreements.⁵⁶ Without effective social dialogue raising the
400 attractiveness of the teaching profession cannot be realised.

401

402 Social dialogue should be expanded to include non-traditional but essential issues for
403 education personnel.⁵⁷ According to ETUCE research, the range of issues addressed within
404 social dialogue has gradually expanded in many countries. Collective agreements increasingly
405 cover matters such as health and safety, training, grievance and arbitration procedures,
406 discrimination in employment and affirmative action measures for women or minority groups,
407 and may include the professional responsibilities of faculty members.⁵⁸

408

409 Teacher trade unions should have an active role in ensuring the rights of their members in
410 order to improve their working conditions and support them professionally⁵⁹. Pay will always
411 be an absolutely fundamental issue in the wages-for-work transaction, but the nature of the
412 work in that exchange relationship, and the factors that shape it, are equally important.⁶⁰ In
413 ETUCE Resolution⁶¹ ETUCE Member Organisations committed to “Continue to engage in
414 actions aimed at improving social dialogue and collective bargaining at European, national,
415 regional and local level to ensure an increase of public funding for education and teachers’
416 salaries, equal access to and provision of quality education for all learners, and with a view to
417 increasing the status of teachers and improving the image of the teaching profession in
418 society” and to “Provide various means of professional support to education personnel and
419 be a centre for teachers’ professional development”.

420

421 It is also essential to understand the different experiences of social dialogue at national,
422 regional and local levels. A few ETUCE member organisations reported that social dialogue is
423 “good” across all levels, compared to the majority which find it unsatisfactory, and who say
424 that it has deteriorated badly.⁶² It is not clear to what extent the deterioration of social
425 dialogue may be attributed to the impact of the coronavirus pandemic⁶³, but social dialogue
426 remained strong and got even stronger in few countries during the pandemic⁶⁴.

427

428 To achieve these goals, trade union action must be able to take place without hindrance or
429 fear of legal reprisals or sanctions in the workplace. Trade union freedom is at the foundation
430 of the achievement of social and civil rights. Guaranteeing trade unionists the right to
431 collective action, the right to mobilise, the right to denounce and resist must be a priority
432 objective. Specific and comprehensive protection for whistle-blowers and staff
433 representatives is an essential prerequisite for achieving quality social dialogue in line with
434 European Directive 2019/1937, which should be strengthened and extended in this way.

435

436

437 **10. Empower the teaching profession**

438

439 Empowering the teaching profession means providing the necessary resources in terms of
440 staffing and budgets to allow schools to flourish and to play their role in broader communities

441 to tackle the inequities, so clearly exposed by the COVID-19 crisis in too many societies. The
442 critical role of teachers in supporting learners and school communities was highlighted by the
443 response to the pandemic. Teachers need the trust of parents, pupils, and the broader society.
444 This trust should be replicated by policy makers who need to move away from directive, top-
445 down, approaches to education and to turn instead to trusting and empowering teachers and
446 school staff to nurture, educate and support students and to deliver the common good which
447 is education.⁶⁵

448
449 Professional autonomy and teacher agency are the hallmarks of an empowered education
450 system. They are the cornerstones of the provision of quality education. Trust in the
451 profession is a third, critical, hallmark. Understanding and respecting the mission and
452 professionalism of teachers is a crucial aspect of attracting people to the profession. Teachers
453 are the experts in teaching and allowing them to put into practice their pedagogies will
454 enhance learning and teaching immensely.

455

456 NOTES AND REFERENCES

¹ 36% of teachers in primary and secondary schools are aged 50 and over. 9% of teachers in the European Union are over 60. Ageing teachers are a growing problem in 16 out of the 36 countries surveyed by Eurydice. At the same time that teachers are getting older, 11 countries report that there are too few students enrolling for initial teacher education. Denmark, the Netherlands, Sweden, and Norway report that student drop-out from initial teacher education is their main challenge in terms of teacher supply and demand. In: [Eurydice report "Teaching Careers in Europe: Access, Progression and Support"](#), 2018.

² 24.6% of principals reported a shortage of qualified teachers, 37.8% reported a shortage of teachers with the competence in teaching students with special needs, 16.4% reported a shortage of vocational teachers, 23.5% reported a shortage of teachers with competence in teaching students in multicultural or multilingual settings, and 24.2% reported a shortage of teachers with competence in teaching students from socio-economically disadvantaged homes. These shortages of resources reportedly hindered the school's capacity to provide quality instruction 'quite a bit' or 'a lot'. In: [European Commission "Education and Training Monitor 2019"](#).

³ On average in the EU, 34% of teachers work in schools with at least 10% of special-need students; 19% of teachers in the EU works in a school where more than 30% of students come from socio-economically disadvantaged homes; 24% of teachers work in schools with at least 10% non-native-speaking pupils and 32% of teachers work in schools with at least 1% of refugee students. In: ["Council conclusions on European teachers and trainers for the future" \(2020/C 193/04\)](#), Art. 13 b).

⁴ During the policy paper we use the expression "school leader" in a broad sense. "ETUCE takes a broad view of school leadership, encompassing, not only the head or principal of the learning institution, but also other individuals with leadership roles such as deputy principals, departmental/subject heads, senior teachers and other individuals entrusted with leadership responsibilities. ETUCE believes in distributed leadership, shared or collaborative leadership involving teachers and the whole pedagogical community. Through such collaborative leadership, school principals can work with the whole pedagogical community to develop a shared vision for the school, to set the school goals and to work systematically towards their fulfilment." In: [ETUCE Policy Paper on School Leadership](#), 2012

⁵ On average across OECD countries and economies only 42% of principals report that their teachers have a significant responsibility over a large share of tasks related to school policies, curriculum and instruction. In: [OECD TALIS 2018 Results \(Volume II\): "Teachers and School Leaders as Valued Professionals"](#).

⁶ [ETUCE Article "Trade unions' demand to education ministers about the future of the Bologna Process"](#), 2020.

⁷ [ETUCE Policy Paper on School Leadership](#) (2012)

⁸ EEPN Project *Policy recommendations: "New roles and competences for teachers and school leaders in the digital age"*, 2021

⁹ On average across OECD countries, 37% of principals agree or strongly agree that the teaching profession is valued in society. In: [OECD TALIS 2018: "Insights and Interpretations"](#).

¹⁰ Only 54% of school leaders have completed a programme or course in school administration or principal training before taking up their position as principal. In: [OECD TALIS 2018 Results \(Volume I\): "Teachers and School Leaders as Lifelong Learners"](#).

¹¹ For example, in Germany, the actual salaries of upper secondary teachers are the same as those of similarly educated workers. In: [OECD report "Education at a Glance 2020: OECD Indicators"](#).

¹² Young teachers are more disadvantaged in terms of salaries, as they earn on average 66% less than senior colleagues with the same level of qualification. In: [OECD report "Education at a Glance 2020: OECD Indicators"](#). In Germany, Finland, Sweden, Albania, Bosnia and Herzegovina, Switzerland, Liechtenstein, North Macedonia and Norway, the starting salary increases with the education level. In: [Eurydice report "Teachers' and School Heads' Salaries and Allowances in Europe 2018-19"](#).

¹³ [OECD Reviews of Vocational Education and Training: "Teachers and Leaders in Vocational Education and Training"](#), 2021.

¹⁴ [OECD Reviews of Vocational Education and Training: "Teachers and Leaders in Vocational Education and Training"](#), 2021.

¹⁵ Although women make up a majority of the teaching profession, they are relatively under-represented in leadership positions. On average across OECD countries, 68% of lower secondary teachers are women, but only 45% of principals. This is particularly striking given that principals tend to be recruited from among the ranks of teachers – suggesting that female teachers are less likely to be promoted as principals than their male counterparts. In: [OECD Education Indicators in Focus: “Gender imbalances in the teaching profession”](#), 2017

¹⁶ Gender differences are more significant when it comes to teachers’ salaries relative to other tertiary-educated workers. On average across OECD countries, male primary school teachers (aged 25-64) earn 71% of the wages of other tertiary-educated men. This number increases to 76% in lower secondary education and 81% in upper secondary education. Female teachers earn a significantly higher relative wage. Women in primary education earn over 90% of the salaries of other tertiary-educated female workers, and even slightly more than them at the lower and upper secondary levels. These sharp differences in relative salaries for men and women are likely to have made the teaching profession more appealing to women, especially at the lower levels of education. In: [OECD Education Indicators in Focus: “Gender imbalances in the teaching profession”](#), 2017.

¹⁷ It is uncommon for appraisal processes to be tied to career progression in the form of pay increases or a bonus, with an average of only 41% of teachers reporting that this happens in their school. In: [OECD TALIS 2018 Results \(Volume II\): “Teachers and School Leaders as Valued Professionals”](#).

¹⁸ [Eurydice Report “Teachers in Europe Careers, Development and Well-being”](#), 2021.

¹⁹ According to OIELE’s research, teachers in private schools in Greece highlighted the lack of investment in new educational strategies/innovations, the growing amount of bureaucracy that is affecting the quality of teaching, democratic governance in schools, transparency in the selection of school officials, isolation of teachers that take part in union activities, illegal practices from school boards/owners when it comes to not paying overtime (including open school days, bazaars, and forced work during weekends). Teachers expressed frustration at e-learning during the pandemic, because many working rights were violated, mainly the right to digitally disconnect after the legal working hour frame. In OIELE research: [Survey on working climate and professional satisfaction in private education in the time of the pandemic](#) (in Greek only).

²⁰ World Health Organisation (WHO): [Schooling during COVID-19](#), 2021

²¹ Teachers can find themselves in a state of physical and emotional exhaustion, stress and burnout, and their mental and physical health can be affected. In: [Eurydice Report “Teachers in Europe Careers, Development and Well-being”](#), 2021.

²² OECD: [Teachers’ Well-Being: A Framework for Data Collection and Analysis](#), 2020

²³ OECD: [Teachers’ Well-Being: A Framework for Data Collection and Analysis](#), 2020

²⁴ Well-functioning, inclusive and supportive education systems are important and key to supporting the well-being, including the mental health, of pupils and teachers. In: [European Commission “Education and Training Monitor 2021”](#).

²⁵ World Health Organisation (WHO): [Schooling during COVID-19](#), 2021

²⁶ [OECD “The State of Global Education. 18 Months into the pandemic”](#), 2021.

²⁷ All OECD countries made non-teaching tasks somehow mandatory, in one way or the other. Worryingly, during the pandemic, this was also encouraged outside the normal teaching time. Czech Republic, for instance, expected teachers to have individual e-mail, phone and in-person consultations with parents as well as conducting survey feedback, while Portugal established collaborative networks between teachers, local governments, and mail services to distribute learning materials. In: [OECD “The State of Global Education. 18 Months into the pandemic”](#), 2021.

²⁸ Around 85% of OECD countries did not increase teacher salaries (exemptions were Lithuania, Slovenia and Latvia) despite the increased workload of education personnel during the pandemic. In: [OECD “The State of Global Education. 18 Months into the pandemic”](#), 2021.

²⁹ About 40% of OECD countries recruited new temporary education personnel while additional staff did not always meet the regular qualifications expected from teachers. This is, for instance, the case of Luxembourg where temporary non-certified teachers were recruited without respecting the usual inception period foreseen for substitute teachers. In: [OECD “The State of Global Education. 18 Months into the pandemic”](#), 2021.

³⁰ 22% of teachers experience a lot of stress at work if they spend five hours during a calendar week on administrative tasks, 20% of teachers experience a lot of stress at work if they spend seven hours during a

calendar week on marking and correcting student work, and 20% of teachers experience “a lot” of stress at work if they spend eleven hours during a calendar week on planning or lesson preparation. In: [OECD TALIS 2018 Results \(Volume I\): “Teachers and School Leaders as Lifelong Learners”](#). At EU level, lower secondary teachers list administrative work as their main source of stress. Moreover, the data reveals that 3 of the top 4 sources of stress are not directly linked with the core tasks of teaching: administrative work, responsibility for students’ achievements, and requirements from authorities. In: [Eurydice Report “Teachers in Europe Careers, Development and Well-being”](#), 2021.

³¹ 48% of teachers under 30 report that their employment contract is temporary. The survey found that teachers working under contracts of less than one year also report feeling less confident in their ability to teach in roughly one third of the countries surveyed. In: [OECD TALIS 2018 Results \(Volume I\): “Teachers and School Leaders as Lifelong Learners”](#).

³² Working in multiple schools increases the demands on teachers, potentially reducing time available for collaboration with other teachers and other valuable activities. In: [OECD Review of School Resources “Working and Learning Together: Rethinking Human Resource Policies for Schools”](#), 2019.

³³ [European Commission Staff Working Document SEC \(2010\) 538 “Developing coherent and system-wide induction programmes for beginning teachers: a handbook for policymakers”](#).

³⁴ Only 38% of teachers participated in either formal or informal induction activities in their first employment. Nevertheless, teachers who took part in some kind of induction activity tend to feel more confident in their teaching abilities and more satisfied with their job. While school principals generally consider mentoring to be important for teachers’ work and students’ performance, only 22% of novice teachers have an assigned mentor. In: [OECD TALIS 2018 Results \(Volume I\): “Teachers and School Leaders as Lifelong Learners”](#).

³⁵ 24 European education systems have a career structure system organised in different levels and 18 organised in one single level. In: [Eurydice Report “Teachers in Europe Careers, Development and Well-being”](#), 2021.

³⁶ In: [UNESCO Report “Teacher career reforms: learning from experience”](#), 2019.

³⁷ In: [UNESCO Report “Teacher career reforms: learning from experience”](#), 2019.

³⁸ [EU Council conclusions on countering the COVID-19 crisis in education and training 2020/C 212 I/03](#) highlighted the need for additional, targeted training and member states were invited to support further development of teachers’ and trainers’ digital skills and competences, in order to facilitate teaching and assessment in digital learning environments.

³⁹ Transversal skills are: Critical and innovative thinking, Inter-personal skills (e.g. presentation and communication skills, organizational skills, teamwork, etc.), Intra-personal skills (e.g. self-discipline, enthusiasm, perseverance, self-motivation, etc.), Global citizenship (e.g. tolerance, openness, respect for diversity, intercultural understanding, etc.), Media and information literacy such as the ability to locate and access information, as well as to analyse and evaluate media content. In: UNESCO [Education Policy Brief \(Vol.2\): Skills for holistic human development](#), 2014

⁴⁰ [EU Council Recommendations of 22 May 2018 on key competences for lifelong learning](#) (2018) sets out eight key competences: 1) Literacy competence; 2) Multilingual competence; 3) Mathematical competence and competence in science, technology and engineering; 4) Digital competence; 5) Personal, social and learning to learn competence; 6) Civic competence; 7) Entrepreneurship competence; 8) Cultural awareness and expression competence.

⁴¹ OECD: [Policies to Support Teachers’ Continuing Professional Learning](#), 2020

⁴² In some countries the government made steps to privatise teacher training or give the research on teachers’ professional development to private institutions (e.g. Scotland, Norway). IN: [ETUCE Report on the second Training Workshop of the ETUCE Project Education Trade Unions for the Teaching Profession](#), 2018

⁴³ Inclusion is not sufficiently addressed in the initial and continuous professional development of teachers (e.g. France, Belgium). IN: [ETUCE Report on the second Training Workshop of the ETUCE Project Education Trade Unions for the Teaching Profession](#), 2018

⁴⁴ In 16 education systems CDP is required for career progression (Spain, France, Poland, Slovakia, Bulgaria, Cyprus, Luxembourg, Hungary, Portugal, Romania, Slovenia, Montenegro, North-Macedonia, Serbia, Croatia, Lithuania). CPD is mandatory for all teachers in lower secondary education in 18 education systems (Bulgaria, Cyprus, Latvia Luxembourg, Hungary, Malta, Austria, Portugal Romania, Slovenia, Finland, Scotland, Albania,

Bosnia and Herzegovina, Switzerland, Montenegro, North Macedonia, Serbia) where there is a minimum number of hours, days or credits that teachers must complete within a specific period of time. In 9 education systems, CPD is considered an entitlement (Belgium-Fr, Czech Republic, Croatia, Italy, Lithuania, Sweden, Iceland, Netherlands) with a set amount of time specified in top-level regulations or collective agreements. In one third of European education systems (28), it is not mandatory for schools to develop a CPD Plan, however CPD planning at school level contributes to teacher participation in more varied professional development activities. In: [Eurydice Report “Teachers in Europe Careers, Development and Well-being”](#), 2021.

⁴⁵ CPD often takes place outside of teachers’ working hours and in locations far away from teachers’ working place (and transportation to these places is not paid) (e.g. Germany, the UK). In some countries, working time of the teacher who participates in CPD is distributed among other teachers which creates conflicts between colleagues (e.g. Belgium (French-speaking)). In other countries, teacher do not have access to CPD because their employers do not find substitutes for them (e.g. Finland). IN: [ETUCE Report on the second Training Workshop of the ETUCE Project Education Trade Unions for the Teaching Profession](#), 2018

⁴⁶ Data reveals that, on average, teachers participated in more varied CPD activities in those countries that allocate a certain amount of time for CPD. Teachers in the countries where a CPD was mandatory or an entitlement participated, on average, in more different types of CPD activities than teachers for whom CPD is voluntary or defined as a professional duty, but no specific time is set. In: [Eurydice Report “Teachers in Europe Careers, Development and Well-being”](#), 2021.

⁴⁷ The education level of general lower secondary teachers per country: Master's level of qualification (ISCED 7) is required in 15 countries: Slovakia, Portugal, Croatia, Finland, Czechia, Italy, Estonia, Slovakia, France, Sweden, Austria, Hungary, Norway, Ireland, Malta. Bachelor's level (ISCED 6) is required in 11 countries: Belgium (French and Flemish Communities), Bulgaria, Denmark, Cyprus, Latvia, Lithuania, Malta, Romania, United Kingdom, the Netherlands, Turkey. In: [Eurydice Report “Teachers in Europe Careers, Development and Well-being”](#), 2021.

⁴⁸ According to GEW’s research, in Germany, from 2016 to 2018, at least 12,000 people were given advice who wanted to have their foreign qualifications recognized for the teaching profession. During the same period, 7,365 initial applications for recognition were registered. An annual average of 11 % were found to be “fully equivalent” to a qualification acquired in Germany, 17 % received a clear refusal but the majority, 68% were advised to begin a compensation programme. To date, only about 500 teachers with foreign degrees have been granted full recognition for the teaching profession each year - either directly or through a successfully completed compensation programme. That is only 20 % of those who apply for recognition. In [Gewerkschaft Erziehung und Wissenschaft Research Study](#), 2021.

⁴⁹ There is an increase in the number of unqualified teachers employed in schools, as well as teacher teaching subjects for which they do not have relevant qualifications (e.g. France, Germany, the UK). IN: [ETUCE Report on the second Training Workshop of the ETUCE Project Education Trade Unions for the Teaching Profession](#), 2018

⁵⁰ Eg. in France and Italy (information from ETUCE Member Organisations received in the ETUCE Equality Committee meeting on 8 February, 2022)

⁵¹ [OECD Reviews of Vocational Education and Training: “Teachers and Leaders in Vocational Education and Training”](#), 2021.

⁵² 31% of teachers work in schools with at least 10% of students with special needs, 30% in schools with at least 1% of refugee students, 21% in schools with at least 10% of students whose first language is different from the language(s) of instruction or from a dialect of this (these) language(s), 20% in schools with at least 30% of socio-economically disadvantaged students, and 17% in schools with at least 10% of students with a migrant background. In: [OECD TALIS 2018 Results \(Volume II\): “Teachers and School Leaders as Valued Professionals”](#).

⁵³ Women make up as much as 97% of the teachers in pre-primary and 82% in primary education on average across the OECD. The share goes down to 63% at the secondary level and 43% at the tertiary level. In: [OECD Education Indicators in Focus: “Gender imbalances in the teaching profession”](#), 2017. At primary level, female teachers are a majority in Denmark, England (United Kingdom), France, Netherlands, Spain, Sweden, and Turkey. The proportion of women among primary teachers is at least 15% higher than in lower secondary education in England (United Kingdom) and Sweden, and at least 20% higher in France. In upper secondary teachers the proportion of female teachers is at least 4% lower in Croatia, Denmark, Portugal, Slovenia, Sweden, and Turkey. In: [OECD TALIS 2018 Results \(Volume II\): “Teachers and School Leaders as Valued Professionals”](#).

⁵⁴ In 8 education systems, there were pay rises for teachers as the result of collective bargaining. The increase was between 2 % and 6 % in Sweden (depending on the education level and number of years in service), between 4 % and 5 % in Malta, between 3 % and 6 % in Iceland (more than 7 % for pre-primary teachers), and 5 % in North Macedonia. In the Netherlands, Finland, Slovenia and Norway, the increase was around 2%. In: [Eurydice report "Teachers' and School Heads' Salaries and Allowances in Europe 2018-19"](#).

⁵⁵ "For the purpose of this Convention the term collective bargaining extends to all negotiations which take place between an employer, a group of employers or one or more employers' organisations, on the one hand, and one or more workers' organisations, on the other, for: (a) determining working conditions and terms of employment; and/or (b) regulating relations between employers and workers; and/or (c) regulating relations between employers or their organisations and a workers' organisation or workers' organisations." In: [ILO Convention No. 154, Collective Bargaining Convention, 1981](#), art. 2.

⁵⁶ [ETUCE Report "YOUR TURN! Teachers for Trade Union Renewal", 2020](#).

⁵⁷ "The experience of the national curriculum reform in Norway reaffirms the importance of strong social dialogue, but also highlights the importance of extending this across the full range of issues that confront teachers in their working lives. Policy making on curriculum and pedagogical issues relate not only to the quality of education provided, but also to the quality of working lives of teachers and other education personnel and therefore need to be developed in a framework based on social dialogue". In: [ETUCE Report "YOUR TURN! Teachers for Trade Union Renewal", 2020](#).

⁵⁸ Terms and conditions of employment, including working time and wages, are the principal matters covered by most collective agreements. However, in Finland, the Netherlands, Sweden and Norway, criteria for assessing academic staff performance are included in collective agreements. In: [ILO "Employment terms and conditions in tertiary education"](#), 2018.

⁵⁹ ETUCE Resolution: [Empowering Education Trade Unions: The Key to Promoting Quality Education](#) (2016)

⁶⁰ In: [ETUCE Report "YOUR TURN! Teachers for Trade Union Renewal", 2020](#).

⁶¹ ETUCE Resolution: [Empowering Education Trade Unions: The Key to Promoting Quality Education](#) (2016)

⁶² ETUCE survey of 62 education trade unions across the European region highlighted the range of experiences of social dialogue across the education sector. "4 of 8 Northern European respondents indicated social dialogue was 'good' across all four elements, whereas Southern European education trade unions indicate very high levels of dissatisfaction (13 out of 16 Southern European respondents described both consultation and negotiation as 'unsatisfactory')". The condition of social dialogue in Spain, France, Italy, Portugal and Greece can be summarized with the following remark: "In this country social dialogue has deteriorated badly. Unions are not taken into account and are neither negotiated with nor consulted. Everything is imposed without dialogue. Throughout these pandemic months, we have not been called to sectoral meetings or, if we have, it has been to notify us of decisions already taken without trade union involvement". Results from Central Europe and Eastern European trade unions are more mixed with majority responses indicating social dialogue was broadly satisfactory (50% of 20 Eastern European respondents and fractionally less than half of unions in Central Europe). In: [ETUCE Report "YOUR TURN! Teachers for Trade Union Renewal", 2020](#).

⁶³ It is not clear to what extent the deterioration may be attributed to the impact of the coronavirus pandemic. When asked specifically about coronavirus issues between 18% and 29% of respondents reported social dialogue was 'good' although these numbers were exceeded by those indicating dissatisfaction. In this regard 42% and 47% reported dissatisfaction in relation to information sharing and consultation respectively with these figures increasing to 57% and 58% for collaborative working arrangements and collective bargaining. In: [ETUCE Report "YOUR TURN! Teachers for Trade Union Renewal", 2020](#).

⁶⁴ Eg. in Ireland and Norway. In: [ETUCE Report "YOUR TURN! Teachers for Trade Union Renewal", 2020](#).

⁶⁵ On average across OECD countries, only 14% of teachers felt that that policy makers in their country/region value their view, and only 24% of teachers believe that they can influence education policy. In: [OECD TALIS 2018 Results \(Volume II\): "Teachers and School Leaders as Valued Professionals"](#).