Study on the Diversity within the Teaching Profession with Particular Focus on Migrant and/or Minority Background

Annexes

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1.0 Country Reports

1.1 Austria

Diversity of learners and the teaching workforce

Nearly one in five people in Austria has a migrant background. While 14.3% of the population are first generation migrants, 5.1% are migrants of the second generation (Microcensus data 2013).

According to data collected by Statistik Austria, the diversity of learners in pre-primary education with a first language other than German is particularly high. 32.6% of children in nursery (Kinderkrippe) and 25.9% of children in pre-school (Kindergarten) speak a first language other than German. No data on migrant background is available. Similarly, the diversity of learners in compulsory school is also high. According to PISA data, 16.4% of 15-year olds have a migrant background, of which 5.5% are first generation migrants and 10.8% are second generation migrants (OECD, 2013). The largest groups of migrant/minority learners, as measured by the percentage of the population with an everyday language other than German, are speakers of Bosnian-Serbo-Croatian (7.1%) and Turkish (7.0%). An additional 9.9% speak another first language other than German (Bildungsstandards Baseline-Testung, Educational Standards Baseline Testing 2009/10).

The limited data available appears to suggest that the diversity of students in initial teacher education lags behind that of the learners. Data from Statistik Austria shows that only 2.6% of students in initial teacher education for pre-primary education possess foreign citizenship (Biffl, Skrivanek 2011). Shares of foreign citizens at institutions providing initial teacher education (Pädagogische Hochschulen) for ISCED 1-3 are slightly higher (7.4%) (Biffl, Skrivanek, 2011). It should be noted that the actual diversity of students in initial teacher education is likely to be higher, as the figure excludes Austrians with migrant and/or minority background, as well as those studying to become teachers at academic secondary schools (this includes 11% of foreign citizens) (Statistik Austria 2014). It should also be taken into account that large shares of foreign students in initial teacher education are German nationals, according to key informant interviews. There is no data available on the diversity of the teaching workforce or drop-out rates from initial teacher education.

Institutional context

The responsibility for education policy and initial teacher education is shared by the Federation (Bund) and the Provinces (Länder). The Federation holds primary responsibility for the regulation of initial teacher education, while the Provinces are responsible for the provision of teachers for compulsory schooling and the Municipalities for teachers in pre-primary (Kindergarten) education. Across the country, initial teacher education is delivered in the concurrent model. Whilst pre-primary pedagogical staff generally enter the profession following a vocational education and training track, teachers in compulsory education enter the profession following the completion of university level education.
For pedagogical staff in early childhood education, initial teacher education is primarily provided in a five-year programme following lower secondary education (from the age of 14) in educational establishments for early childhood pedagogy (Bildungsanstalten für Kindergartenpädagogik, BAKIP).\(^1\) Selection into initial teacher education at this level is decentralised and implemented by the training institutions themselves. For potential teachers in compulsory schooling, initial teacher education (ITE) will be delivered in the reformed new ITE system (PädagogInnenbildung NEU) from 2015/2016 (for primary education) and 2016/2017 (for secondary education). Currently, teachers in compulsory schooling are trained at university colleges of teacher education (Pädagogische Hochschule), while teachers for academic secondary school are trained at universities.

Teachers are recruited on the open market. The employer for pre-primary teachers is the municipality/local education authority, while teachers for compulsory schooling are employed by province school boards (presence of federal school authority in the provinces).

**Key barriers for teachers with a migrant and/or minority background**

There is a limited amount of empirical evidence on the key barriers to teacher diversity in Austria. Available evidence suggests the following barriers:

- **Lack of qualifications needed to take part in initial teacher education:** In the segregated and early-tracked Austrian school system, young people with a migrant and/or minority background often do not achieve qualifications which would allow them to take up initial teacher education (in particular for those trained at universities and other institutions providing initial teacher education). Children of immigrants perform worse on average than their non-migrant peers - lagging on average two years behind after nine years of compulsory schooling (Herzog-Punzenberger et al. 2012: 11). Only 16% of non-German speaking children attend academic secondary schools (Herzog-Punzenberger et al 2012: 6) and this group has generally higher early school leaving rates (18.7% for those born outside the EU compared to 5.7% in the native population) (Eurostat, 2014). These lower learning outcomes reduce the pool of young people with migrant and/or minority background who can enter into initial teacher education.

- **Language issues:** Students who wish to enter initial teacher education (ITE) must undertake a language assessment test in the context of their application to the ITE institution. However, there is no evidence that applicants with a migrant and/or minority background perform worse than their Austrian peers.

- **Low salaries/low prestige/uncertain career progression:** There is anecdotal evidence that those pupils with a migrant/minority background who successful graduate from high-school typically choose more prestigious subjects, such as law or medicine (Biffl, Skrivanek (2011)).

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\(^1\) BMBF website, Bildungsanstalt für Kindergartenpädagogik (BAKIP), https://www.bmbf.gv.at/schulen/bw/bbs/ba_kindergartenpaedagogik.html#heading_Berufsfeld_der_Absolvent_innen_der_BAKIP (accessed 10.03.2015)
Tackling the issue of teacher diversity

Whilst there is not a strong policy focus specifically on increasing the diversity of the workforce in Austria, a number of initiatives have been identified:

### Targeted recruitment

More than 420 native language teachers are employed Austria-wide (2012/2013) through the Muttersprachenunterricht Österreich (Native language teaching) initiative, which aims to facilitate native language learning of pupils with a migrant background in Austrian schools. Teaching is provided in 22 languages, although native language teachers are most frequently from Turkish or Bosnian/Croat/Serbian origin. Given that the native language teachers typically have a migrant background themselves, the measure does increase the diversity of the teaching workforce. However, given that the numbers of native language teachers are relatively low compared to the overall numbers of teachers in Austria, the measure can only have limited impact on increasing teacher diversity across the country.

The ESF-funded pilot project, Ausbildung für Interkulturelle MitarbeiterInnen für Volksschulen (Training for Intercultural Staff), trained unemployed third-country nationals as 'intercultural employees' (Interkulturelle MitarbeiterInnen) at primary schools in Lower Austria (Niederösterreich) between 2009 and 2013. The objective of the project was to provide qualified additional support to schools and establish a bridging function between children and parents with migrant background and teaching staff. However, the project is no longer implemented and trained intercultural employees had significant difficulties in finding employment after graduation.

### Information and awareness raising/academic and language support

The Salzburg initial teacher education institution implements an information day ("We want you") for high-school graduates with a migrant and minority background to introduce them to teaching as a career choice. This includes seminars and discussion rounds. The initiative is implemented in collaboration with migrant organisations.

The college also offers German language support for candidates of initial teacher education. The offer is open to everyone (not only those with migrant and/or minority background). Such support has been ongoing since 2013.

### Networks and mentoring

The Verein der MuttersprachenlehrerInnen Österreich (Association of native language teachers Austria) serves as an advocacy body for the group of native language teachers in relation to the relevant stakeholders (such as government ministries and other education bodies) and has a networking function for its members through the organisation of events and seminars. Founded in 2013, the association runs a diverse programme of activities for native language teachers in Austria.

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2 According to media reports, graduates of the training could not be employed at primary schools as planned due to legal restrictions to employing non-teaching staff at primary schools.
Note on data availability

- There is no consolidated data source on teacher diversity in Austria.
- Some data is available on the diversity of students in initial teacher education, which is collected regularly by Statistik Austria. However, this only includes students with a foreign citizenship, which are likely to be an under-estimate of those with migrant background. Moreover, as there is no information on drop-out rates of students in initial teacher education, the diversity of the teaching force cannot be inferred.
- The lack of data in the area of initial teacher education relates to the absence of a requirement for institutions providing initial teacher education to collect and report this information to the federal data centre. Only data on citizenship is collected in line with the decree on study evidence (Universitäts-Studienevidenzverordnung).
- Whilst it is not clear why additional data based on the ethnic background of teachers is not collated, it can be assumed that such data is not collected, in part, due to historical/cultural reasons in relation to the collection of personal data. In addition, increasing the diversity of the teaching workforce does not appear to be a high policy priority in Austria at this current time.

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1.2 Belgium

Diversity of learners and the teaching workforce

Around one in four people aged between 18-60 years in Belgium has a migrant background (SPF Emploi 2013). According to PISA data, 15.1% of 15-year old learners have a migrant background, of which 7.2% are first generation migrants and 7.9% are second generation migrants. According to PISA data, 14.3% of learners speak another language at home (OECD 2013)\(^3\).

Data on the diversity of teachers is very limited. The existing data suggests however that the diversity of teachers (as measured by those with a migrant background) lags behind that of the learners. According to SPF Emploi (2013), the teaching sector accounts for around 10% of total employment of persons with Belgian origin, while it accounts for only 4% for persons with North African or other African backgrounds. Furthermore, an estimate based on the names of the teachers by the Minority Forum (Minderhedenforum) found that only 1.27% of teaching staff in secondary education in the Flemish education has a minority background (Minderhedenforum 2014).

The limited data available on the drop-out rates of students in initial teacher education suggests that a higher proportion of students with a migrant/minority background do not finish their studies at tertiary education level, or do not achieve the qualification. For instance, in the Flemish community, a study highlighted that only 19% of students with a migrant background succeeded in the first year of study in higher education, compared to 35% who did not and 45% who dropped out; for the overall group of students, the equivalent figures stand at 56.1% who succeeded, 21.8% who did not succeed and 22.2% who dropped out (Royackers 2008).

Institutional context

Initial teacher education for pre-secondary education and lower secondary education follows the concurrent model, although - for upper secondary education - both the concurrent and consecutive models are possible in the three Communities (Eurydice 2014). Regarding secondary education, most of the teachers in the German-speaking community study in the French language. The level of degree requirements varies according to the level of education in which a person teaches: at primary school level, a Bachelor degree from Pedagogical High Schools (Hautes écoles) is required; for lower-secondary, a Bachelor degree from Pedagogical High Schools, and; at upper-secondary school, a (second cycle) university degree from initial teacher education departments in universities is needed.

In all Communities, the certificate of completion of upper secondary education is the only requirement in relation to the selection process of potential candidates for initial teacher education. With regards to the recruitment process, teachers enter the profession mainly through open recruitment methods.

\(^3\) Not de facto belonging to a minority: indeed Belgium has three official languages and persons might undertake education in one or another language.
However, in the French and German-speaking Communities, candidate lists⁴ are used for teacher recruitment in government-dependent schools while open recruitment methods are the norm for grant-aided private schools (Eurydice 2014).

Key barriers for teachers with a migrant and/or minority background

The barriers highlighted by the academic literature and available data are the following:

- **Lack of qualifications needed to take part in initial teacher education**: People with a migrant background are under-represented in Flemish general secondary education (10%), which gives access to initial teacher education (MinderhedenFormum 2014). Within the French Community, it appears that only around 20% of people with Moroccan or Turkish nationality achieve an upper secondary certificate (Manço 2010). In Flanders, a proportionally higher proportion (80%) of students with a migrant background drop out or do not succeed in the first year of higher education, as opposed to only around 40% for those without a minority background (Royackers 2008).

- **Low salaries/low prestige/uncertain career progression and lack of financial resources to take part in teaching training (opportunity cost)**: As stated by Huyge et al. (2009), the under-representation of ethnic minorities in initial teacher education might be partly explained by image and perceptions of the teaching profession. There appears to be a tendency amongst young people from a migrant background to opt for courses in higher education that are held in high esteem in their respective communities. Moreover, there are opportunity costs which may lead students with migrant backgrounds to take up other options which are more lucrative, such as paid vocational education and training.

- **High drop-out rates**: The data presented above indicates that the drop-out rate at tertiary education level (including initial teacher education programmes) is higher for students with a migrant background (45% dropped out in the first year in Flanders) than for the overall group of students in initial teacher education (22%).

- **Prejudices/stereotypes and discrimination**: According to a 2005 study, one in every two people from ethnic minorities⁵ has experienced discrimination at least once in his/her job search in the Brussels-Capital Region (Martens, A., Ouali, N. et. al. 2005). The employment rate for medium and highly skilled workers is much lower than for Belgian natives with a similar education background (OECD 2013, *Enhancing the inclusiveness of the labour market in Belgium*). In addition, the PISA 2012 results indicate that there is a high level of segregation between migrant and native pupils in Belgium. The early separation of pupils into different educational tracks and large differences in quality of education are some of the reasons for the low ranking of Belgian schools with respect to segregation (Aped 2014).

- **Language issues**: Huyge et al. (2009) states that language skills are another key barrier in Belgium, where there appears to be a stronger self-selection process among minority students than the mainstream population (due to a fear of insufficient language proficiency).

- **Difficulties in recognition of foreign diplomas**: No evidence specifically related to initial teacher education currently exists. However, there is evidence indicating that the recognition of educational qualifications (not only teaching qualifications) obtained abroad remains problematic. For instance, the Regional Integration Centres (CRI) in Wallonia states that 40% of the people who use their services have a diploma that has not been recognised in Belgium (CEMIS 2014). Furthermore, previous research has shown that newly-arrived highly-educated migrants sometimes refrain from submitting an application in the first place, partly because of the costs involved or because it is too time-demanding. Interviews with migrants enrolled in a Flemish civic integration course back in 2006 showed that only 41% of the highly-educated respondents had submitted an application in order to have their diplomas recognized (CEMIS 2014).

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⁴ This is a system whereby applications for employment as a teacher are made through submitting candidates’ names and qualifications to a top level or intermediate level authority (Eurydice 2014).

⁵ Third country nationals or Belgians of foreign origin.
Tackling the issue of teacher diversity

Overall, there seems to be a greater policy focus on addressing the diversity in the learner population than promoting teacher diversity in relation to migrant background. Measures to support increased teacher diversity include the following:

<table>
<thead>
<tr>
<th>Information and awareness-raising</th>
<th>Recognition of foreign qualifications</th>
<th>Networks and mentoring</th>
</tr>
</thead>
<tbody>
<tr>
<td>Some projects exist at local/regional level such as the Klimop! Bewuster kiezen voor het beroep leraar (Choose consciously the teaching profession) project in Antwerp (2008-2012). The objective of the project - led by ELAnt (Network of Teaching Trainer Flemish Community) - was to increase the influx of persons with minority background into initial teacher education and teaching profession. Based on a workshop and focus groups with students from a migrant background, a study seeking to draw conclusions on the perceptions of the teaching profession amongst this group was completed. In the context of this project, concrete steps were taken to better inform potential future teachers with a migrant background. A website was launched in order to provide information regarding the teaching profession using filmed testimonies of teachers, concrete information about initial teacher education in Antwerp and a test to self-assess potential teaching competencies. Furthermore, as part of the SIRIUS initiative, the Flemish Education Council (Vlaamse Onderwijsraad, VLOR) held a stakeholder meeting on the topic of the under-representation of people with a migration background in education. The meeting brought together European, national and local stakeholders in the field of integration and education to discuss policy developments and formulate concrete steps towards increasing the representation of people with a migrant background.</td>
<td>The National Academic Recognition Information Centre “Coaching Tree” (&quot;NARIC begeleidingsboom&quot;), targeted at the Flemish community in Belgium, is an online tool to guide people through the different procedures related to the recognition of educational qualifications obtained abroad. It provides guidance across a range of qualifications, not only those related to teaching qualifications.</td>
<td>In Antwerp, &quot;Motief&quot; is an information group of students with a migrant background in the Karel de Grote-Hoogeschoold Antwerp School (providing initial teacher education and other courses) which informs young people with a migrant background and their parents about their own experiences in higher education. The intention of the initiative is to motivate students to enter higher education and provide guidance/support on how to successfully complete their studies.</td>
</tr>
</tbody>
</table>
### Note on data availability

- No public data source allows for the systematic assessment of teacher diversity in Belgium and/or in the respective Communities in charge of education.
- Only the Belgian Employment administration (SPF Emploi 2013) provides data on the proportion of persons with migrant background within the teaching sector as a whole. This is based on data from the Crossroads Bank Social Security (CBSS), who are responsible for the coordination and implementation of eGovernment services in the social sector.
- As stated by CEMIS (2014), in Belgium, “the origin of individuals is traditionally measured by their place of birth or nationality only” (CEMIS 2014: 37). No registration of ethnic background is traditionally carried out. However, recently there has been a development of an additional variable of foreign origin. A recent link between the CBSS and the National Register makes it possible to obtain figures on the socio-economic situation of the entire Belgian population according to their origin (based on the country of birth of parents and grandparents)” (CEMIS 2014: 37). However, regarding teachers, the public availability of such data remains limited.
- CBSS provides detailed information about the place of residence, nationality and migration background (first nationality, nationality of parents and grandparents, country of birth of the individual, parents and grandparents), labour market situation, etc. However, “several limitations to the utilisation of CBSS data exist: lack of detailed data about some population groups, delays in data availability, information security and privacy protection aspects of personal information, etc.” (CEMIS 2014:38).
- The lack of systematic public data that registers the migrant background of the teachers hampers the development (monitoring, etc.) of measures aimed at increasing the proportion of teachers with migrant background.

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1.3 Bulgaria

Diversity of learners and the teaching workforce

Bulgaria does not have a large population with a migrant background, with only 1.2% of working age population (aged 15-64) born outside the country (Eurostat 2013). However, statistics on ethnicity in Bulgaria are generally problematic, and it was only with the 2011 Census that respondents were given the opportunity to select their ethnicity and that of their children.

According to PISA data, 0.5% of 15-year olds have a migrant background, of which the majority are second generation migrants (0.4%). At the same time, PISA also states that more than 10% of learners at the age of 15 belong to language minorities (OECD 2013). The two biggest minority groups are Turks and Roma, each estimated at about 10% of the population (National Statistical Institute 2011). For both groups, but especially for Roma, school attendance drops sharply with age. Only 9% of Roma have a secondary education diploma, and 0.5% a higher education degree (necessary for becoming a teacher); whereas, for the Turkish minority, about one-third (29.7%) have a secondary education, and 5% a higher education (National Statistical Institute 2013).

No data is available in relation to either the diversity of the teaching workforce, or those training to become teachers.

Institutional context

The responsibility for education policy and initial teacher education lies with the Ministry of Education, which is in charge of preparing the National Qualification Framework for teachers at all levels. Both the concurrent and the consecutive models are applied at the level of initial teacher education, though the concurrent model (combination of pedagogical and subject training) is predominant.

In order to qualify as a teacher at compulsory and pre-primary level, a Bachelor degree is required. However, it should be noted that, under the consecutive model, a student enrolled in a Bachelor's programme on a given subject may become a teacher after completing an additional 12-month university education on pedagogics.

Universities are the sole providers of initial teacher education. There are currently nine universities offering a degree in primary and pre-school pedagogics. While specific requirements differ to some degree, application requirements consist of either sufficient grades achieved from high-school exit exams (maturity exams) in Bulgarian, English, Mathematics or History, or a sit-in exam (university specific) in one of the specified disciplines. In addition, each applicant must undergo a test of their speaking and communication abilities.

With regards to recruitment, all free positions are advertised on the website of the respective Regional Education Inspectorate. Usually, the assessment includes both a document check (diplomas, prior experience, letters of recommendation, additional qualifications) and an interview. Hiring decisions rest with the individual headteacher.
Key barriers for teachers with a migrant and/or minority background

Based on available evidence, the main barriers highlighted by the academic literature and key data are the following:

- **Lack of qualifications needed to take part in initial teacher education:** The share of high-school graduates amongst the Roma minority is very low (9%). Whilst the share is higher for pupils from the Turkish minority (29.7%), it is still considerably below the proportion of Bulgarian pupils graduating from high school and thus eligible for higher education (88%) (National Statistical Institute 2013). Although the entry requirements for initial teacher education are relatively low compared with other university disciplines, the high drop-out rate among high school students with a minority background implies that the population of potential students in initial teacher education with such a background is very small. Furthermore, amongst some parts of the Roma population, there is a strong tendency to prevent girls from attending secondary school and thus illiteracy amongst Roma women is four times higher than for Roma men (National Strategy for Roma inclusion 2012-2020). Nonetheless, it should be noted that statistics do reveal an upward trend in the number of Roma minority high school graduates and also in those that have finished their university level education (National Statistical Institute 2013).

- **Lack of financial resources needed to take part in initial teacher education:** 2010 data on absolute poverty\(^6\) indicates that the poverty rate for the Roma minority is significantly high (84%); the corresponding figure for the Turkish minority stands at 44% (Dinkov 2012). It could therefore be argued that low attendance at school is influenced by insufficient funds to continue studies (for instance, in order to purchase school materials which are not entirely free of charge at secondary level), but also because both Turkish and Roma adolescent children may be expected to start contributing to the family income. As regards potential teachers who are first generation migrants, excellent knowledge of Bulgarian is a prerequisite that cannot be fulfilled without a substantial investment in Bulgarian language lessons.

- **Lack of financial attractiveness of the teacher profession:** The teaching profession appears to have become less attractive as a career path for increasing numbers of graduates. Between 1990 and 2011, the total number of the teaching workforce shrunk from 185,000 to 82,000. Of those, only 3.7%, or 3,000 are aged under 29 (Bulgarian Teachers Union 2012). Currently, the starting salary of young teachers is 550 lev (ca. EUR 250), while the average teacher's salary is 788 lev (ca. EUR 390). This is less than the 2014 national average of 865 lev (National Statistical Institute 2015). As a result, teaching is not necessarily considered an attractive profession from a financial point of view. While no empirical evidence exists, it can be argued that among those with a minority or migrant background that have successfully graduated from high school, further studies at tertiary level that could lead to financially more attractive professions would be preferred.

- **Prejudices/stereotypes and discrimination:** There are strong prejudices/stereotypes in the Bulgarian population, especially towards the Roma minority, which may limit both the willingness of Bulgarians to accept teachers with a minority background, and the enthusiasm of minority students to pursue this professional path. Among the most common stereotypes that prevail in society are those of the Roma being lazy, untrustworthy, with low personal hygiene and limited cognitive capacities (Georgiev, SMILE report Bulgaria 2013). As regards the Turkish minority, the most common prejudices are related to religious fanaticism, tendency for cruelty and revenge, and restrictive social structures (Pamporov 2008). While no data exists on the attitude of Bulgarians towards teachers with a minority background, it is worth noting that, while 72% of Bulgarians would agree to their child attending a class with a few minority children, only 22% would agree to let their child study in a class where half of the children have a minority background (Open Society Institute, Youth Barometer 2007).

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\(^6\) This roughly equates to less than 2 USD a day.
Tackling the issue of teacher diversity

No specific policies or initiatives to address barriers to a diverse teaching workforce could be identified. Overall, there seems to be a greater policy focus on addressing the diversity in the learner population than promoting teacher diversity in relation to migrant background.

Bulgaria has a dedicated Strategy on the Educational Integration of Children and Students with an ethnic minority background, which explicitly recognised the insufficient number of teachers with Roma and Turkish language knowledge, and with awareness of cultural specifics of those key minority groups (Ministry of Education, Youth and Science 2010). It should be noted however that the Strategy does not speak of teachers with a minority background themselves, but rather of teachers with knowledge of specific issues in that regard. Since 2005, there is also a dedicated Centre of Educational Integration of Children with a minority background, which is dedicated to implementing the Strategy, and also takes into account the priorities on the National Strategy for Roma Integration (2010-2020).

A number of additional strategic and action plans focusing on education, professional development of teachers, and Roma integration complete the relevant policy framework. However, despite the abundance of policy documents, the diversity of the teaching workforce is not explicitly targeted. Most strategies refer to the importance of so-called “intercultural education” and identify it as a priority. In this regard, policies and initiatives focus not on attracting a more diverse teaching workforce, but rather on providing additional qualifications and skills to the primarily Bulgarian teachers. Indeed, there have been a number of projects focusing on training for equipping teachers with specific skills and knowledge related to working with Roma students. In addition, there have been initiatives in several regions to hire assistant-teachers where knowledge of Roma language was considered an advantage for the application. However, all those cases focused on those who had already graduated from high school and had obtained the required university degree in pedagogics. Therefore, they were focused mainly on qualified Bulgarian teachers working in areas with large share of students with a minority background.

Three of Bulgaria’s universities offer courses on Roma language. In combination with pedagogic studies, this could be a route for Roma high school graduates to become teachers. However, the special Bachelor’s programme on “Initial pedagogics with Roma language” in the University of Veliko Tarnovo was implemented between 2003 and 2006 and was therefore relatively short-lived. In addition, there are three specialist schools with the Armenian language as the predominant language, one private Jewish school, and numerous Russian language schools.

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7 See for instance, “Introducing intercultural education and equal access to quality education of Roma children in Veliko Turnovo Municipality”.

8 A significant characteristic for both the Armenian and Jewish schools is the presence of a number of teachers with the respective migrant origin, though in these schools it appears that the majority of teachers are not from a migrant/minority background.
Note on data availability

- No data is available on the diversity of the teaching workforce. This is somewhat surprising, given the existence of a National Centre of Education and Integration of children with a minority background, a National Strategy for Educational Integration of Children and Students with a minority background, and a national Strategy for Professional Development of Pedagogical Staff. The lack of such data reflects a policy landscape in which increasing the diversity of this workforce is not regarded as a high policy priority in Bulgaria.

- The lack of statistics can also be linked to the problematic nature of ethnicity-related statistics in Bulgaria in general. Specifically, in the 2011 round of the National Population Census, the National Statistical Institute allowed the responses to the three questions relating to ethnicity ("Mother tongue", "ethnic group", "religion") to be answered on a voluntary basis. In 2011, 10% of the population did not provide an answer to those questions, thus leaving a significant margin for error.

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1.4 Croatia

Diversity of learners and the teaching workforce

According to Eurostat (2013), 15.2% of the working age population (aged 15-64) in Croatia were born outside the country, and 0.7% hold foreign citizenship. According to PISA data, 12.1% of 15-year old learners have a migrant background, of which 3.7% are first generation migrants and 8.4% are second generation migrants. According to the same source, 0.9% of learners speak another language than the test language at home (OECD 2013).

Further data from the Ministry of Education, Science and Technology (MZOS) indicates the share of pupils with a migrant background at primary and secondary level in the 2013/14 year as 0.3% and 0.2% respectively. According to the same source, the share of pupils belonging to officially recognised national minorities in the same academic year is 2.1% at primary level (MZOS 2014). The largest groups with a migrant or minority background in the learner population are - in decreasing order - Roma, Serbians, and Italians (MZOS 2014).

Data on the diversity of teachers is very limited. Whilst data on the share of teaching staff with a migrant or minority background is not collected, the share of national minority teachers is recorded by the Ministry of Education, Science and Technology (MZOS). This proportion equates to 2.4% of all teachers in Croatia, with approximately 1% corresponding to each of the Italian and Serbian minorities (MZOS, 2013). The drop out rates of tertiary education students (including those undertaking initial teacher education programmes) is not published.

Institutional context

1. There are two main providers of initial teacher education in Croatia: Teacher education faculties which educate teachers for pre-primary and lower primary school levels, and Teachers’ faculties which educate subject teachers in academic disciplines. Where educational sciences and teaching methodologies are not part of a study programme, graduates have to obtain additional education and training in order to become a teacher. The length of initial teacher education has been increased from 2 to 3 years for teaching at (pre-primary) ISCED level 0, and from 3 to 5 years (master’s) for teaching at ISCED levels 1, 2 and 3 (primary to secondary levels). This increase required the adaptation of the curricula according to national standards, with a new initial teacher education strategy (Teachers licencing programme) currently in preparation. Teachers who work with children with disabilities are educated at the Faculty of Education and Rehabilitation Sciences. According to the Primary and Secondary Education Act, special education needs refer to: teaching pupils/students with disabilities, teaching gifted pupils/students, teaching pupils/students who are members of national minorities or pupils/students with other specific demands.

Schools are responsible for the recruitment of teachers and play a direct role in the selection process. Individual schools publicise vacant posts, review applications and select candidates. As the managing

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8 Data of the share of pupils with a migrant background at pre-primary level is not available, though the Ministry of Education, Science and Sport (MZOS) that 1.98% of children at pre-primary level have a minority background in the 2013/14 year.

9 Data for the share of pupils with a minority background at secondary level was not published by MZOS.
authority, the school board provides official consent prior to the commencement of a teaching post at the school.

Key barriers for teachers with a migrant and/or minority background

The barriers highlighted by the academic literature and available data are the following:

- **Lack of qualifications needed to take part in initial teacher education:** The barriers to become qualified as teachers for those with a migrant/minority background do appear to be higher for those from a Roma background, for whom there remains a large drop out rate during secondary school and a large discrepancy between the number of children who finish elementary school and those who finish secondary school (MZOS Action Plan of the Decade for Roma Inclusion 2010).

- **Language issues:** Research in relation to language barriers in schools focuses predominantly on the Roma group. Teachers interviewed as part of a study completed for the European Training Foundation (2010) regarded language as the greatest barrier to the inclusion of Roma students. While the teachers who were interviewed had made efforts to learn basic words in the Romani language, their knowledge of language was not sufficient for successful teaching (ETF 2010). The lack of language support for Roma students contributes to significantly lower learning outcomes for Roma students in comparison to their peers. This makes it less likely that members of this group will acquire the necessary qualifications for tertiary education (and potentially become teachers themselves).

- **Prejudices/stereotypes:** There remains an issue of segregation and discrimination in Croatian schools, which is likely to reduce the motivations of people from a migrant/minority background to choose the teaching profession as a career path. For instance, the segregation of Roma pupils in Roma-only classes in elementary schools is a continuing cause for concern. The European Court of Human Rights has found a violation of article 14 – prohibition of discrimination in conjunction with the right to education in the case Oršuš and Others v. Croatia in March 2010, for which they found that “the placement of the applicants in Roma-only classes at times during their primary education had no objective and reasonable justification” (Oršuš and Others v. Croatia, Application No. 15766/03, paragraph 184). According to the ENAR Croatia report (2012), there were 44 Roma-only classes in elementary schools in the school year 2010/2011, as well as cases of ethnic separation of pupils belonging to other minority groups mostly in schools of the Podunavje region.

- **Supply exceeds the demand for qualified teachers:** In major urban centres, there is generally no shortage of teachers of any profile, neither in primary (ISCED 1-2) nor in secondary (ISCED 3) schools. According to the study completed by the Institute for Public Financing (2012), there is a possible excess of nearly 5,000 teachers at all levels of education. According to adverse future demographic trends, these inefficiencies may become even larger.
Tackling the issue of teacher diversity

There is a lack of initiatives in Croatia which directly address the diversity of the teaching workforce. The policy landscape in relation to people from a migrant/minority background is largely focused on supporting learners from such backgrounds to improve their learning outcomes, rather than policies designed to explicitly increase the diversity of the teaching workforce. Examples of programmes seeking to support learners with a migrant/minority background include:

- The Education and Teacher Training Agency, in partnership with KulturKontakt Austria, implemented the “Strategies for teaching and learning Croatian as a second language”, which provided training for teachers and other teaching staff to teach the Croatian language as a second language;
- “Development of initial teacher education model for multicultural competence”, implemented through the SIRIUS initiative, including training for a limited group of teachers (44 in total) in areas such as social psychology, integration, and responding to discrimination in the classroom;
- From 2000 onwards, the Act on Education in Language and Script of National Minorities (Official Gazette No. 51/00, 56/00) has given the right to Muslims to be taught in the Bosnian language in schools alongside supplementary classes in culture, literature, and religious education. However, this right is not commonly exercised, with only one secondary school currently offering their school programme in the Bosnian language (ENAR 2012).

However, one initiative was identified which does address the issue of the diversity of the teaching workforce:

**Specific initial teacher education programmes**

According to official criteria for financing national minority programmes, funding is available to employ and train Roma teaching assistants where there are large numbers of Roma students. However, the actual number of Roma teaching assistants in the country is minimal, with the ETF indicating that there are only 26 in such posts in the country (ETF 2010). Moreover, there remains a real lack of teachers who are able to teach in any of the Roma languages, and teaching materials for working with Roma students are extremely limited (ETF 2010).
Note on data availability

- There is a lack of statistical data in relation to the migrant workforce, migrant teachers and diversity of the teaching profession in general in Croatia. This does appear to suggest that collating data in these areas (particularly in relation to the diversity of the teaching workforce) is not a policy priority in Croatia.

- However, data on the number of teachers working with national minorities (Serbian, Italian, etc.) is recorded. This equates to teachers working in minority schools, for whom the Ministry of Education keeps records through a public register (E-matrix). Though a large majority of these teachers are derived from the largest national minorities in Croatia (Serbian, Italian, Hungarian etc.), these figures cannot be said to reflect the exact total of teachers with a migrant/minority background working in Croatia.

- While the ethnic origin of teachers working in minority schools is recorded, data on the ethnic origin of teachers working in all other schools is not collated (with the exception of data regarding the number of Roma assistants in schools).

- More generally, there is no official data on statistical indicators of the labour market position of the members of national minorities and other ethnic groups in Croatian society. Whilst the Croatian Employment Agency and Bureau of Statistics collate statistics on the state of labour market, such data is not disaggregated according to ethnicity or nationality (though it is collected in relation to other indicators, such as age, level of education, sex etc.).

- Finally, the number of learners with a migrant background in the education system is collated by the Ministry of Education, Science and Sport. Data is also collated by the same body on the proportion of learners belonging to national minorities.

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1.5 Cyprus

Diversity of learners and the teaching workforce

With the exception of long-existing minorities such as the Turkish Cypriot, Maronites and Armenians, the Cyprus population has, until recently, been rather homogeneous. However, major migration flows in recent years have resulted in a significant increase in the migrant population (Gregoriou et al 2010, SIRIUS 2013b).

For example, the share of migrants/foreigners in the total population steeply increased from 9.4% in 2001 to 20.3% in 2011 (Koutsampelas 2012). This greater diversity in the population is still to be reflected in the teacher population.

According to PISA data, 8.5% of 15-year olds have migrant background, of which 6.7% are first generation migrants and 1.8% are second generation migrants (OECD 2013). In 2014-2015, the share of learners with a migrant (foreign) background in primary education was 16.4%. No comparable information is available for pre-primary education. The largest migrant groups in primary education in 2014/2015 are from Romania, Bulgaria, Greece, the UK and Syria, while the largest groups in pre-primary education are from Georgia, Greece, Romania, Bulgaria and Syria.

According to PISA data, 14.3% of learners of the age of 15 belong to language minorities. In 2014-2015, the share of learners with a minority background in primary education was as follows: Turkish Cypriot (0.20%); Maronites (0.23%); Armenian (0.08%). There is some data available on the learner population belonging to the recognised ethnic minorities in Cyprus – the Turkish Cypriot (includes Roma), Maronites, Armenians and Latins. Compared to the group of learners with migrant background, these groups are small.

There is very limited data about teacher diversity in terms of migrant/minority background and is limited to data on teachers teaching minority languages, but does not specify whether the teachers of Turkish, Russian, etc. have themselves a migrant/minority background.

Institutional context

Teachers who work in pre-primary and primary education must have a Bachelor’s degree as a minimum qualification (Eurydice 2010 and 2011; Eurypedia). The Bachelor degree programme at the University of Cyprus, both for pre-primary and primary school level teachers, is a four-year full-time course. These teachers are trained under the concurrent model of initial teacher education (Eurydice/EACEA 2012 and 2013). Secondary education teachers can also enter the profession after a nine-month pre-service initial teacher education course following their graduation from a tertiary degree in a subject taught at secondary schools (Eurydice 2010 and 2011; Eurypedia).

Cyprus’s Educational Service Commission (ESC) is responsible for the appointment of all teachers and school inspectors (Educational Service Commission 2014; World Bank 2014). After obtaining a Bachelor’s degree, candidates interested in being appointed as schoolteachers (either in primary or in secondary

education) are expected to submit an application to the ESC. Each year, as teaching posts become available in particular fields, the ESC appoints new teachers from the top of the waiting list. School autonomy in Cyprus is very low and this applies to headteachers/school governing bodies’ freedom over hiring decisions (Eurydice/EACEA 2012; Eurydice 2010 and 2011).

Key barriers for teachers with a migrant and/or minority background

There is no specific evidence (empirical or otherwise) about barriers to teacher diversity as such. However, from the existing literature which primarily focuses on the migrant/minority pupil population (as opposed to teacher diversity), as well as reports which discuss the way such pupils are treated within the Cypriot educational system, it can be assumed that the following are likely to constitute barriers to teacher diversity:

- **Lack of qualifications required for taking part in initial teacher education:** It is likely that the poor school performance of pupils with migrant parents is a barrier to them following a career in teaching, for which a degree is needed. For example, foreign-born pupils in Cyprus are much more at risk of being early school leavers than nationals (European Commission 2014a).

- **The highly structured initial teacher education programme:** The length and structure of the initial teacher education programme may act as a barrier, in particular for prospective teachers with a migrant background coming from abroad.

- **Lack of financial resources required for taking part in initial teacher education:** Like the rest of the EU, migrants in Cyprus face a higher risk and depth/intensity of poverty than the native population. According to the EU's Social Situation Monitor, in 2011, while the at-risk-of-poverty rate of the population with Cypriot citizenship was 12%, the equivalent rate for non-EU migrants was just under 35% in the country (European Commission 2014c). However, there is high variation in poverty rates among different migrant groups, with immigrants from Asia and Africa experiencing the highest probability of being poor, migrants from Eastern Europe a lower probability and migrants from affluent European countries the lowest (Koutsampelas 2012). As a result, the financial resources at their disposal for initial teacher education vary and, in most cases, are limited. In view of the dearth of data, it is impossible to check whether the varying degrees of poverty among different migrant groups have led to different teacher recruitment patterns.

- **Prejudices/stereotypes and discrimination:** A number of reports, including those from the Council of Europe (CoE), the European Commission against Racism and Intolerance (ECRI) and the European Network Against Racism (ENAR) have expressed concerns about the prevalence of prejudices/stereotypes and discriminatory practices in Cyprus in relation to migrants and their children (Kyprianou and Veziroglu 2011; Savvides et al. 2012; ECRI 2011; CoE 2014). Indeed, there has been consistent evidence that migrants in Cyprus are subject to (ethnic) discrimination practices in employment and education (Koutsampelas 2012; ECRI 2011; CoE 2014). Although no data exists regarding the impact of such discriminatory practices on teacher diversity, one can assume that these can constitute a major barrier.

- **Cultural-ethnic segregation in education:** This is also linked to the fact that there has been an increase in the degree of school segregation which has historically been rather high, with particular reference to pupils from vulnerable groups, including migrants (SIRIUS 2013b; ECRI 2011). This linked to the fact that efforts to integrate intercultural elements into the curricula are encountering resistance. Parents' and teachers' associations are still vividly opposed to any alterations of the educational system that includes intercultural elements (ECRI 2011; Kyprianou and Veziroglu 2011). Moreover, Cypriot schools - similar to wider Cypriot cultural norms - have traditionally considered themselves as being mono-cultural (Greek) (SIRIUS 2013a). Within such a context, teachers from diverse backgrounds may find it difficult to either apply to or work in these schools.
**Tackling the issue of teacher diversity**

In general, there is a greater policy focus on pupil than on teacher diversity. The difficult current economic situation in Cyprus makes it rather unlikely that teacher diversity will rise up the political agenda. The only measures which exist in this area relate to the recruitment of bilingual teachers, who may be from minority or migrant backgrounds.

<table>
<thead>
<tr>
<th>Recruitment of mother-tongue teachers</th>
<th>Recruitment of Roma mother-tongue teachers</th>
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<tr>
<td>In the context of the Programme against Early School Leaving, School Failure and Delinquency in Zones of Educational Priority (ZEP), which aims to help further the integration of migrants' children into the Cypriot educational system and society, teachers speaking the mother tongue of migrant pupils are employed. However, this is only one of the many measures under this policy, which includes the reduction of the number of children per classroom; strong focus on improving literacy, intensive language courses; afternoon activities (groups, clubs) and all day schooling.</td>
<td>Similarly to the ZEP schools, the <strong>Cyprus National Roma Integration Strategy</strong>, includes a policy to hire bilingual teachers to facilitate communication between teachers, students and parents. However, this is only one of the measures which also include the provision of breakfast to all Roma students, the provision of meals for Roma students who attend whole-day school, the provision of special support to Roma students from the Service of Educational Psychology and the Social Welfare Services and the organisation of intercultural activities and events.</td>
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**Local initiatives for teacher recruitment**

A number of local schools, which cater to specific minorities rely on recruiting teachers with specific language and or/minority background. This includes St. Maronas School (Maronite religious minority), Armenian Nareg Schools (Armenian minority group) in Cyprus and the Ayios Antonias Primary School (Turkish-Cypriot).
Note on data availability

- The key data source for teacher-related information (including the very limited data on teacher diversity) is Cyprus’ Educational Service Commission (ESC) (http://www.eey.gov.cy/), which is responsible for the appointment, transfer, promotion, etc. of teachers. In its Annual Report, ESC includes extensive information about the number and profile of the teacher population, broken down by level of education (ESC 2014).

- Another source of teacher-related information is the Multi-Cultural Education site (http://www.moec.gov.cy/dde/diapolitismiki.html) at the Primary Education Department of Cyprus’s Ministry of Education and Culture (MoEC). However, the information provided concerns almost exclusively the migrant/minority pupil population (as opposed to teachers).

- There is very limited data available on teacher diversity, which in any case, does not seem to be of high priority - as opposed to addressing the needs of migrant/minority pupil population which is becoming increasingly important (ECRI 2011; CoE 2011 and 2014; European Commission 2013; Spinthourakis et al 2008). For example, pupil-related data on family background - including whether they come from migrant background - is regularly collected.

- The lack of teacher diversity data can be attributed to the strong focus on the learning needs of the migrant/minority population which, until relatively recently, focused on the improvement of their literacy, numeracy and other skills in line with the Greek Cypriot curriculum. Culture, history and mother tongue learning related to the country of origin, when addressed, were provided as additional (and optional) subjects. This has been recently changing and may, in due course, affect teacher diversity.

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1.6 Czech Republic

Diversity of learners and the teaching force

In the Czech Republic, 5% of the working age population (aged 15-64) were born outside the country and 5.1% of the population possess foreign citizenship (Eurostat 2013).

According to PISA data, 3.2% of 15-year olds in the Czech Republic have a migrant background (OECD 2013). Data published by the Czech Statistical Office (2014) indicates that the proportion of learners with a migrant background (based on nationality) corresponds to 1.7% at pre-primary level and 1.8% at compulsory education level. The largest migrant groups at compulsory education level are Ukrainian, Slovakian, Vietnamese, and Russian (Czech Statistical Office 2014).

Data on the diversity of the teaching workforce is not currently collated in the Czech Republic. In relation to the students in initial teacher education, some higher education institutions do publish the number of foreign graduates on their programmes but this is not carried out on a systematic basis across the country\textsuperscript{13}.

Institutional context

The Ministry of Education, Youth and Sports is ultimately responsible for the setting and implementation of education policy.

Initial teacher education can be either concurrent or consecutive. At present, the majority of qualification routes are structured on the basis of an initial Bachelor’s degree and subsequent Master’s degree (i.e. a consecutive route). At primary level, however, training usually involves a 5-year undivided Master’s programme. At pre-school level, prospective teachers usually take a four-year course specialising in the Pedagogy of Pre-School Education and Extra-Curricular Activities in upper secondary schools. Individual providers of initial teacher education are allowed to develop their own selection criteria for prospective students.

With regards to recruitment for teachers at primary and secondary level, selection takes place through the open advertisement of posts by individual schools, with the process being led headteachers. In contrast, headteachers are recruited via candidate lists devised by educational authorities. For pedagogical staff in early childhood education, recruitment takes place through the municipality/local education authority or through schools.

\textsuperscript{13} For example, the Charles University publishes on its website the numbers of graduates from its particular study programmes: e.g. the number of foreign graduates from the Faculty of Pedagogics (with Czech as teaching language) was 18 in 2013. The nationality of those foreigners is not however published.
Key barriers for teachers with a migrant and/or minority background

There is a limited amount of empirical evidence on the key barriers to teacher diversity in the Czech Republic. Available evidence suggests the following barriers:

- **Lack of qualifications needed to take part in initial teacher education:** Research by the Office of the Ombudsman found that the Roma children form approximately one-third of all pupils in “special schools”. Such special schools are designed for children with learning difficulties and follow a less rigorous curriculum. There have also been a significant number of reported cases in which special education is recommended for students of this background without any diagnosis of a disability (ENAR 2012). The proportion of Roma children in special schools is comparatively much higher than the equivalent proportion in the total learner population, and therefore increases the probability that students with a Roma background will achieve lower learning outcomes than their peers (Office of the Ombudsman 2012: 10). This subsequently increases the likelihood that a significant number of students from a Roma background do not achieve sufficient grades to qualify for tertiary education (including initial teacher education).

- **Lack of relevant data in relation to teacher diversity:** There is a significant lack of data in relation to diversity profile of the learner and teacher population in the Czech Republic. The paucity of data presents significant barriers in relation to developing (and assessing) policies that seek to support people from a migrant/minority background to progress within the education system.

- **Language issues:** Candidates can only undertake initial teacher education in the Czech language. This presents a significant barrier, particularly for more recently arrived migrants. For instance, the admission procedure at pre-primary level usually involves an entrance examination (oral, and/or written and/or practical) in the Czech language only (Eurydice 2015).

Tackling the issue of teacher diversity

In the Czech Republic, there is a lack of policy measures seeking to explicitly increase the diversity of the teaching workforce with respect to migrant teachers. The comparatively low share of people from a migrant background in comparison to some other Member States is likely to be a key contributory factor ensuring such policies are not prominent in the country.

However, relevant initiatives concerning the diversity of the teaching workforce include the following:

### Specific initial teacher education programmes – national minorities

According to Article 11 of Act No. 273/2001 on the rights of members of ethnic minorities, national minorities have the right to education in their own languages. Members of the national minorities as per the article may under conditions stipulated by special legal regulations establish private schools and pre-schools with the teaching language of the national minority or with teaching the language of the national minority as teaching language. In total, 42 national minority schools have been established following this Act (Moravian-Silesian Public Administration, 2015).
Specific initial teacher education programmes – teaching assistants

The New school (Nová škola) initiative has supported inclusive education for minorities since 1996. Part of the activities of the initiative includes recruiting and accredited training for Roma teaching assistants in primary schools. Whilst the primary focus is to support improved learning outcomes of students from a Roma background, indirectly the initiative supports greater diversity of the teaching workforce given that a significant number of teaching assistants are also from a Roma background. The teaching assistants are predominantly volunteers and the policy has been implemented in multiple geographic locations across the country.

The Teaching assistant (Ásistent pedagoga) programme is specifically focused on supporting improved learning outcomes of Roma pupils. The methodological guidelines established by Ministry of Education, Youth and Sports in 2000 stated that in relation to ethnicity, assistants should come "from those with the same environment from which the vast majority of pupils come" (Ministry of Education, Youth and Sports, 2000).

META (Association for opportunities of young migrants) implements the "Foreigners as assistants to teachers" initiative. Beneficiaries must possess sufficient knowledge of the Czech language to qualify for the programme. A group of 20 people were offered an accredited course for teacher's assistant and undertook subsequent training involving working with foreign pupils. A total of 10 teaching assistants have been offered relevant positions by schools.

Recognition of foreign learning

The Ministry of Education, Youth and Sports is the responsible authority for the recognition of foreign teaching qualifications. An accredited certificate of the Czech language is required by the applicant. In 2014, 60 EU citizens seeking to work in the Czech Republic as teachers applied for recognition of their qualifications, of which 49 have been successfully recognised. Following the European Directive 2005/36/EU, the revised procedure recognises not only formal qualifications but also non-formal learning and practical experience.

Note on data availability

- In relation to the learner population, data are published by the Czech Statistical Office is disaggregated by nationality, though not by ethnicity.
- In relation to the wider population, responding to questions concerning a person’s nationality and religion is not obligatory in the National Census.
- However, data related to the diversity of the teaching force (i.e. teaching staff with migrant/minority background, drop-out rates of teacher candidates with a migrant/minority background, etc.) is not available due to personal data protection regulations preventing the collation of such data (Act No. 101/2000 on the Protection of Personal Data)
- Whilst some institutions providing initial teacher education collate data based on the nationality of their students, this is not carried out on a national, systematic basis. The lack of monitoring of such data in relation to teachers is (in part) a reflection upon a policy landscape in which increasing the diversity of the teaching workforce is not regarded as a high priority.

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1.7 Denmark

Diversity of learners and the teaching workforce

The share of migrants among the Danish population is fairly small in comparison to that of other EU Member States: in 2014, 13.5% of the working population were migrants, with first generation migrants representing the largest share (Danmarks Statistik). The key waves of immigration have therefore occurred over the past couple of decades.

According to PISA data, 8.9% of 15-year old learners have a migrant background, of which the majority are second generation migrants (6%) (OECD 2013). PISA data also indicates that only a small proportion of learners (0.5%) are classified as belonging to a language minority (OECD 2013). According to the Ministry of Education, the combined share of first and second generation migrants in Danish schools (Folkeskole: equivalent of primary and lower secondary school level) was 10.6% in 2013. The largest migrant/minority groups in the learner population are Germans, Syrians and Poles (Danmarks Statistik).

The results of a study by the Danish Evaluation Institute in 2013 indicate that approximately 5.8% of all students in initial teacher education have a migrant background (Danmarks Evalueringsinstitut 2013). Although the drop-out rate among the entire student population in initial teacher education is high in Denmark (approximately 39%), there is some evidence that the share of migrant students who drop out of initial teacher education programmes is lower than that of ethnic Danes (Danmarks Evalueringsinstitut 2013). Data related to the diversity of the teaching workforce is limited, although data from the Association of Municipalities suggests that approximately 3.3% of the teaching staff in Danish schools have a migrant background.

Institutional context

The Danish education system is financed by the state and the municipalities. Some institutions are independent and self-governed while others are owned by the state or municipalities. The education system is centrally managed by four different ministries and locally managed by local authorities and the school boards.

Initial teacher education typically takes place at one of 8 university colleges across the country. Pre-primary teachers and school teachers follow different educational programmes, both of which are based on a concurrent model. In order to be admitted to the pre-primary, primary and lower secondary initial teacher education programmes, students must generally have passed their upper secondary education. However, individual university colleges are allowed to admit applicants whom they assess have comparable qualifications/level of experience at pre-primary level. The duration of the professional Bachelor’s programme at primary and lower secondary level is 4 years. The programme alternates between theoretical teaching at the college and a total of 24 weeks of teaching practice.

In general, vacancies are advertised publicly and recruitment follows a decentralised structure (‘open recruitment’). Pre-primary school teachers may be appointed either as employees paid by the hour or employees paid on a monthly basis. Vacancies for school teachers (‘Folkeskole’ – primary & lower secondary school) are advertised and teachers may be appointed either on a permanent basis or as
substitute teachers. It is the responsibility of the local authorities to employ teachers. All incoming applications, which fulfil the requirements for employment, are shortlisted by the school administration and subsequently forwarded, along with the applications, to the schools in question. The head of school will then suggest candidates for the vacancy to the school board, which will then recommend candidates to the municipal council. The responsibility to fill the vacancy ultimately lies with the municipal council, which is not restricted by the candidate recommendations of the school board (Eurypedia 2014).

Key barriers for teachers with a migrant and/or minority background

Based on the available research, the main barriers highlighted to teacher diversity include the following:

- **Low prestige**: Denmark’s university colleges have experienced a steady drop in the number of applicants applying to initial teacher education programmes in recent years and a 2009 study by NIRAS Konsulenterne explored how the profession is generally associated with a low degree of prestige among youth education graduates as well as the wider society (NIRAS Konsulenterne, December 2009). While no specific studies have been conducted directly on the matter, it has been suggested that the low degree of prestige surrounding the teaching profession in Denmark also affects the number of migrants seeking to enter the profession. Hence, if a migrant student is performing well in school his/her parents might encourage him/her to pursue studies in fields such as medicine or law, which are generally perceived as more prestigious in wider society (OECD 2010).

- **Lack of qualifications needed to take part in initial teacher education**: While there is no direct empirical evidence on this issue, there is indirect evidence suggesting that this is partly the case. On average, the performance of immigrants in the Danish educational system is lower than that of ethnic Danes and approximately 30 % of young migrants in Denmark do not achieve sufficient grades to continue their studies at upper secondary and tertiary education level (BL Boligen 2014). The corresponding figures for first generation migrants, who arrived in the country at age 0-5, and those who arrived at age 6-12, are respectively 80.9 % and 78.6 %. Typically, academically strong migrants commence high school education whereas less-performing migrants choose vocational training programmes. The share of students who drop out at upper secondary level before completion is higher for migrants than for ethnic Danes (Sekretariat for Ministerudvalget & Undervisningsministeriet). This suggests that the potential initial teacher education candidacy pool is smaller among migrants than among ethnic Danes.

- **Discrimination**: Existing evidence suggests that discrimination represents a possible indirect barrier for potential applicants with a migrant and/or minority background to initial teacher education. There have been many examples of harassment and conflict between ethnic Danes and Muslim pupils in the ‘Folkeskole’ (Danish public schools) and research suggests that Danish schools are performing poorly in their integration of pupils with a Muslim background (ENAR 2013). One of the consequences has been that an increasing share of Muslim students (primarily students from resourceful families) has abandoned the ‘Folkeskole’ in favour of smaller, Muslim private schools. The number of students enrolled in private, Muslim schools in 2012 was approximately 4,000 (an increase of 25 % in three years) (ENAR 2013). According to a 2007 study on these Muslim private schools by Danish anthropologist Annette Ihle, a third of the students enrolled in Muslim private schools at the time had felt unwelcome in the ‘Folkeskole’ by teachers and fellow students alike (Ihle 2007). It can therefore be inferred that Muslim pupils are likely to have a lower motivation to pursue a future career as teachers in Danish schools based on their own experiences of discrimination in the Danish ‘Folkeskole’.
**Tackling the issue of teacher diversity**

Although there is not a strong policy focus on specifically increasing the diversity of the workforce in Denmark, a number of initiatives have been identified as follows:

<table>
<thead>
<tr>
<th>Specific initial teacher education programmes</th>
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<tr>
<td><strong>Forberedende kursus for flygtninge og indvandrere</strong> (FIF) (Preparatory Course for Refugees and Migrants) is a special one-year course focused on Danish language, culture and society, which provides a pre-education for migrants wishing to enter initial teacher education after completion of their first degree (or equivalent experience in their native country). The programme has been ongoing since the 1980s, and is offered at several institutions providing initial teacher education, including UCC in Copenhagen. The majority of graduates have been reported to have enrolled in initial teacher education afterwards.</td>
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<td>The <strong>KDAS</strong> initial teacher education college has taken significant steps in increasing the diversity of its intake of students. The college received more than 500,000 DKK (ca. €67,000) from the Ministry of Education for two simultaneous projects which had the scope of attracting and retaining more candidates with a migrant background in initial teacher education (ITE). Activities included advertising in relevant media, additional courses for ITE candidates from a migrant background, the use of role models/mentors, and specialised training for faculty staff. Migrant students acted as role models and visited schools and participated in educational fairs in order to inform potential future ITE candidates about the programme of study and the benefits of choosing a teaching career. KDAS also conducted small-scale interviews with migrant students in initial teacher education in order to better understand existing barriers in relation to the recruitment and retention of teachers from such a background. As a result of the efforts, the share of migrant ITE candidates increased from 21% to 30% between 2006 and 2007. By the following year, the share of candidates with a migrant background rose to 50%. The recruitment and retention efforts of the college have also been reported to have improved. Whilst the measure is no longer in place, the college, which has since merged with another college, has managed to maintain an average share of 30% of migrant students as part of their yearly intake.</td>
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<td>In addition, a new master’s degree for students of initial teacher education to teach specifically in the German minority schools in southern Denmark has recently been developed by the <strong>University of Flensburg</strong>.</td>
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<table>
<thead>
<tr>
<th>Recognition of foreign qualifications</th>
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<tr>
<td>Foreign migrants who have completed initial teacher education abroad can request a formal recognition of their diploma in Denmark by the Ministry of Education and Research. The application process has been deemed relatively straightforward, though no data has been made available publicly in terms of the number of teachers with a migrant background who have undertook this process.</td>
</tr>
</tbody>
</table>
Note on data availability

- Data is available on migrant and, to some extent, minority students in Danish schools (particularly at primary and at lower secondary level) through various sources such as National Statistics Office and, to a lesser extent, the Ministry of Education.
- Data on the diversity of the teaching workforce in Denmark is limited. Increasing the diversity of the teaching workforce does not appear to be a high policy priority area, and the lack of relevant data in relation to this issue is a reflection of the policy position.
- Whilst there is no official data in relation to the share of candidates with a minority and/or migrant background in initial teacher education in the Danish school system, a 2009 report by the Danish Association of Municipalities (KL) does provide some indications of this respective share. However, there is no updated data on this issue in Denmark.
- Given the ongoing, long-term policy debate in Denmark, there is a wide range of available data on initial teacher education. A major source in relation to students in initial teacher education is the Danish Evaluation Institute (Danmarks Evalueringsinstitut), which has published a number of evaluations on the matter. Their respective 2013 study provides information on the share of migrants among all students in initial teacher education as well as the drop-out rates of all students in initial teacher education.

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**Websites**

1.8 Estonia

Diversity of learners and the teaching workforce

According to Eurostat (2013), 13.4% of the working age population (aged 15-64) was born outside the country. With respect to the learner population, PISA data indicates that 8.2% of 15-year olds have a migrant background, of which the majority are second generation migrants (7.5%). At pre-primary level, 15.7% of learners are native Russian language speakers, rising to 24.6% in compulsory education; only 0.5% have a native language other than Russian or Estonian (Ministry of Education and Research, EHIS). Approximately one-fifth (17%) of school children attend Russian-language primary and secondary schools between the ages of 7 and 19 (Estonian Statistical Database 2013).

There is limited data available on the diversity of the teaching workforce. According to the Estonian Education Information System, whilst approximately one-fifth of teachers have a minority background\(^\text{14}\), the share of teaching staff with a migrant background\(^\text{15}\) is much smaller (4-7% at ISCED levels 0-3) (Ministry of Education and Research, EHIS); probably due to the high number of Russian-speaking teachers born in Estonia. 3.7% of students in initial teacher education either possess foreign citizenship or had undefined citizenship (Ministry of Education and Research, EHIS). Finally, the drop-out rates of students with a migrant/minority background in initial teacher education (14.6%) is marginally higher than the overall drop-out rate for students in initial teacher education (12%) (Ministry of Education and Research, EHIS).

Institutional context

Initial teacher education is centrally managed by the Ministry of Education and Research (MoER). This includes the qualification and assessment requirements of prospective candidates. Since the higher education reform in 2002 (involving the 3+2 curricula), subject and class teachers of general education schools are trained at the Master’s level, whilst preschool teachers and vocational teachers train at the level of Bachelor’s study or in higher vocational education (Eurydice 2014). Initial teacher education mainly takes place at universities and colleges, with only pre-school teachers also being trained at institutions of higher vocational education. Most teachers study under the concurrent model but, for ISCED 1, both models are available. The pre-condition for the commencement of initial teacher education is the achievement of sufficient grades at secondary education (or a foreign qualification equivalent to this standard). Candidates must also undertake professional teacher aptitude tests.

Recruitment of new teachers takes place through an open recruitment system. Vacant positions of teachers are filled through competitions, the conditions of which are approved by the school board. The head of a school concludes, amends and terminates employment contracts with teachers in accordance with labour laws and other legislation regulating the employment relations of teachers.

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\(^{14}\) Defined as those whose first language is not Estonian. Data on the ethnicity of teachers is not collated.

\(^{15}\) Defined as those whose citizenship is not Estonian.
Key barriers for teachers with a migrant and/or minority background

The main barriers to teacher diversity highlighted by existing research include the following:

- **Language issues:** Within Russian medium schools language remains a key barrier, as one of the requirements for teachers is a necessary level of proficiency (either B2 or C1) in the Estonian language. According to the Ministry of Education and Research, at least 18% of teachers who do not teach in Estonian did not comply with these language requirements in 2013/2014 (for teachers in Russian medium schools, the figure rises to 38% (Ministry of Education and Research 2014). The inadequate language proficiency of Russian-speaking teachers in Estonian is also likely to impact upon their continuous professional development as teachers, for instance in participating in training courses conducted in Estonian, which will subsequently affect the quality of their teaching in comparison to their peers (Kirss 2010; Raik 2014). On a more general level, teachers’ insufficient Estonian language skills is part of a bigger problem which relates to the capacity of the Russian medium schools to prepare their students for higher education. Examination results in the Estonian language of Russian graduates from secondary schools show an insufficient level of proficiency that provides a significant barrier in enabling such students to continue their studies (Kirss 2010; Institute of Estonian Language and Culture, Tallinn University 2013). Initiatives to address this barrier include the provision of additional language courses in the first year of university studies. However, barriers for teachers to reach a sufficient proficiency level in the Estonian language remain. These include a lack of opportunities for informal learning, as well as a lack of time and financial resources to undertake such training in addition to their normal teaching roles (Ministry of Education and Research 2014).

- **Low salaries/low prestige:** The proportion of young people, particularly males, attracted to the teaching profession appears to be declining, with a reported lower level of registered interest in enrolling in the teacher education programmes. Further, among those who have trained to be teachers, many choose not to work in schools (Ministry of Education and Research, Lifelong Learning Strategy 2020).

Tackling the issue of teacher diversity

There are only a limited number of initiatives in Estonia specifically seeking to increase the diversity of the teaching workforce. For instance, whilst the Estonian Lifelong Strategy 2020 sets out steps for making the teaching profession more attractive and maintaining high levels of motivation and performance for qualified teachers, it does not refer to the diversity of the teaching workforce as one of its policy priorities. However, some examples of relevant initiatives include the following:

**Specific initial teacher education programmes**

**Narva College,** located in the north-east of Estonia, a regional faculty of Tartu University, is the only institution of higher education in Estonia focusing predominantly on the preparation of teachers for Estonian schools with Russian as language of instruction. Founded in 1999, the college seeks to address the high proportion of first-language Russian speakers in the region (76% of the population in Ida-Virumaa county is Russian, with the figure rising to 96% in Narva town itself). The college acts as the main centre of higher education in Eastern Estonia with a focus on initial teacher education in multilingual schools. The majority of graduates (90%) from 2013/2014 have become teachers following their training, many of them in cities where Russian-speaking population is predominant. The College also carry out research into issues such as intercultural relations.

**Noored Kooli** (Teach First): Teach First is a two-year programme providing an alternative route to becoming a qualified teacher. The programme offers participants an extensive development course through training and practical application of teaching and management skills while working as a teacher at school. In 2015, the programme has sought to involve more participants from the Russian community. However, the
A high proportion of those who have successfully completed the programme continue working as teachers.

**Language training for teachers**

The "Development of the language learning" programme, implemented between 2011 and 2013, seeks among activities to support language training for Russian medium school teachers whose first language is not Estonian. Delivered in Ida-Viru County (East Estonia), the aim of the programme was to create opportunities for Russian-speaking teachers to improve their Estonian language skills. Through the use of a mentoring network, the language proficiency of the participants has been developed according to their interests, needs and available time. The programme has also developed closer relations between Estonian and Russian teachers.

**Note on data availability**

- In 2009, a teaching staff register was launched. The Estonian Education Information System (EHIS) registers all teaching staff working in educational institutions. This is the primary data tool in assessing the relative diversity of the teaching workforce. It collates data based on the native language, citizenship and language of instruction for all Estonian teachers.
- The data regarding teachers with a migrant background is based on citizenship (i.e. those born outside of Estonia) whilst the data regarding teachers with minority background is based on the teacher’s native language (i.e. languages other than Estonian).
- However, available data in relation to teacher diversity remains limited. For instance, data is not currently collated on the ethnicity of teachers working in Estonia. For example, whilst data on the drop-out rates of migrant teachers is collated, corresponding data based on ethnicity is not available.

**Sources**


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Websites

- Noored Kooli (Teach First) Programme: http://www.nooredkooli.ee/programm
- University of Tartu Narva College, URL: http://www.narva.ut.ee/en
1.9 Finland

Diversity of learners and the teaching workforce

According to Eurostat (2013), 6.9% of the working age population has a migrant background. With respect to the learner population, PISA data indicates that the share of 15-year old learners with a migrant background in Finnish compulsory education is 3.2%. Finnish and Swedish are the two official languages of teaching in Finland. Teaching can also be provided in Same, Romani or sign languages (Law on Basic Education 628/1998). However, information about the share of these languages in compulsory education is difficult to estimate, since they are not statistically differentiated. According to the OECD (2009), the largest minority/migrant groups in the learner population are Russians, Somalis and Estonians.

Data on the diversity of teaching force is extremely limited. From 2005 to 2014, there were 1,348 decisions on the recognition of teacher qualifications acquired in another country for other people than Finnish nationals, 65.7% of which were from citizens from a country outside the EU (Finnish National Board of Education 2015). The overall proportion of students with a migrant and/or minority background in initial teacher education is not currently collated in Finland. Nor is such data collated with respect to the diversity of the teaching workforce.

Institutional context

Municipalities provide the majority of pre-primary, primary and upper secondary education in Finland and normally confer to individual schools a large degree of autonomy in designing their own curricula and education.

Initial teacher education is provided by nine universities in the country. Applicants must have passed the Finnish matriculation examination (or a foreign equivalent) or have completed a three-year vocational education programme to be eligible for the course. Students opting for a primary school teacher major in education may specialise their course around several ‘minor’ subject areas. Students taking the upper secondary education course can opt to follow a ‘major’ in a specific subject area and can choose to take pedagogical studies over a five-year programme or as a separate module after graduation.

There is also emphasis on practical development of basic teaching skills in the context of student peer groups and in initial teacher education programmes run by the university or at affiliated schools.

In Finland, schools are responsible for their own recruitment. This is conducted through the open market, with advertisements in newspapers, professional journals and relevant websites. When selecting teachers, schools set the criteria to be observed as part of each selection procedure.

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16 It should be pointed out, however, that these figures do not necessarily indicate that these individuals are now working in the teaching profession in Finland.
Key barriers for teachers with a migrant and/or minority background

There is a limited amount of empirical evidence on the key barriers to teacher diversity in Finland. However, the evidence available suggests the following barriers:

- **Lack of qualifications needed to take part in initial teacher education:** The 2012 PISA results indicated that the learning outcomes of 15 year old students with a migrant background lag behind their peers in Finland (OECD, 2012). On average, the 1st generation of young people with a migrant background were approximately two school years behind other learners and the 2nd generation of young people with a migrant background were less than two school years behind other learners (OECD 2012). A study by Kosonen (2010) reveals that among second generation immigrant adolescents (those with both parents born outside of Finland and who were themselves either born in Finland or arrived as young children), Muslim girls tend to underachieve in secondary school whilst students with an East-Asian background tend to achieve higher in school yet often drop-out later in their schooling. According to the ENAR report (2012), only 8.5% of Roma children benefit from the Roma language education to which they are entitled. It could therefore be argued that students with a migrant/minority background face greater barriers in reaching positive learning outcomes than their peers, which subsequently affects their ability to achieve the required level of qualifications to qualify for initial teacher education.

- **High competition for teacher education programmes:** The Finnish teacher education programme is highly competitive and it could be argued that this is a challenge for students with an immigrant background considering the need to attain the same educational standards as their peers. In order to enter initial teacher education, candidates must undertake tests assessing their language and academic skills. They must also complete a set of aptitude tests to assess their skills, motivation and commitment. Only 10% of candidates applying for a course in primary teacher education are accepted in the programmes. After completing initial teacher education, graduates face a high level of competition for teaching positions, especially in university towns. According to the Ministry of Education and Culture, at present there is a good supply of teachers at all levels.

- **Language skills in the two official teaching languages:** Mother tongue language skills (Finnish or Swedish) play an important role in accessing initial teacher education programmes as well as in recruitment processes for teacher positions in Finland. This presents challenges for people with minority/migrant backgrounds given that acquiring excellent Finnish or Swedish language skills is likely to be more demanding for those who do not have these languages as their mother tongue. For example, in specific further initial teacher education for minority and migrant groups (Specima), the entrance requirement in Finnish language is set relatively high (level 4 in a scale of 6 levels), which highlights the importance of language competence in teacher education in Finland (Ministry of Education 2015).

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18 Interview with representative from the Ministry of Education and Culture.
19 Common European Framework of Reference
Tackling the issue of teacher diversity

Whilst there is not a strong policy focus specifically on increasing the diversity of the workforce in Finland, a number of initiatives have been identified:

<table>
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<th>Specific initial teacher education programmes – language support</th>
<th>Recognition of foreign qualifications</th>
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<tr>
<td><strong>Specima Teacher Education</strong>, funded by the Ministry of Education and Culture, is targeted at people with a migrant background to work in early childhood education, primary education, secondary education and VET. The training is also directed to persons who are already working in education, but want to acquire skills and qualifications for teacher positions. The training increases the participants' eligibility and capacity to respond to the needs of learners with a migrant background, as well as strengthening the skills to work in the Finnish or Swedish language in the teaching profession. The University of Helsinki, the University of Turku, the University of Tampere and the University of Jyväskylä offer Specima training. The training comprises work-oriented learning and may include practical teaching in schools to promote employment opportunities. In the period 2009-2014, 1,100 students were enrolled on the programme and the drop-out rate is estimated to be low (Ministry of Education 2015).</td>
<td>Migrants who have acquired a teacher qualification in their home country can apply for recognition of their qualification. The Finnish National Board of Education (FNBE) functions as the National Contact Point for information on recognition of professional qualifications. The FNBE are also responsible for making decisions on eligibility and the processing of applications. The decision may require the applicant to complete an adaptation period and/or an aptitude test. The applicant's work experience may be taken into account when deciding whether an aptitude test or an adaptation period is required. The decision, issued by the FNBE, determines the subject areas covered by the aptitude test and where the test may be taken. As a general rule, the aptitude test is completed in Finnish or Swedish. According to the Finnish National Board of Education, in 2005-2014, there were 1348 decisions on the recognition of teacher qualifications acquired in another country for applicants other than Finnish nationals (493 decisions were made for citizens from another EU country and 885 for citizens from a third country). However, it is not known how many of these teachers are now working in educational institutions in Finland.</td>
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<td><strong>Teacher education for the Sami minority</strong> organized at the Giellagas Institute for Sámi studies, University of Oulu. The institute, established in 2001, is an independent organisation in the Faculty of Humanities and is financed directly by the Ministry of Education. Initial teacher education for the Sami minority is part of the Finnish education and training system, which ensures the same quality of initial teacher education across all such programmes. However, there are not a sufficient number of applicants for teacher programmes to be offered in the Sami language nor is there sufficient supply of qualified teachers to work in Sami populated regions.</td>
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<td><strong>Teacher education for the Romani minority</strong>, organised by the University of Helsinki, provides qualified teachers for education in the Romani language. It is thought that the programme has improved the educational performance of Romani learners in schools. Cooperation with Romani parents has also improved. However, the number of Romani entering the upper secondary school still remains low (FNBE, 2012).</td>
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<td><strong>Teacher education for the Swedish speaking minority</strong> is organized at Åbo Akademi University in Turku and University of Helsinki, both of which are renowned Swedish speaking universities in Finland. Training is provided at all levels of education. Swedish is a second official language and a compulsory subject in the national curriculum also for Finnish students.</td>
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Note on data availability

- In Finland, official statistics in education regarding ethnic background of people is not collected in pre-primary and primary education. The data collection in basic education is based on the share of learners with foreign language background. Minority languages are included in the data of native languages (Finnish, Swedish, Sami, Romani) in order to distinguish from foreign languages;
- The Finnish Board of Education has data about the background of learners at upper secondary level (general and vocational), polytechnics and universities, but this data is subject to licensing arrangements;
- Finnish universities who organise initial teacher education programmes do not collate data on students based on ethnicity or nationality. Universities have autonomy to organise initial teacher education, with financial support provided by the Ministry of Education.

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Websites

Diversity of learners and the teaching workforce

France has a large population with a migrant background, the composition of which is influenced strongly by its colonial history and driven - particularly until the 1970s - by economic motivations (INSEE 2012b). In 2013, 13.4% of the French working age population (aged 15-64) was foreign-born and 6.8% had a foreign citizenship (Eurostat 2014). In 2008, France was the only country in the EU where, in the population aged 25-54, there were more second generation migrants (13.5%) than first generation migrants (13.1%) (Bouvier 2012).

With regard to geographical origin, the largest proportion of immigrants originates from Africa, principally Algeria and Morocco. Immigration in recent years has however become increasingly European: nearly half of all immigrants entering France in 2012 were European (Brutel 2014).

The learner population reflects this diversity although, due to legal restrictions on collecting data on ethnic and religious origins of learners, data is limited and refers principally to the origins of parents. In 2007, approximately 19% of pupils in the first year of secondary education were of migrant origin (at least one foreign-born parent) of which 11% had both parents born abroad and 8% just one parent (INSEE 2012a). In 2012, 14.8% of 15-year-olds in France had an immigrant background, of which 4.9% were first generation migrants, and 9.9% were second generation migrants (PISA 2012).

No data is available on the proportion of the teaching workforce with a migrant and/or minority background. Qualitative evidence from interviews suggests that the proportion of teachers of migrant background is however generally significantly below the proportion found in the learner population. Equally, no national level data is available on students in initial teacher education or drop-out rates from the profession. Interviewees however perceived that there is not a higher drop-out rate among teachers of migrant origin; on the contrary, those who access the profession were considered to be more committed and less likely to drop out.

Institutional context

Since 2013, initial teacher education in France is carried out in tertiary education institutions called “ESPE” (Écoles supérieures du professorat et de l’éducation - Schools for Teaching and Education), replacing the previous institutes providing initial teacher education (IUFMs). There is one ESPE in each of the 30 French administrative regions for the governance of education (known as “académies”), accredited jointly by the Ministry of Education, and under the authority of a Rector.
Candidates wishing to become teachers must complete 5 years of tertiary education. After obtaining a bachelor degree (licence), students wishing to become teachers enrol in a specific two-year master degree “MEEF” (Métiers de l’enseignement, de l’éducation et de la formation – Teaching, Educational and Training Professions). At the end of the first year of the master degree, teaching students take specific competitive exams (concours) to access either “first degree” (pre-school/primary school) teaching or “second degree” (lower/upper secondary school) teaching. If successful, students continue into the second year of the master degree as “trainee teachers”, which involves alternating training: partly as theoretical training (in the ESPE) and partly working as a teacher in a school.

Following this, trainee teachers take part in another competitive exam (concours), which leads them to either become part of the regional teaching body of teachers, for pre-school and primary school teachers, or the national body of teachers, for secondary school teachers. Based on their expressed preferences, ranking in exam results and demand for teachers, teachers are then assigned and offered a post in a particular département (local area) for pre-school and primary school teachers or region in any part of France (académie) for secondary teachers.

For all levels of teaching in France, the consecutive model of initial teacher education is used (Eurydice).

Key barriers for teachers with a migrant and/or minority background

Based on available evidence, key barriers to increased teacher diversity in France include:

- **Lack of qualifications needed to take part in initial teacher education:** On average, children of migrant origin do significantly less well at school than their native French counterparts, which affects their access to initial teacher education; in France, teaching qualifications require five years of tertiary study to master level. The proportion of adults (20-35 years) with only lower secondary school qualifications is significantly higher for certain groups of migrant origin: 32% for Turks, 24% for Algerians, 20% for Moroccans and Tunisians, compared to only 11% for those of non-migrant origin (INSEE 2012c). Early school leaving is particularly prevalent among young people with origins from Turkey (27%), Algeria (17%), Central Africa and Guinea (16%), and Morocco or Tunisia (15%) (Brimbaum, Moguereau & Primon 2012). Interviewees have confirmed that academic under-performance is the main barrier which prevents people with a migrant/minority background from entering the teaching profession.

- **Lack of financial resources needed to take part in initial teacher education:** There is a high correlation between social disadvantage and both under-achievement and access to higher education (including initial teacher education). Almost half of migrant children live in the 25% of households with the lowest incomes, on average their parents have lower level of qualification, and they are three times more likely to attend a school in a “priority education area” (Brinbaum & Primon 2013). Indeed, the student teachers of migrant origin in initial teacher education showed clear differences with the overall population of migrant origin: only 24% had gone to school in a “priority education area”, compared to 44% of all migrant pupils in the local area (in 2002/2003) (Audebert 2014), meaning that those taking up initial teacher education are from a comparatively more advantaged socio-economic background.

- **Discrimination/prejudices:** Certain studies indicate that discrimination and/or prejudice at school is likely to contribute to the under-achievement of children of migrant origin, and hence their ability to access initial teacher education. 58% of descendants of migrants who declare having been treated in an unfair way at school attribute it to their origin or nationality, while 13% associate it to their skin colour (reaching 56% among persons of Sub-Saharan origins) (Brinbaum & Primon 2013). The Council of Europe has also expressed concerns about allegations of refusals to enrol children from Traveller communities into schools (ECRI 2010), which have been backed up by a report of the French Court of Auditors in 2012 (ECRI 2013).
**Systematic barriers:** the Law of 15 March 2004 prohibits any signs of religious affiliation in schools. While no studies were found on the impact of this ban on teacher diversity, it is possible that it may have discouraged people from certain religious minorities, such as women from Muslim backgrounds (primarily of migrant background), from applying to join the teaching profession.

**Tackling the issue of teacher diversity**

Few initiatives, policies or measures directly address an increase of teacher diversity. While a national action plan against racism and anti-Semitism (Plan national d’action contre le racisme et l’antisémitisme (PNACRA) 2012-2014, 2015-2017) aims to 1) implement activities aimed at ensuring harmonious living together throughout the educational chain, and 2) create civic and moral education to promote Republican values of equality, freedom and fraternity, it does not make reference to increased teacher diversity to achieve these aims.

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<th>Networks and mentoring</th>
<th>Financial Support</th>
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<td>The Réseau national de lutte contre les discriminations à l’école (National Network Against Discrimination in School) aims to combat discrimination in schools in France and has existed for approximately 3 years. To achieve this overall aim, it has three main specific objectives: to promote links, exchanges and mutual learning between actors working to overcome discrimination in schools; to share and disseminate resources, research and tools; and to raise awareness. It now has some 150 members which include teaching professionals, inspectors in regional Academies, researchers, NGOs working in the field of discrimination and representatives of local authorities. The network is coordinated by the Alain Savary Institute at the French National Institute of Education (Institut français de l’éducation) based at the ENS (Ecole nationale supérieure) in Lyon. It receives funding of approximately 15K euros per year from the State, which funds the bi-annual meetings and the contributions of a sociologist.</td>
<td>Emplois d’avenir professeur (EAP) (Jobs of the Future: Teachers) is a French government initiative which aims to allow a greater number of students from more disadvantaged backgrounds to complete the studies necessary to enter the teaching profession, and thus ensure that the teaching profession better reflects the sociological composition of French society. Based on meeting certain criteria (students who already receive a grant based on social criteria, students who have lived/went to school for at least 2 years in a &quot;sensitive urban area&quot; (ZUS) or in a &quot;priority education&quot; school establishment, etc.), EAP students receive an average income of 900 euros per month. The students carry out a part-time job in a school (approximately 12 hrs per week) with an in-house tutor, and also study at universities/initial teacher education institutions. Another form of financial support is offered through the Allocation pour la diversité dans la fonction publique (Grant for diversity in the civil service). The aim of this grant is to promote greater diversity of background in the civil service, through supporting the most able candidates to take part in competitions for entry to the professions. Those who wish to apply for the grant need to complete an application form, and are selected on the basis of their income level and prior academic results. The consideration of their results takes into account material, family, educational or social difficulties which the candidate may have faced. The amounts are decided by the regional Prefects: in Poitou-Charentes for example, the grant is EUR 2000. It targets the higher civil service competitions, including teaching. While this grant is neither specific to those who wish to enter initial teacher education nor those with a migrant/minority background, it can provide financial support to candidates with a migrant/minority background in initial teacher education.</td>
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**Note on data availability**
• Collecting data which reveals, either directly or indirectly, ethnic and religious origins is prohibited in France (Article 8, Law of 6 January 1978 on Data Processing, Data Files and Individual Liberties). The principle is widely engrained in French society, and is respected in all forms of reporting, including official (State), academic and NGO sources.

• This legal provision is overseen by CNIL (National Council of Information and Freedoms) which offers only occasional flexibility in application of the principle. Since 2007, it has however been possible to collect data on the country of birth and nationality of parents, including in national censuses (ENAR 2013).

• In addition, France does not recognise the existence of national minorities, which it considers to be incompatible with its constitution, and as such does not collect data on them1. The law grants its uniform and impartial protection to all individuals and to their beliefs and allegiances, but as individuals rather than as members of specific communities (Latraverse 2013).

• As such, there is limited data available which allows an overview of ethnic diversity. Some indications can however be provided by using proxies such as those holding foreign citizenship or place of birth (of individuals or their parents).

• No official data is available in France on the proportion of the teaching workforce or students in initial teacher education with a migrant and/or minority background. An indication of the proportion of students in one initial teacher education institute is provided by a study dating from 2006, but cannot be considered representative of France as a whole due to its location in a Parisian suburb with a very high level of ethnic diversity.

• No official data was identified on the drop-out rates of teachers or student teachers, either in general or for those with a migrant and/or minority background.

• In France, for statistical purposes, immigrants are defined as people who are born as a foreigner (without French nationality) abroad, residing in France.

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1.11 Germany

Diversity of learners and the teaching workforce

Germany has a large population with a migration background: more than one in five people of working age are either first (79.4%) or second generation migrants (21.6%) (Destatis 2014).

According to PISA data, 13.1% of 15-year old learners have a migrant background, of which the majority are second generation migrants (10.5%) (OECD 2013). No comparable information is available for pre-primary education, but it seems that migrant learners are significantly under-represented in pre-primary education and care, due to lower take-up rates (Autorengruppe Bildungsberichterstattung 2014). The largest groups amongst those with migrant background are from Turkish origin (6.5% of all children aged 0-15), Polish (2.4%) or Russian (2.1%) (Destatis 2014).

According to PISA data, only 1.6% of learners at the age of 15 belong to language minorities (OECD 2013). Limited data is available on the learner population belonging to the four recognised ethnic minorities in Germany – the Danish, Sorbs, Frisians and Sinti and Roma. Compared to the group of learners with migrant background, these groups are small.

The limited data that is available shows that the diversity of teachers (as measured by those with migrant background) lags behind that of the learners. Microcensus data from 2007 suggests that only 7.3% of staff at ISCED levels 0-1 and 4.7% of staff at ISCED levels 2-3 have a migrant background (Autorengruppe Bildungsberichterstattung 2010). One of the contributing factors may be that less university students with migrant background study to become teachers – only 6% study to become teachers compared with 12% of the general population of university students (BMI/BAMF 2010).

Institutional context

The responsibility for education policy and initial teacher education lies with the German federal states. Across the country, initial teacher education (ITE) is delivered in the concurrent model.

Pre-primary pedagogical staff generally enter the profession following vocational education and training. Institutions providing ITE are typically technical colleges (Fachschulen), although there is some variation between federal states. Entry qualifications are generally a graduation certificate from secondary school (Realschule) and a finalised vocational preparatory training in a related area. Training is school-based and followed by a practice year. It should be noted that recent years have seen the development of ITE for early childhood education staff beyond upper secondary level. Selection into initial teacher education is decentralised and implemented by the institutions themselves.

Teachers in compulsory education enter the profession following tertiary level education. Institutions providing ITE are typically universities, applied universities or initial teacher education colleges (Pädagogische Hochschulen). Subsequent preparatory service takes place in different formats at state agencies (Studienseminare) and similar establishments as well as schools (Musset 2010). While recruitment into initial teacher education is conducted by the institutions themselves, recruitment into preparatory service is implemented by education ministries and school authorities.
Once graduated, teachers are recruited into the profession on the open market. Significant human resource responsibilities lie with the headteacher. For pedagogical staff in early childhood education, recruitment takes place through the municipality/local education authority. For teachers in compulsory schooling, recruitment takes place both through the education ministry of the federal state/the school authority via candidate lists and through the open advertisement of posts by schools.

**Key barriers for teachers with a migrant and/or minority background**

Available empirical evidence suggests that the key barriers to teacher diversity are the following:

- **Lack of qualifications needed to take part in initial teacher education:** Many pupils with a migrant background do not attend a school which would lead them towards the university entry qualification needed to enter initial teacher education. The German school statistics show that, while 52% of German pupils attend academic secondary schools (Gymnasium), only 26% with non-German citizenship attended this type of school in 2010/2011 (BAMF, 2012). Moreover, PISA analysis for Germany has repeatedly shown that 15-year olds with migrant background display significantly lower basic skills than their non-migrant peers (OECD 2013). This implies that the population of potential students in initial teacher education with a migrant background is relatively smaller.

- **Lack of financial resources needed to take part in initial teacher education:** While there is no direct empirical evidence of this barrier available, it can be noted that people with a migrant background generally fare worse in Germany than those with non-migrant background. According to a government report from 2011 (Engels et al 2011), nearly twice as many people with a migrant background were at risk of poverty (26.2%), i.e. earning less than 60% of the median income, compared with those with a non-migrant background (14.5%) in 2010. The risk of poverty for first and second generation migrants differs only marginally. This implies that there may be significant financial barriers to taking up initial teacher education as, although capped student loans are available, there are opportunity costs which may lead students with migrant background to take up more lucrative alternative options such as paid vocational education and training.

- **Prejudices/stereotypes and discrimination:** A number of regional studies have found some evidence that students in initial teacher education and the preparatory phase are confronted with prejudices, stereotypes and discrimination related to their migration background. A study on the experience of 200 teachers with a migrant background conducted at the Humboldt University Berlin (Georgi 2010) finds that, while the vast majority of teachers with migrant background feel recognised by their colleagues in their role, they experience different forms of discrimination in their daily work to different degrees of intensity. This includes discrimination based on ethnic-cultural background, language skills, religious discrimination, as well as structural and institutional discrimination. Many of the teachers surveyed have experienced discrimination in different phases of their education career: 29% state to have experienced discrimination or disadvantage while being at school themselves, 13% during initial teacher education, 23% during the preparatory practical training and 22.5% in their current work as teachers. A regional study on students in initial teacher education also find qualitative evidence of discrimination during practical training and show that any deficits of students with a migrant background in initial teacher education are often attributed to that background by career support staff (Wojciechowicz 2013). However it should be noted, that these experiences did not necessarily lead to teachers or teacher candidates to leave the profession.

Additional barriers that seem to be assumed, in some of the policies listed below include: lack of information, low salaries/low prestige/uncertain career progression, difficulties in the recognition of foreign diplomas and high drop-out rates of students in initial teacher education and new teachers with migration background. However, there is no empirical evidence available on the relevance of these barriers in the German context.
Tackling the issue of teacher diversity

The **German national action plan for integration from 2011** (Bundesregierung 2011) sets out the national strategy for the integration of people with a migrant background in Germany across a range of policy areas. In the area of education, the strategy sets as one of its operational targets to increase the share of personnel with a migrant background in education and social work. It provides the general framework for activity in this area and links specific measures and instruments to indicators of success. A selected number of measures to support increased teacher diversity include the following:

### Networks and mentoring

Several regional networks of teachers with a migration background exist, one of the most prominent being the Teaching staff with migration history in North Rhine-Westphalia project (*Projekt Lehrkräfte mit Zuwanderungsgeschichte in Nordrhein-Westfalen*). It implements activities around three objectives: 1) attracting young people with migrant background to the profession, 2) accompanying them through their studies through networks, and 3) retaining and developing them within the profession.

Other mentoring approaches include the ESF-funded mentoring programme *MigraMentor*, which ran between 2011 and 2013 and provided mentoring for three different target groups: 1) potential students of initial teacher education, 2) actual students of initial teacher education, and 3) practising teachers, which ran between 2011 and 2014.

### Information and awareness-raising

Several initiatives aim to raise awareness of the challenges faced by pupils with a migrant background. These often include initiatives targeted at students at upper secondary level. An example is the project **Campus for pupils - more migrants are becoming teachers** (*Schülercampus - mehr Migranten werden Lehrer*), which has been implemented since 2008 in a cooperation between the ZEIT Foundation and the Federal Office for Migration and Refugees.

It includes targeted careers counselling for students at upper secondary level who are interested in a teaching career and who have migration background. During multi-day workshops, they receive a basic introduction to pedagogy, learn about the opportunities and challenges of being a teacher and hear first-hand experiences of becoming and working as a teacher from teachers with a migration background.

### Financial support

There are a wide range of projects designed to attract more migrant students to enter initial teacher education. The scholarship programme **Horizonte** supported by the Hertie Foundation has offered scholarships and intellectual support to students with a migrant background in initial teacher education or vocational training in pre-primary childcare since 2008. The scholarship is supported through other foundations, universities and education ministries in the federal states.

### Making the profession more attractive

The pilot project **Practically-oriented training for pre-school teachers** (*Praxisorientierte Erzieherausbildung – PIA*) is implemented in the federal state of Baden-Württemberg. PIA pays a training allowance for all three training years, has a stronger practical component and targets applicants with completed vocational training or university entry qualifications. One of the proclaimed aims is to attract underrepresented groups to pre-school initial teacher education, including those with migrant background.
Note on data availability

- The key data source for teacher diversity in Germany is an analysis of Microcensus 2007 data, which was conducted in the context of the 2010 Federal Education Report (Autorengruppe Bildungsberichterstattung im Auftrag der KMK und des BMBF 2010).
- While the Federal Education Report is repeated every 2 years and the analysis on teacher diversity is replicable in principle using newer Microcensus data, this indicator is not included in newer versions of the report. Nor is the analysis available from other sources.
- Given the absence of empirical evidence, the debate frequently revolves around estimates of the share of teachers with migrant background (see e.g. BMI/BAMF 2010), which is often said to be as low as 1% (BMI/BAMF 2010: 33), this refers to the share of teachers with migrant background in the federal state of North Rhine-Westphalia).
- In general, data collection which takes into account the feature ‘migrant background’ has improved in recent years in line with improved monitoring of integration and educational processes.
- However, barriers to collect detailed data on ethnicity and minority background remain. Since the Second World War, Germany does not collect population and socio-economic statistics based on ethnicity (Prinzip der Nichterfassung ethnischer Daten in amtlichen Statistiken, Principle of non-ethnic monitoring in official statistics, see BMI 2011:12)

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1.12 Greece

Diversity of learners and the teaching workforce

According to PISA data, 10.5% of 15-year-olds have migrant background, of which 6.3% are first generation migrants and 4.3% are second generation migrants (OECD 2013). No comparable information is available for pre-primary education. In 2011-2012, the share of immigrant and repatriated pupils in primary and secondary education was 12.3% and 8.7% respectively. The share of both immigrants and repatriated pupils was 10.6% in total (Triandafyllidou 2011; Gkaintartzi et al. 2014).

The largest group of migrant pupils are Albanian: out of the 10.6% of migrant (foreign) origin and repatriated pupils, 8.3% are pupils of Albanian origin (Triandafyllidou 2011; Gkaintartzi et al. 2014).

According to PISA data, 1.1% of learners of the age of 15 belong to language minorities (OECD 2013). Minority schools have been established for the education of the Muslim minority of Thrace (the largest and only recognised minority in Greece). In 2014-2015, there were 150 minority primary and secondary education schools, including two religious schools, which host 6,320 pupils in total. At these schools, a large number of teachers have a minority (Muslim) background. For example, out of the 735 primary education teachers, 274 teachers and 61 supply teachers are EPATH graduates, i.e. from the Muslim minority. In secondary education, out of 73 teachers, 37 work on the Minority programme (Tsatsaroni 2011).

Other data on teacher diversity in terms of migrant background, as opposed to minority background, is limited.

Institutional context

Pre-primary and primary school teachers are trained in a four-year university-level course, primarily in Pedagogic Schools in the concurrent model of initial teacher education (Eurydice/EACEA 2013). However, there has been a recent change in the model in that a Pedagogical Training Certificate can now be obtained either during studies (concurrent) or after graduation (consecutive) (Eurypedia). The minimum entry qualifications for teachers in ISCED 1-3 is a Bachelor’s degree (Eurydice/EACEA, 2013; Eurydice, 2009) combined with the more recently established Pedagogical Training Certificate. In contrast, in secondary education the consecutive mode of initial teacher education is more prevalent and subject as well as pedagogical training takes place at teacher faculties in their field of specialisation and lasts four years (Eurypedia, Eurydice/EACEA 2013, UNESCO 2012).

In relation to recruitment of new teachers, Law 3848/2010 stipulates that new teachers will be hired only: (i) after accrediting their pedagogical proficiency (through a university course similar to the Post Graduate Certificate of Education in the UK); and (ii) after being successful in centrally organised exams held every two years by a state organisation named the Superior Committee of Personnel Selection (ASEP, http://www.asep.gr/). Their appointment must be followed by a two year probationary period under the supervision of a mentor. The only method used for teacher recruitment which remains fully centralised are public, centrally organised competitions (Eurydice/EACEA, 2013; Paraskevopoulos and Morgan 2011; European Commission 2012). The school autonomy is rather low and teacher selection and appointment is mostly decided at the regional/ national level (Eurydice/EACEA 2013).
Key barriers for teachers with a migrant and/or minority background

There is no specific evidence (empirical or otherwise) of barriers to teacher diversity in Greece. However, some likely barriers can be deduced, in particular from migrant/minority pupils’ performance in the educational system more generally, which are set out below.

- **Lack of qualifications required for taking part in initial teacher education**: It is likely that the poor school performance of first and second generation migrants, who consistently record lower learning outcomes than their peers, is a barrier to this group following a teaching career for which a degree is required.

- **Limited secondary bilingual education**: (for the Muslim minority in Xanthi and Komotini). There are only two bilingual secondary education schools which, together with a general lack of teaching resources for the bilingual primary schools, has resulted in lower educational standards and attainment levels amongst minority children, and ultimately their social and economic marginalisation and exclusion (ECRI 2015). This has clear implications for the probability of progressing to higher education and obtaining a degree (as required for becoming a teacher).

- **Delays in university accreditation of Turkish mother-tongue teaching**: In its latest report (2015), ECRI has expressed particular concern about the delayed accreditation of the new faculty for Turkish mother-tongue teaching at the Aristotelian University of Thessaloniki. This is deemed important because official recognition is necessary in order to issue students, the first batch of whom were due to graduate in 2014, with state-recognised diplomas (thus allowing them to opt for a teaching career).

- **The teacher employment model**: The model for employing teachers in Greece is ‘career-based’ public service, in which entry is competitive, career development is extensively regulated and lifetime employment is largely guaranteed (Eurydice 2009; Eurydice/EACEA 2013; OECD 2011; European Commission 2012). Under such career-based and ‘front-loaded’ systems, the risk is that the diversity and quality of the teaching workforce depend excessively on getting initial recruitment and teacher education right (OECD 2011).

- **Lack of financial resources required for taking part in initial teacher education**: Migrants in Greece are much more at risk of poverty and social exclusion than the native population. According to the EU’s Social Situation Monitor, in 2011, while the at-risk-of-poverty rate of the population born in the country of residence varied from 10% to 23% across the EU, the rate for migrants so defined exceeded 40% in Greece (European Commission 2014b). In this context, the length (minimum of four-year initial teacher education at university) and structure (including passing special national examinations – ASEP) of Greek initial teacher education may contribute to the difficulties faced by migrants to access teaching.

- **Prejudices/stereotypes and discrimination**: There is some concern about prejudices/stereotypes and discriminatory practices in Greece in relation to migrants, which are likely to affect prospective and actual teachers. Persistent racial segregation and discrimination towards certain groups of pupils such as the Roma has been observed (ECRI 2015; Shashati/ENAR 2011; ENAR 2012; Psarra/ENAR 2013). There has also been persistent criticism of the low rate of members of the Muslim minority working in the civil service, including in Thrace itself (ECRI 2015). At a more general level, there is evidence that minorities and migrants are forced to take positions that do not reflect their skills, because of employers’ discriminatory attitudes (as well as language barriers) (Shashati/ENAR 2011, ENAR 2012, Psarra/ENAR 2013).

- **Reduced immigration in current and protracted economic crisis**: The current very difficult economic situation in Greece makes it rather unlikely that teacher diversity will go up the political agenda, in particular in relation to teachers of migrant/third country background. This may be also due to the fact that, given the severe economic crisis in Greece, there has been an on-going decline in the stock of immigrants (OECD 2012a).
Tackling the issue of teacher diversity

Overall, there seems to be a greater policy focus in Greece on addressing the diversity in the learner population than promoting teacher diversity in relation to migrant background. There are some measures which increase teacher diversity indirectly through the recruitment of bilingual teachers. However, it is important to differentiate between teachers of minority as opposed to migrant background. Specifically, due to the long standing presence of the Muslim minority in Thrace, the Greek government has paid more (albeit not extensive) attention to teacher diversity in relation to that minority (Ministry of Education, 2014) and some policies do exist. Measures to support increased teacher diversity include:

**Targeted recruitment (in combination with other measures)**

There are a number of recruitment initiatives which target teachers with a migrant and/or minority background:

- The general aim of the **Programme for the Education of Minority Children in Thrace 2013-2013 (4th phase cycle - previous phases: EPEAEK I 1997-2000; EPEAEK II 2002-2004; 2005-2008)** was the smooth integration of all school-age children of the Muslim minority into the educational system and in the society. It comprises a wide range of actions and interventions. The focus on bilingual education and multi-culturalism combined with the appointment of teachers with a Muslim (minority) background contributed to greater teacher diversity. This is particularly important in view of the fact that the Greek educational system has been criticised for its ethnocentrism and mono-cultural (Greek Orthodox) and mono-lingual orientation (Tsioumis 2014, SIRIUS Network 2013, OECD 2012).

- Similarly, the **cross-cultural or inter-cultural schools**, which are aimed at both repatriated and foreign pupils, combine intercultural teaching and specific curricula with the recruitment of teachers with a relevant postgraduate degree which should have knowledge of the language and culture of the country of origin of the migrant pupils. Instruction of the mother tongue is also foreseen in these schools and therefore teachers with a minority/migrant background are likely to be recruited as part of this policy.

- The **nationwide programme on the education of repatriated and foreign students** aimed primarily to support underachieving students and combat early school leaving of repatriated and foreign students and to foster smoother integration into the Greek school and the Greek society. The measure involved the training and selection of bilingual teachers.

- Similarly, the **Zones of Educational Priority (ZEP)**, which aim at the inclusion of all students in the education system through the deployment of support interventions, such as reception classes, remedial instruction, summer school and other activities. ZEPs include classes where pupils' mother tongue is taught by preferably bilingual teachers.

**Specific initial teacher education programmes**

The **Special Pedagogical Academy of Thessaloniki (EPATH)** was set up in 1969 and replaced in 2014 by the **Teachers of the Minority Programme** in the Democritus University of Thrace. The academy's aim was to train teachers from minority groups, notably the Muslim group in Thrace, so as to be able to teach at minority schools. The duration of training was three years. The new Teachers of the Minority Programme in the Democritus University of Thrace (Alexandroupolis) gives the opportunity to its graduates to be specialised in minority education and be allocated to the minority schools upon examination – aiming at further improving the standards of the minority education, thus satisfying a long standing request of the minority. This is expected to start to operate in 2015-2016.
There is no single key data source for teacher-related information, especially in relation to teacher diversity. For example, the portal ‘Ekpaideftiki klimaka’ (‘Educational Scale’) (http://edu.klimaka.gr/) has an extensive section with official information/data on teacher appointments, exams, vacancies, etc. across the country. However, it includes minimal to no information about teacher diversity.

There is very limited data available on teacher diversity, which in any case, does not seem to be of high policy priority (as opposed to addressing the needs of migrant/minority pupil population which is becoming increasingly important) (Ministry of Education 2010 and 2014; European Commission 2013; Tsatsaroni 2011; Triandafyllidou 2011; Spinthourakis et al. 2008; SIRIUS 2013 and 2014). The exception is teachers with a minority (Muslim) background for which there is some information (see below).

Information about schools and teachers in minority (Muslim) schools can also be found at the Co-ordinating Bureau for Minority Schools (http://www.syntonistiko.compulaw.gr/). This is based in Komotini and is the main state authority responsible for the administration of minority schools in Thrace.

Other data about migrant/minority pupils (and, to some extent, teachers) can be found in various websites and reports. For example, information about the Education of Repatriated and Foreign Students Programme can be found at http://www.diapolis.auth.gr/, while information about the Programme for the Education of Minority Children in Thrace can be found at http://www.museduc.gr/en/to-mpoyraμα.

The lack of teacher diversity data can be attributed to the strong focus on the learning needs of the migrant/minority population which, until relatively recently, focused on the improvement of their Greek language skills and their familiarisation with Greek history and culture. Indeed, the Greek educational system has been criticised for its ethnocentrism and monolingual orientation (Gkaintartzi et al. 2014). With the exception of the long existing Muslim minority in Thrace, the Greek population has, until recently, been rather homogeneous. However, the major migration flows of recent years have resulted in a significant increase in the migrant population (Katsiaficas, 2014; SIRIUS, 2013; Cavounidis, 2013). For example, the number of migrants/foreigners in the total population steeply increased from 1.62% in 1991 to about 7% in 2001 and about 9% in 2011 (Katsiaficas, 2014; Cavounidis, 2013). This greater diversity in the population is still to be reflected in the teacher population, based on the relatively limited existing evidence base.

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1.13 Hungary

Diversity of learners and the teaching workforce

According to Eurostat (2013), 1.7% of the working age population (aged 15-64) were born outside the country, and 4.6% have foreign citizenship. This is roughly equivalent to the 2011 Census data which indicates that 1.65% of the working age population are non-Hungarian citizens.

According to PISA 2013, 1.7% of the pupils aged 15 are of immigrant background, of which 0.7% are first generation migrants and 1.0% are second generation migrants. Data collated by KIRSTAT (Közoktatási Információs Rendszer - Public Education Information System 2013) indicates that the largest minority groups in the learner population at ISCED levels 1-3 are the Roma (22.5%), Germans (9.5%), and Chinese (8.75%).

There is limited data available in relation to the diversity of the teaching workforce. According to the information provided by school administrations and coordinated by the Ministry of Human Resources, less than 2% of schools employ teachers with foreign citizenship (OKM institutional school database 2013). This database indicates a similar figure for teachers with a Roma background (1.95% in 2013). The number of drop-outs of students from a minority/migrant background in initial teacher education is not known, although it is thought that more than one-third of the teachers (37.5%) leave the profession within 1 to 3 years after graduation (Veroszta 2012).

Institutional context

The national government and the Ministry of Human Resources are ultimately responsible for education policy and initial teacher education.

Initial teacher education (ITE) is provided by 43 of the 70 higher education institutions, as well as 24 of the 30 state-owned higher education institutions, in Hungary (Eurydice 2014). General entry qualifications include a graduation certificate from secondary school and sufficient grades in the relevant subjects and, in some cases, a university entry exam. Since 2006 the earlier dual/concurrent model (college-level and university level degrees) was replaced by a two-cycle (consecutive) model. The first cycle provides degree courses in various disciplines (to form a basis for subject-based teaching qualifications), while the Masters degree in teaching is acquired in the second cycle. Following the accomplishment of a Bachelor programme, students can enrol onto a initial teacher education Masters programme. The admission procedure and the criteria for selecting students for the latter are determined by each higher education institution itself.

Teachers are recruited through the open market, with vacancies advertised directly by the educational institutions themselves. Vacancies are advertised on the website of the Government Centre for Public Administration and Human Resource Services – and in case of senior management positions - in the official journal of the Ministry responsible for education. Whilst individual headteachers make the final decision on selection at general education level, recruitment of teaching staff for pre-school institutions falls under the direct responsibility of the local municipalities.
Key barriers for teachers with a migrant and/or minority background

Based on the limited available evidence, some of the key barriers appear to include the following:

- **Lack of qualifications needed to take part in initial teacher education:** The Roma population constitutes the largest minority group in Hungary. In comparison to their peers, learners with a Roma background achieve significantly lower learning outcomes in Hungary. Explanatory factors include: less educated parental and family background, poor participation in early childhood education, as well as widespread ethnic segregation at primary school level which often leads to lower levels of participation in secondary schools. Moreover, only a small share of Roma graduate at upper-secondary level and thus apply to tertiary level education: 1 in 4 Roma (24%) aged 20-21 graduated in upper-secondary school and are eligible to study at university, whilst 35% of those without a Roma background reached tertiary education level compared to only 5% of those with this background in the same respective age group in 2012 (Hajdu-Kertesi-Kézdi 2014).

- **Low salaries / low prestige / uncertain career progression:** One of the most important barriers to teacher diversity is the low prestige of the teaching profession. This is sharply reflected in the comparison of teachers’ salaries relative to that of others with tertiary education. The ratio of salary to average earnings for full-time, full-year workers with tertiary education aged 25 to 64 ranges from 0.52 for teachers in pre-primary education to 0.66 for those in upper-secondary education. In other words, in 2011, teachers were earning half to two-thirds of the salaries of others with college or university degrees (OECD 2013b: 390). In addition, Hungarian teachers have to spend 40 years on average (from the beginning their careers) in the profession in order to reach the top salary. This is the longest period of time within the OECD at lower secondary education (OECD 2013b). Such conditions are unlikely to attract the best candidates for initial teacher education.

- **Difficulties in recognition of foreign diplomas:** An interview with a key stakeholder confirmed that, whilst there are no great difficulties in the recognition of diplomas from EU Member States, applicants who have graduated in a non-EU country can expect a long and protracted procedure in order to have their teaching qualifications recognised in Hungary.

Tackling the issue of teacher diversity

There are only a limited number of initiatives in Hungary which address - either directly or indirectly - the diversity of the teaching workforce.

In terms of policy responses in relation to people from a migrant/minority background, the priority has been to focus on supporting learners from such backgrounds to improve their learning outcomes, rather than policies designed to explicitly increase the diversity of the teaching workforce. As such, the policy landscape in this area is dominated by policies seeking to improve the skills of existing teachers through a range of intercultural education programmes and initiatives aimed at increasing the number of Roma in tertiary education. Examples include:

- The "Intercultural Competences Trainings for educational staff" and "Teaching methods in Hungarian as a foreign language" projects, implemented by the Artemisszió Foundation, both of which sought to improve the key competences/skills of mainstream teachers to be able to work with immigrant or minority children;

- **Development of Intercultural Competences for Educational staff**, implemented by the Hungarian Association for Migrants, provided training on pedagogical methods for intercultural communication for teaching Hungarian as foreign language for children;

- The Romaversitas Foundation and the Network of Christian Roma Specialisation Colleges both offer support for students with a Roma background to gain access to higher education. Romaversitas is an NGO, while the Network of Christian Roma Specialization Colleges is funded by the state. Both aim to increase the number of Roma professionals, including teachers.
Note on data availability

- In relation to the diversity of the learner population, the key data sources are the State Secretariat of Public Education (part of the Ministry of Human Resources). This includes the public education information system KIRSTAT (Közoktatási Információs Rendszer) which is linked to the National Competency Test at ISCED levels 3 and 4 and the OKM (Ministry of Human Resources) dataset which is completed directly by school administration staff. PISA and Eurostat are also key international sources of data.
- Data availability on teachers and learners with migrant and minority background is extremely limited. For instance, data in relation to the ethnicity and nationality of students in initial teacher education is not currently collated.
- The lack of data in relation to teacher diversity is likely to be influenced by a policy landscape in Hungary which does not regard increasing the diversity of the workforce as a key priority in the education sector.
- Regarding minorities, data is also unavailable due to legal barriers of the collection of sensitive personal data, including information on ethnic background or national affiliation, among other characteristics (such as political or party affiliation, religious affiliation and sexual orientation), under the Act on The Right of Self-determination of Information and Freedom of Information (2011). The purpose of this law is setting out the basic rules for the management of data in order to preserve the privacy of natural persons with respect to data management.

Sources


1.14 Ireland

Diversity of learners and the teaching workforce

According to PISA, 10.1% of 15-year olds in Ireland have a migrant background, of which 8.4% are first generation migrants, and 1.7% are second generation migrants (OECD 2013). This is in line with Eurydice information, which finds that approximately 12% of primary students and 10% of secondary students in Ireland are from countries other than Ireland (Eurydice 2014).

According to 2011 census data, the largest migrant groups within the age groups 0-14 are Polish (28%), UK (14%), Lithuanian (8%), Indian (5%) and Nigerian (5%) (Central Statistics Office 2012).

Data on ethnic background and nationality of the teaching workforce is not currently collected in Ireland. However, a recent and ongoing research project on “Diversity in Initial Teacher Education in Ireland” found that, in relation to ethnicity, 98.3% of students in initial teacher education were self-proclaimed White Irish. Other ethnicities included White Irish Traveller (0.4%), other White Backgrounds (1.1%), and Asian/Asian Irish (0.4%) (Keane & Heinz 2015). The shares of those from a non-Irish background (based on citizenship, not ethnicity) undertaking initial teacher education also appears to be decreasing, with those claiming only Irish nationality rising from 92% to 95.8% for all entrants between 2013 and 2014 (DITE 2015). This compares to 85.8% White-Irish in the general population (Central Statistics Office 2012), suggesting that participants in postgraduate post-primary initial teacher education are significantly less ethnically diverse than the Irish population in general.

Institutional context

Initial teacher education (ITE) for compulsory education in Ireland is currently undergoing a process of significant restructuring which will result in the consolidation of currently 19 state-funded providers into six larger, university-based training centres (Sahlberg, Munn and Furlong 2012). Delivery of initial teacher education for early childhood education and care remains diverse.

Following recent structural changes to ITE programmes in Ireland, concurrent programmes now have a minimum of four years duration (from 2012 for primary and 2013 for post-primary teaching) while consecutive post-graduate programmes of initial teacher education take place over two years from 2014/2015 onwards. ITE now includes substantial periods of school placement as central elements to student teacher development, as well as a number of mandatory elements, such as early childhood education (primary)/adolescent learning (post-primary); behaviour management; inclusive education (special education, multiculturalism, disadvantage, etc); and ICT in teaching and learning.

Places for concurrent initial teacher education programmes are allocated on the basis of performance in the Leaving Certificate examination. There are minimum entry requirements including specified grades in English, Irish and mathematics. There are also a number of special entry schemes for mature students, students from disadvantaged areas and students from the Gaeltacht (Irish speaking districts). Students in post-primary consecutive ITE must hold a recognised first degree. Teachers in this sector are subject specialists. For early childhood education, each provider has its own selection criteria, yet the completion of
the Leaving Certificate would typically be a requirement, however this requirement may be waived where applicants have previous relevant experience.

Regarding recruitment, the government regulates staff appointments, but it is the management board of each individual school which makes the appointment, following due process. Normally, posts are advertised on a number of teacher recruitment websites and applicants apply directly. School Management Boards are free to short-list from the number of applicants and to conduct interviews for selection. Thus, the process is one of ‘open recruitment’.

Key barriers for teachers with a migrant and/or minority background

- **Financial barriers:** The structural reforms in relation to initial teacher education appear to have increased the costs for those wishing to train as teachers. It has been asserted by an ongoing research project that the change from a less expensive (in terms of time and financial resources) one year-programme to a more expensive two-year postgraduate programme is one of the reasons behind the reduction of participation rates of lower socio-economic groups between 2013 to 2014, which includes those with minority and/or migrant background.

- **Catholic-based tradition of education and Irish language requirements:** Hyland (2012) argues that “the teaching profession in Ireland, especially at primary school level, is less culturally and ethnically diverse than in other OECD countries”. Hyland points to both the Catholic-based tradition of education in Ireland and especially Irish-language requirements for teachers as potential barriers which prevent greater diversity in the teaching workforce (see also O’Donoghue & Harford 2011).

At primary school level, 96% of schools are under the patronage (i.e. responsibility and ownership) of the Catholic Church, whereas many more recent migrant groups have a more diverse religious profile than the majority population. Further, for the vast majority of primary schools currently designated as denominational, non-theist student teachers may have to engage in dissimulation practices if they are to ensure a teaching appointment. The exemption of schools from the provisions of the Employment Equality Act, Section 37(i) may also be a factor in issues related to teacher employment (Coolahan, Hussey, Kilfeather 2012)

- **Discrimination:** Whilst empirical research on discrimination in the education sector is limited, the results of the Teachers’ Union of Ireland’s 2010 ‘Behaviour and Attitude Survey’ reported that almost half of teachers were aware of a racist incident during that year, and that a third were not aware of any specific formal procedure to follow after a racist incident. According to the researchers implementing the survey, there was a clear lack of an intercultural policy at any of the schools researched. African children were perceived as being targeted in a significant number of incidents (Teachers’ Union of Ireland 2010). These types of negative experiences in schools could have an impact on the motivations of students from a migrant/minority background to train to become teachers themselves.

- **Lack of qualifications need to take part in initial teacher education:** Learners with a migrant/migrant background have generally lower learning outcomes than their peers. According to a report by the Integration Centre, 20% of “non-Irish students” leave education early (Integration Centre 2011). The Irish Traveller population (the largest minority group in Ireland) lags behind their peers across a range of learning outcomes, particularly in relation to attendance and attainment levels (Lesovitch 2005). According to one recent report, just over half of Traveller children attend second level education (ENAR 2012). These lower learning outcomes therefore make it less likely that members of this minority group will progress to achieve the qualifications needed to become teachers themselves.
Tackling the issue of teacher diversity

In 2002, the Advisory Group on Post-Primary Teacher Education recommended that the selection criteria for National University of Ireland (NUI) ITE programmes should be extended “to accommodate a greater diversity of entrants” (DES 2002). Similar statements have since been made by the Teaching Council (2008, 2011), though these have not been followed up with firm policy action.

Increasing the diversity of the teaching workforce does not currently appear to be a high policy priority in Ireland. Whilst there are policies seeking to increase the access of vulnerable groups (including newly arrived migrants to the country) to higher education, there appear to be no specific measures seeking to increase the diversity of students in initial teacher education and the teaching workforce.

This can be explained, at least in part, by the fact that Ireland remains relatively homogeneous ethnically. In general, the Irish case differs from other European countries in that it currently does not have a substantial second-generation immigrant population, although this will change as the second-generation immigrant population grows (Integration Centre 2012). However, the policy responses to the recent migration flows from Central and Eastern Europe (from Poland in particular) have so far largely focused on supporting the learners directly through intercultural education programmes (see, for example, the 2010-2015 national Intercultural Education Strategy). Yet a number of these programmes have been cut in recent budgets. Reductions in funding to relevant educational programmes include language assistants, as well as a wide range of Traveller education programmes such as the Visiting Teacher for Travellers, Resource Teachers for Travellers, and School Transport for Travellers (ENAR 2012).

Note on data availability

- The data in relation to the diversity of the teaching workforce, as well as those undertaking training to become qualified in the professions, is extremely limited in Ireland. The lack of such data is, in large part, a reflection of two key inter-related factors: the ethnically homogeneous demography of the country, which has not changed significantly until the very recent immigration into the country for nationals from other countries (such as the Polish); and second, that increasing the diversity of the teaching workforce is generally not viewed as a policy priority in Ireland.

- In order to address this lack of data, the ongoing Diversity in Initial Teacher Education (DITE) research study (initiated in 2014) is examining the socio-demographic backgrounds, diversity experiences and career motivations of applications and entrants to undergraduate and postgraduate primary and post-primary ITE programmes, using an anonymous and voluntary online questionnaire.

- However, data on the migrant backgrounds of learners is collected in Ireland and available through a range of sources, including the Central Statistics Office and the Department of Education and Skills (DES) Post-Primary Pupil Database.
Sources


Teaching Council (2011). *Policy on the Continuum of Teacher Education*. Dublin: Teaching Council

1.15 Italy

Diversity of learners and the teaching workforce

In recent years, Italy has seen an increased influx of immigrants and reports the third highest number of incoming migrants in the EU28 after Germany and the United Kingdom (Eurostat migration statistics 2012). This increasing diversity in the general population is reflected in the diversity of learners.

The share of 15 year olds with a migrant background enrolled in the Italian school system in 2012 was 7.5%, of which 5.5% were first generation migrants and 2% were second generation migrants (OECD 2013).

However, the share of learners with non-Italian citizenship in pre-primary education is higher: in 2012/2013 9.8% of learners in pre-primary education did not hold an Italian passport (Fondazione ISMU 2013). National data also suggests that the overall share of learners (at pre-primary and general education level) with a non-Italian passport may now be much higher: in 2013/2014 this share was found to be 9% (MIUR 2014). Non-native students come from a wide range of countries, with the largest group being Romanian, Albanian and Moroccan. In addition, the share of 15-year olds belonging to language minorities is relatively high in Italy at 9.8% (OECD 2013) and in the population there are large recognised minority groups e.g. Albanians, Catalans, Germanic people, Greeks, Slovenes and Croats.

There is no data on the diversity of the teaching profession; however the share of teachers with minority and/or migrant background is likely to be low. Only 1.7% of students in initial teacher education held a passport other than Italian in 2007/2008 (MIUR 2011).

Institutional context

The national government (Ministry of Education, University and Research) is responsible for legislation concerning the general organisation of the education system including minimum educational standards, fundamental principles, staff at schools, school quality, state financing of schools, foreign schools and cultural institutions in the country. Central government is also responsible for the management of state schools (scuole statali) – representing approximately 93% of primary schools, 96% of lower secondary schools and 95% of upper secondary schools (CNOS FAP). Scuole comunali are managed directly by the individual municipalities (primarily pre-primary education) and represent a small share of the total number of Italian schools (Comune di Bologna 2013).

Regional administrations administer the state school network and contribute to the management of non-state schools. The national government and the regions have a joint legislative role on issues related to education. Locally, the provinces and municipalities are responsible for the establishment, management and closure of schools, the interruption of any teaching activity in case of serious and urgent matters, and the setting-up, management and dissolution of school collegiate bodies.

National requirements for initial teacher education have recently changed (based on a 2010 reform), requiring candidates to achieve a higher degree of education in order to be able to work at state schools. **Pre-primary and primary school teachers** are required to complete a specific five-year university course (second-cycle programme upon completion). The initial teacher education course has a fixed number of available spaces and potential candidates are required to pass an admissions exam. All applicants wishing
to participate in the admissions exam are required to hold an Italian upper secondary leaving certificate or an equivalent diploma obtained abroad. **Lower and upper secondary school teachers** are required to complete a teaching-oriented two-year second-cycle programme at university (following the successful completion of a first-cycle university programme). This course has a fixed number of available spaces and potential candidates are required to pass an admissions exam. Following the end of the training programme, candidates are required to complete a traineeship (‘active formative traineeship’, TFA). By the end of the traineeship period, candidates are required to pass an exam to qualify as teachers.

**Recruitment procedures** are similar for pre-primary, primary and secondary school teachers and follow two different procedures: half of all available posts are open to candidates who have passed competitive examinations and the remaining posts are available to candidates on provincial lists (who’ve obtained their teaching qualification through alternative measures, such as a competitive examination or sporadic qualification procedures for unqualified teachers with at least one year of teaching experience or attendance at former post-degree specialisation schools for teaching at secondary level as organised by universities) but the latter system is to be phased out. However, many of the available posts are occupied by one-year temporary contract teachers, who are hired directly at school level and taken directly from candidate lists. The same applies to other short-term hires. New contract teachers are initially hired for a one-year trial period after which they must write a report on their training and discuss this with the Committee for the Evaluation of Teachers in order to obtain a permanent post (EURyPedia 2015).

**Key barriers for teachers with a migrant and/or minority background**

- **Discrimination and recruitment barriers:** While no studies have been conducted directly on the matter, it can be inferred that discrimination represents an indirect barrier of entry into the teaching profession for some candidates with a migrant and/or minority background. Case study evidence is available in the form of an Italian court ruling of March 2015, originally put forward by two teachers with a migrant background residing in Italy, which confirmed that discrimination had represented a barrier to entry into the teaching profession (secondary school-level) at Italian state-schools in the case of the two teachers. The two teachers had, due to their third country status, been excluded from entering the teaching profession as substitute teachers in the regular public calls for recruitment, which are issued by state schools for the purpose of recruiting new teachers. The court ruled that the requirement of holding Italian or EU citizenship to apply for state-funded teaching positions is discriminatory (a similar conclusion was also reached regarding the clause prioritising candidates holding Italian citizenship who wish to teach foreign languages in Italian state schools) (Dazzi 2015) (CUB 2015).

- **Lack of qualifications needed to take part in initial teacher education:** There is some evidence that a lack of qualifications needed to take part in initial teacher education represents a barrier to increased teaching diversity in Italy. Data from the *Ministero dell’Istruzione, dell’Università e della Ricerca* (Ministry of Education, University and Research) shows that the share of non-Italian students, who are currently enrolled in a year of study below their regular educational level of study, is 38.2% (2012/2013 data). This compares to only 11.6% in the general population, indicating that non-Italian learners are lagging behind academically. At Scuola Secondaria di Secondo Grado (high-school) the share of non-Italian students lagging behind is even higher at 67.1% (MIUR 2013). Furthermore, students with a migrant background have an elevated risk of dropping out of school before graduation (MIUR 2013b, UNICEF 2013). Moreover, migrants are more likely to enrol in vocationally-oriented schools (MIUR 2013, 2014). While these types of schools can grant access to university, they’re more oriented towards the labour market. This suggests that the pool of potential candidates with a migrant and/or minority background in initial teacher education is small.
Tackling the issue of teacher diversity

There seems to be very limited policy focus on increasing the diversity within the teaching profession in Italy. The few relevant measures identified relate to the recognition of foreign teaching qualifications, as well as the targeted recruitment of foreign teaching staff for language teaching and intercultural mediators:

<table>
<thead>
<tr>
<th>Recognition of foreign qualifications</th>
<th>Targeted recruitment</th>
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<tbody>
<tr>
<td>Riconoscimento Professione Docente (Recognition of Foreign Teaching Diplomas) targets holders of non-Italian teacher qualifications wishing to practice their profession in Italian schools. EU as well as non-EU citizens, who have obtained a initial teacher education qualification in their home country (pre-primary through to high school levels) and who wish to practice their profession in Italy are eligible to apply for the formal recognition of their diploma in Italy by the Ministry of Education, University and Research. Applicants whose qualifications are not in line with national requirements may be required to undertake an internship and/or aptitude test.</td>
<td>Mediazione Culturale (Cultural Mediation) is a national initiative, which is primarily implemented in the North and central regions through local initiatives. Cultural mediators, often immigrants, are hired to facilitate the linguistic and cultural integration of (newly-arrived) immigrant school children in Italy. The cultural mediator must possess a strong linguistic and cultural knowledge of a relevant migrant country. The nature of the support differs between different local initiatives and schools. Another targeted recruitment initiative with the potential to increase diversity in the teaching force is Assistenti stranieri in Italia (Foreign Assistants in Italy), which enables people from France, Germany, UK, Austria, Spain, Belgium and Ireland to come to Italy to teach their native language in schools in the context of a cultural exchange. While this may increase the diversity of the teaching profession in some ways, it does so through external recruitment rather than via the existent migrant population in Italy.</td>
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Note on data availability

- The Ministry of Education, University and Research (Ministero dell'Istruzione, dell'Università e della Ricerca) provides useful statistics on migrant and/or minority students.
- Generally, data on diversity in the teaching profession in Italy is scarce and no studies on the matter have been identified.
- There is no data available on diversity in the teaching profession in Italy. This conclusion is based on an extensive review of available data and literature: statistics from ISTAT, research reports by the Ministry of Education, University and Research, national media, a number of NGOs, public research institutions etc. The scarcity of information relates to the following fields: information on the integration of foreign teachers (with a migrant and/or minority background) into the Italian school system, the share of teachers with a minority background as well as potential candidates with migrant and/or minority background in initial teacher education.
- Public media sources have stated that this share is very low due to the fact that very few migrants and/or minorities hold the appropriate qualifications (Dazzi 2015).
- Data on students in initial teacher education is scarce. Some data on the drop-out rates of non-Italian students has been identified, but data is not recent and isn’t further broken down according to nationalities and/or migrant/minority background. No data on drop-out rates of teacher without or without migrant/minority background has been identified.

Sources


Fondazione ISMU (2013). Alunni con Cittadinanza non Italiana (L’eterogeneità dei percorsi scolastici) (Students with non-Italian citizenship – the heterogeneity of the school system), Quaderni 1/2014, Rapporto Nazionale 2012/2013


**Websites:**


**1.16 Latvia**

**Diversity of learners and the teaching workforce**

According to Eurostat (2013), 11.7% of the working age population (aged 15-64) were born outside the country, and 15.3% have foreign citizenship. This is roughly approximate to the 2011 Census data which indicates that 16.5% of permanent residents of Latvia are non-Latvian citizens.

According to PISA 2012, only 4.5% of 15-year old pupils have a migrant background, of which 4.1% are second generation migrants and only 0.4% are first generation migrants (OECD 2013). Russians are the largest minority group in the learner population (20.6%), followed by the Polish (1.2%), and Byelorussians (1%) (Census 2011). Although there is no data available on the share of learners with a minority and/or migrant background, there is data on the number of learners in pre-primary and compulsory education by language of instruction; 23.1% at pre-primary level and 27.4% at compulsory education level have Russian as the language of instruction (with 1% for other languages) (Central Statistical Bureau 2013).

There is limited data available on the diversity of the teaching workforce in Latvia. The principal data available in this regard concerns the share of teaching staff in schools with a different language of instruction (at ISCED levels 1-3). Here it was found that 17.6% of teachers taught in Russian, with 0.9% for other languages (Ministry of Education and Science 2014a). The total proportion of drop-outs from initial teacher education was 17.9%; the proportion of drop-outs with a minority/migrant background is not known (Ministry of Education and Science 2014b).

**Institutional context**

Educational policy in relation to pre-primary and compulsory education is under the overall responsibility of the Ministry of Education and Science with day-to-day implementation falling under the responsibility of local municipalities. However, state gymnasiums (valsts ģimnāzija) fall under the direct responsibility of the Ministry of Education and Science.

**Initial teacher education** for pre-primary level is provided by colleges, universities and other higher education institutions (augstkolas), whilst only universities and other higher education institutions (augstkolas) provide such training for general education level (primary and secondary). Training is implemented in accordance with the consecutive or the concurrent model: the former involves a 1-2 year programme after Bachelor studies leading to higher vocational pedagogical education whilst the latter encompasses an integrated Bachelor study programme of 4-5 years duration. Generally, entry requirements are a graduation certificate from secondary school (vidusskola) and successfully passing centralised compulsory education exams. Potential candidates for some initial teacher education programmes (music teacher, dance teacher, sports etc.) must also pass entry exams.

**Recruitment** is the ultimate responsibility of the local municipality; however, in general, the individual headteacher and/or school governing body makes the final decision concerning selection. Teachers are recruited in the open market.
Key barriers for teachers with a migrant and/or minority background

Based on the available evidence, key barriers to teacher diversity in Latvia include the following:

- **Systematic barriers - compulsory education system:** Although officially Latvia has declared a unified education system, in practice there are still three types of schools: schools with Latvian language of instruction; schools with Russian as the language of instruction; and bilingual schools which implement minority programmes and other minority schools (Kehris 2008). In 1998, the Latvian Parliament passed a new Education Law, according to which the language of instruction in the 10th form of all state schools from 1 September 2004 was Latvian. The clause about transition to Latvian as the only language of instruction was explained by the need to integrate an ethnically segregated society. This provision in the Education Law caused political protests, as a result of which the law was changed in February 2004, allowing 40% of classes in minority secondary schools to be taught in the language of the minority. The transition to teaching mostly in the official state language in the schools where previously minority language was the medium of instruction is a government policy, based on the assumption that this is the only means to integrate ethnically diverse society on the basis of one state language. The actual existence of two parallel school systems – so-called “Latvian” and “Russian” schools – is in itself an obstacle to social integration and one of the causes for the existence of a split public sphere in Latvian society (Silova 2002). It could also be argued that the state policy requiring teaching to be conducted predominantly by the Latvian language prevents those with a migrant/minority background from entering the teaching profession.

- **Language barriers:** Section 56 of the “Law on Institutions of Higher Education” declares that the study programmes of State-funded institutions of higher education shall be implemented in the official language though it allows teaching to be carried out in other languages in private institutions. However, data from Higher Education Quality Evaluation Centre indicates that there are 10 higher education institutions providing studies for the teacher candidates, all of which are State-funded. This leads to the strong probability that, if potential teacher candidates do not possess sufficient knowledge of the Latvian language, they are unable to pursue a teaching career.

- **Low salaries/low prestige/uncertain career progression:** Before the economic crisis, public expenditure on education had grown rapidly, with Latvian schools often being overstaffed. The onset of the economic crisis created a fiscal imperative to reduce expenditure in the education sector (World Bank 2010). Education expenditure dropped from 5.71% of GDP in 2008 to 4.96% of GDP in 2010 (Eurostat 2014). Teacher salaries were also reduced in the education budget in 2009 (Hazans 2010). It has therefore been argued that the low teacher salaries and flat pay scale imply a low-status profession which is unlikely to attract the best graduates or to retain a quality, motivated workforce (OECD 2014).

- **Lack of information:** According to the Education Law of the Republic of Latvia, all inhabitants - independent of ethnicity, race or gender - have equal access to education. At the same time, policymakers’ capacity to monitor the access of different ethnic and linguistic groups to education is limited because of the lack of disaggregated statistics reflecting the number and ethnic composition of the migrants (Golubeva 2006). This therefore impacts upon policy-makers’ ability to ensure that an equal right of access to education is implemented effectively.
Tackling the issue of teacher diversity

Overall, there seems to be a greater policy focus on addressing the diversity in the learner population than promoting teacher diversity in relation to migrant background. For instance, the Sustainable Development Strategy (2010-2030) includes actions to be implemented in relation to civic education and social integration. Likewise, the "Teacher in an inter-cultural space" project developed teaching materials and methods in this field. Relevant initiatives concerning the diversity of the teaching workforce include the following:

<table>
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<tr>
<th>Specific initial teacher education programmes</th>
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<tr>
<td>The “Teacher’s Assistants of Roma Background” project sought to recruit and train teaching assistants of a Roma background and to facilitate their inclusion into school and pre-school educational institutions’ attended by Roma children and children of different ethnic background. The results of the project were reported to have been highly valued by school principals, teachers, parents and children involved in the project. An evaluation of the project indicated that teaching assistants from a Roma background support improved educational learning outcomes of Roma children and act as a useful bridge with Roma parents, particularly in altering attitudes with regards to participation of this group at school.</td>
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<tr>
<th>Academic and language support / information and awareness raising</th>
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<tr>
<td>The “Guidelines on National Identity, Civil Society and Integration Policy” has led to several measures seeking to strengthen the Latvian language skills of the national minorities, foreign citizens and new immigrants as well as measures to enhance the intercultural education of teachers. This includes the establishment of: a National Integration Centre providing services to third-country nationals; an Advisory Board of Third-Country Nationals Integration to promote discussion and cooperation between authorities of third-country nationals in the field of integration and education; and an Advisory Board of Minority Education which ensures a dialogue between education policy makers, practitioners and the general public, including representatives from national cultural associations, minority educational institutions, teachers’ associations, education authorities and representatives of other state and local governments institutions and NGOs dealing with minority education issues. The diversity of the teaching workforce (particularly in relation to the large Russian minority in the country) is one of the ongoing topics of discussion for both advisory boards.</td>
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</tbody>
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Note on data availability

- The key data source in relation to the teaching workforce is statistical data collected annually by the Ministry of Education and Science (MoES).
- Regulations on state statistical reporting in the field of education issued by the Cabinet determine which indicators educational institutions must report each year to the MoES. These indicators do not include data on ethnicity or citizenship of the teaching staff. However, data is being collected on the number of teachers teaching in schools with a language of instruction other than Latvian.
- Regarding the language of instruction there are three kinds of schools in Latvia – with Latvian language of instruction, with Russian (as a matter of fact bilingual – Latvian and Russian) and with other languages of instruction. Given the absence of evidence that teachers in schools with Russian or other language of instruction have a different ethnicity than Latvian, such statistical data should be regarded as an estimate assuming that teachers with non-Latvian language of instruction are Russians or of other ethnical background.
- The Law on personal data protection currently forbids to collect data on ethnicity though recently there have been attempts to make an exceptions for the sake of collection of disaggregated data in the field of education regarding ethnical background of pupils and teaching staff.

Sources


Eurostat (2014). Teachers (ISCED 0-4) and academic staff (ISCED 5-6) by employment status (full-time, part-time, full-time equivalence) and sex


OECD (2014). Teacher Remuneration in Latvia: An OECD Perspective


1.17 Lithuania

Diversity of learners and the teaching workforce

The share of migrant learners in the Lithuanian education system is very small compared to the rest of Europe. According to national statistics (and confirmed by PISA 2012), 0.2% of learners in compulsory education were first generation migrants. In addition, 1.4% of learners were second generation migrants. The number of migrant learners in pre-primary education is lower – only 0.1% of children in pre-primary education (0-7 years old) were first generation migrants. Data on second-generation migrants is not available.

The largest groups amongst those with migrant background are from Russian origin (44% of all migrant children in compulsory education), Belarusian (13%) and Ukrainian (11%) (Ministry of Education and Science (MoES) data). While the group of migrant learners is relatively small, Lithuania displays relatively large language minorities. According to MoES data, 7.3% of learners in compulsory education are language minorities, of which 4% belong to the Russian-speaking minority, 3.3% to the Polish-speaking minority and 0.05% to the Belarusian-speaking minority.

No data is publicly available on the share of teachers with migrant background. According to estimates of the MoES, the share is likely to be very small. Some data is available on minority language teachers, which shows that the diversity of teachers (as measured by those with foreign citizenship) is largely in line with that of the minority learners in schools. There were 318 mother tongue (non-Lithuanian) teachers in compulsory education, i.e. 1.2% of the total teacher population. In addition, there were 1,306 teachers of the Russian language (5% of all teachers in compulsory education) (Lithuanian Education Statistics 2014). However, this data does not distinguish between teachers belonging to Russian minorities and Lithuanians who teach in Russian.

1.6% of students who gained a teachers’ qualification through initial teacher education in 2013 had foreign citizenship, 68% of which were from Belarus (MoES data). However, no data is available on whether these students remain in Lithuania and gain employment as teachers.

Institutional context

The responsibility for education policy and initial teacher education lies with the Lithuanian Ministry of Education and Science. Across the country, initial teacher education for pre-primary and primary teachers is delivered in the context of the concurrent model, while the consecutive model is used for secondary school teachers. A Bachelor degree is required to enter the profession for all teachers.

In Lithuania, both pre-school and general education teachers are trained in universities and colleges. The procedure for training teachers is specified in the Initial Teacher Education Regulations. Initial teacher education studies are integrated into the university first-cycle (Bachelor) or college study programmes (Professional Bachelor). Initial teacher education studies may be integrated into the second-cycle (Master) study programmes.

Entry requirements to university and college-based initial teacher education study programmes are generally a graduation certificate from secondary school and a test assessing the motivation of the candidates (written
test and follow-up interview). The motivation assessment is performed by members of the examination board appointed by the Lithuanian Higher Institutions Association for Organising Joint Admission. Selection into initial teacher education programmes is decentralised and carried out by the training institutions themselves.

Teachers, social teachers, psychologists and other educational staff are hired by the respective headteachers pursuant to the requirements of the Labour Code and the Teachers’ Admission and Dismissal Procedures. Headteachers are also recruited through an open procedure. It should be noted that when a municipality announces a vacancy every candidate has to pass an evaluation of the National Agency for school assessment and an interview with the school commission (composed of parent representatives, the community, pupils, teachers, HR specialist). (Sources: Eurydice and MoES).

Key barriers for teachers with a migrant and/or minority background

There is limited evidence around the barriers to increased teacher diversity in Lithuania. It should be noted that the share of migrant learners in Lithuania is very small and that the share of teachers with minority background seems to be approximately in line with the share of minority language learners in Lithuania (this was confirmed in an interview with the Ministry of Education). Consequently, there seems to be no obvious underrepresentation of migrant and/or minority teachers. Potential barriers include:

- **Low salaries/low prestige:** This has been identified as a general barrier for entering the teaching profession in Lithuania, in part due to demographic change and high emigration rates. The demand for teachers now exceeds their supply, with a shortage of young teachers in the teaching professions (IBF 2013).

- **Language barriers for teachers:** Stricter language requirements for national minority teachers have been introduced in the amended Law on Education (XI-1281, 2011). Teachers who obtained their training in the Russian or Polish languages during the Soviet times are now required to have a specified higher proficiency level of Lithuanian. Many minority teachers from minority schools, especially in rural areas, can not fulfill this requirement. This requirement came into force on the 1st of September 2012. Minority teachers can access intensive language training courses and are offered free tuition in Lithuanian to obtain the required level (Sirius 2012).

- **Language barriers for potential students in initial teacher education:** All minorities in Lithuania have the right to mother tongue education at school. In these schools, Lithuanian as the state language (not as mother tongue) is taught as a separate subject and is also integrated with other subjects, e.g. geography, history, culture. While all schools at general education level seek to ensure that young people gain a general command of the Lithuanian language according to the general programme approved by the Minister of Education and Science (basic educational achievements testing and Matura examinations) (Art 38 of Law on Education), since the 2011/2012 academic year, all students must take the same school exit examination (regardless of whether they attend a national minority school or a public school). This could potentially lower the achievement of minority pupils in these examinations given that before 2011 the number of hours of Lithuanian language taught in minority schools was lower than the corresponding period in Lithuanian public schools. Currently, an 8-year transition period is in place concerning the Matura examination in Lithuanian language and literature, during which learners from minority schools are assessed using a customised evaluation system (Sirius 2012).
Tackling the issue of teacher diversity

No specific measures aimed at increasing teacher's diversity were identified. This was confirmed by previous research (MIPEX 2010) and a key informant interview with a Ministry of Education Representative. The only measures identified were those that facilitate the access of foreign or minority students to universities more generally. Overall, since the numbers of migrant learners in Lithuania is very small compared to the general population, there is no explicit policy to increase the share of teachers with migrant background. The representation of minority groups in teaching is partially addressed through national minority schools. However, there are wider policies, which deal with tackling diversity in the classroom:

- The Lithuanian Education Strategy for 2013-2022 mentions the importance of inclusive education (in a very broad sense) and tolerance for diversity. The importance of intercultural learning has been emphasized in the Education Plan 2013/2014: Cultural diversity and awareness are stated as an important learning outcome and the principles of cultural diversity are integrated into subjects such as history, geography, moral and ethics, citizenship education, etc.;

- The development of multicultural competencies in pre-service initial teacher education is not a compulsory element, but can be chosen as an elective course by future teachers. Recently an elective course on diversity was introduced at Vilnius Pedagogical University (Sirius 2014);

- In addition, the Pedagogical University offers a number of programmes in Russian and English language, but those are mostly for exchange students. There is no systematic preparation of language teachers working with non-Lithuanian speakers with the exception of scarce random workshops and projects (Sirius 2012);

- A good practice example is the Lithuanian model for education developed by researchers and practitioners to support teachers to deal with diversity though an online platform and methodological material.

These individual projects and measures target existing Lithuanian or minority teachers, rather than seeking to attract more teachers from a minority and/or migrant background into the profession.
Note on data availability

- The key data source for teacher diversity in Lithuania is the ITC Education and Management Information system of Ministry of Education and Science (http://svis.emokykla.lt) and the Lithuanian Statistics Department (www.stat.gov.lt/).

- While there is a lot of data collected on different characteristics of the teaching force annually, the data is not disaggregated by ethnicity/nationality of teachers. No data on teachers’ immigrant background is collected. Numbers of minority teachers can be approximated using the number of teachers working in national minority schools and/or national minority language teachers. However, this number is not exact, since minority schools can also employ Lithuanian teachers and vice versa.

- The lack/absence of statistics on children’s migrant background is explained by low numbers of these groups in Lithuania, and consequently this not being a priority issue. A gradual increase in the numbers of immigrant children, and linked to this more frequent debates on the importance of inclusive education and respect for diversity has stirred debates on the review of the indicators collected (Magi & Siarova 2014; Sirius 2013). This may also include a specific focus on teachers with migrant background.

- Although there is a long history of minority education in Lithuania (mostly Russian and Polish), there are no comprehensive statistics on the number of teachers with minority background. Teacher education is open to everyone on equal terms, and there is no policy to attract specific ethnic groups to become teachers; therefore, no data on ethnicity has been collected to-date. Moreover, there are restrictions on the collection of data on ethnicity according to the Lithuanian data protection law (Nr. I-1374, 1996).

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1.18 Luxembourg

Diversity of learners and the teaching workforce

Luxembourg’s history is closely intertwined with that of its neighbours - Belgium, France and Germany - and it has three official administrative languages: French, German and Luxembourgish.

In 2011, some 43% of Luxembourg’s population were foreigners. The vast majority of the foreign population in Luxembourg (87%) comes from other parts of the EU; the largest foreign group are Portuguese (16% of the total population). Since the previous census in 2001, the number of foreigners has increased by 35%. Less than 50% of the population were born in Luxembourg (all data: STATEC 2012b). Almost 45% of the total population, and 70% of the working population, does not have Luxembourgish nationality20. Over 170 nationalities were present in Luxembourg in 2011 (STATEC 2012b).

In 2011, in the population aged 0-19 years, the main migrant groups were from Portugal (20.5% of the total age-group), France (6.2%), Belgium (3.2%) and Italy (2.2%). Montenegrins were the largest non-EU nationality (1.5%) (STATEC 2012a). In the 2012-2013 school year, 49% of primary school children were foreign (without Luxembourg nationality), including 25.7% from Portugal, 5.1% from ex-Yugoslavia and 4.9% from France. 20% of secondary school pupils were foreign, including 7.2% from Portugal, 3.2% from diverse other nationalities and 2.4% from France (MENJE 2014).

Moreover, 60.2% of primary school age children and 63.9% of pre-primary age children speak a language at home other than Luxembourgish. At general secondary level, only 29.2% of learners speak a language at home other than Luxembourgish, compared to 53.7% of those in technical secondary education (MENJE 2014).

No data is available on the diversity of the teaching workforce or of students in initial teacher education. Data is not available either on drop-out rates of teachers in general or of those with a migrant/minority background.

Institutional context

Initial teacher education for primary school teachers is carried out by the University of Luxembourg, leading to a vocational Bachelor in educational sciences. The training is based on a concurrent model: from the very beginning, general courses are combined with pedagogical projects and internships inside and outside of the school context. This four-year programme prepares students to work with children aged between three and twelve years (and replaces the former, separate programmes for primary and pre-school teachers). In order to study at the University of Luxembourg, candidates have to hold a secondary school leaving diploma from a Luxembourgish school or a recognised diploma from a foreign country. Future students have to take an entry examination (examen-concours d’admission) in mathematics and sciences as well as in reading comprehension in French, German and Luxembourgish (Eurydice 2015).

Initial teacher education of secondary school teachers corresponds to the consecutive model. Future teachers first complete higher studies of four or more years in the subject of their choice. In order to gain access to the profession, they then take an entry examination (examen-concours), which is organised by the Ministry of Education, Children and Youth (MENJE - ministère de l’éducation nationale, de l’enfance et de la jeunesse). Successful candidates are enrolled into a two-year training period (stage pédagogique) during which they are already teaching at a secondary school while attending a teacher education programme at the University of Luxembourg (formation pédagogique des enseignants du secondaire). Training at the University is spread over five consecutive three-month terms. It is organised in modules and leads to a certificate which is issued on the basis of a completed portfolio which has to be evaluated by a commission. In order to take part in the teacher education programme (formation pédagogique des enseignants du secondaire), teacher candidates are required to have successfully passed the entry examination organised by the Ministry of Education. Applicants need to have citizenship of an EU Member State, provide guarantees on their morality and they have to be physically and psychologically able to teach. Candidates for teaching posts, as well as assistant teaching posts, have to demonstrate adequate language skills in the three administrative languages: Luxembourgish, French and German (Eurydice 2015).

The number of secondary school teaching posts available is set on an annual basis by the Ministry of Education, and teaching posts are created by level and speciality. Qualified primary school teachers are assigned to specific municipalities on the basis of their ranking in the examinations and the expressed preferences of the candidates.

Key barriers for teachers with a migrant and/or minority background

- **Language issues:** The main barrier to teacher diversity in Luxembourg is the requirement for all teachers to master all three administrative languages: French, German and Luxembourgish, confirmed by all sources consulted. There is, however, an indication that the language requirement may be relaxed for a new state-run European School in Differdange (Luxemburger Wort 2014)21.

- **Lack of qualifications needed to take part in initial teacher education:** There are clear indications of significant differences between the level of educational attainment of children of foreign nationality and the native Luxembourgish population. For example, 42.3% of Luxembourg nationals obtained a diploma from general secondary education (required for access to higher forms of education including teaching), compared to only 11.9% of Portuguese learners and 28.1% of other nationalities (MENJE 2014). PISA 2012 results highlight that children with a migrant background perform less well than Luxembourg nationals from the same socio-economic group (OECD 2013). A study by CEFIS also shows that, at the end of primary school, nearly 1 immigrant child in 3 is behind by at least one year, compared to only 1 in 7 Luxembourgish children (CES 2014). Foreigners are also disproportionately represented among early school leavers; according to a report by the Ministry of Education, they represent 56.6% of early school leavers, although only 36.3% of the age-group.

- **Discrimination:** There is evidence to suggest that there is a perception of discrimination towards people of migrant/minority origin in Luxembourg. In a survey carried out in Luxembourg in 2011, ethnic/racial discrimination was the most prevalent form of discrimination cited by respondents (37% of respondents), with discrimination based on nationality in second place (25% of respondents); 48% of respondents felt that ethnic/racial discrimination had increased “a lot” or “really a lot” in the last 5-10 years (CET 2011). In the first years of operation of the Luxembourg Equality Body (CET), the majority of cases of discrimination brought were on race, although the overall number was low (CET 2013). In 2012, 53% of the population felt that discrimination on the grounds of ethnic origin was widespread, close to the EU

21 Differdange (Luxembourgish: Déifferdeng, German: Differdingen) is a commune with city status in south-western Luxembourg.
average (EC 2012). In a study by CEPS/INSTEAD, where four groups of foreigners were interviewed as to whether they had faced discrimination based on their ethnic origin during the last five years, 16.1% reported feeling harassed at work and 12.6% felt discrimination in access to employment (Bodman, Hartmann-Hirsch & Warnier 2006). However, there is no direct evidence how this affects the teaching profession.

- **Lack of financial resources needed to take part in initial teacher education:** Figures from Eurostat highlight that people of foreign origin, particularly those from outside the EU Member States, are at a significantly higher risk of poverty than the native Luxembourg population. In 2008, the proportion of foreign-born people from outside the EU27 at risk of poverty or social exclusion in Luxembourg was 30 percentage points higher than the proportion of people born in Luxembourg (Eurostat 2011). A study by CEFIS in Luxembourg concluded that academic achievement is strongly correlated to the parents’ socio-economic background, which is on average significantly below that of the native population (CES 2014). This disadvantaged background is likely to affect the ability of people of foreign nationality to participate in higher education leading to teaching qualifications.

**Tackling the issue of teacher diversity**

While there is much activity in the policy area of diversity and integration in Luxembourg, policies focused on the issue of increasing teacher diversity are limited. The **Plan d'action national d'intégration et de lutte contre les discriminations (PAN-ILD) (2010-2014)** (National action plan for integration and overcoming discrimination (2010-2014)) is the main strategic and operational coordinating tool of transversal integration and anti-discrimination policies, which brings together the activities of various ministries, local authorities, civil society and other stakeholders with responsibility for integration issues and the fight against discrimination. The plan includes a focus on education including: guaranteeing equal access to education and preventing academic failure; diversity training for teachers; overhauling educational counselling and orientation, and training of social/educational staff on intercultural issues. The Ministry of Education participates in consultations to define annual priorities. There is no specific focus on increasing the diversity of teaching staff; however the plan aims to improve the educational outcomes of children of different origins, which may facilitate their access to teaching qualifications. The 2014 priorities set out a range of actions to be implemented.

Only one initiative with a direct impact on teacher diversity has been identified:

**Targeted recruitment into specific roles**

*Médiateurs interculturels* (intercultural mediators) are made available, on request, to teaching staff, pupils, parents and local authorities by the Ministry of Education (MENJE). As well as the languages spoken in Luxembourg, the principle languages available are Albanian, Arabic, Cape Verdean, Chinese, Italian, Persian, Portuguese, Russian and Serbo-Croat, but others can be provided on request. Their main roles are: 1) to facilitate communication between the school and the migrant families; 2) to be an intermediary between different communities; 3) to help resolve intercultural misunderstandings, and; 4) to inform families about the school systems in Luxembourg and the country of origin. The majority of the intercultural mediators are from the countries of origin of newly-arrived migrants; as such, the programme also provides access into the wider posts associated with teaching and learning to people of migrant/minority origin.
Note on data availability

- Ethnic and religious minorities are not defined or recognised by national law and, moreover, no differentiation is made by law between ethnic minorities with a migrant background and ethnic minorities without a migrant background (ENAR 2013). As such, only the concept of nationality is used to measure diversity.
- Nationality, however, is not recognised as a ground for discrimination. Discrimination on the ground of race is more prevalent than that on other grounds. During the first three years of operation of Luxembourg’s equality body (Centre pour l’Égalité de Traitement – CET), the majority of cases were submitted on the ground of race (CET 2013).
- The term “foreigner”, which has been defined by the Law of the 16th December 2008, refers to any person who does not have Luxembourg nationality and who has either another nationality or no nationality (ENAR 2013).
- As reported by ENAR (2013): “It has become common, that anyone who is not a native Luxembourger be considered a ‘migrant’, irrespective of his background. Society at large and the media consider them all as migrants.”
- The Law relating to the protection of individuals in relation to personal data protection of 2nd August 2002 (article 6) forbids the collection of data related to race, ethnic origin or religion (ENAR 2013).
- No data is available on the diversity of the teaching workforce or of students in initial teacher education. Data is not available either on drop-out rates of teachers in general or of those with a migrant/minority background.

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1.19 Malta

Diversity of learners and the teaching workforce

Malta hosts a relatively small share of non-Maltese nationals. According to the National Census 2011, non-Maltese nationals amounted to 4.9%, the majority of which (60.2%) are EU citizens, particularly from the United Kingdom (32.2%), while the majority of non-EU citizens were Somalis (51%) (National Census 2011). According to Eurostat (2013), 6% of the working age population (15-65) have a non-Maltese citizenship and 10.8% have been born in a country other than Malta.

When it comes to the learner population, the share of pupils with a migrant background (i.e. with non-Maltese nationality) at pre-primary, primary, and secondary level in 2007/2008 were 2.3%, 2.8%, and 2.4% respectively (National Statistical Office 2011).

Further, a survey on students of ethnic minority origin in 10 state colleges carried out in 2010 found that the majority originated in Europe (34% from Western Europe, and 23% from Eastern Europe), 15% of ethnic minority students originated from African countries, and 9% from the Middle East (Calleja et al. 2010).

Data on the diversity profile of the teaching workforce is not available. Similarly, the proportion of students with a migrant or minority background in initial teacher education is not collated by any government body or research institution.

Institutional context

The Ministry for Education and Employment (MEDE) is the highest public authority in education policy and is responsible for all publicly funded education in Malta. Funding is not organised regionally in the Maltese educational system. Rather, public schools receive capital funds that are administered at school level.

Initial teacher education for those intending to teach at pre-primary, primary and secondary levels of education, a tertiary level course is available at the University of Malta (UOM). The UOM provides two initial teacher education courses: the degree of Bachelor of Education (Honours) for undergraduates and the Postgraduate Certificate in Education (PGCE) for those who have a non-education related first degree and would like to enter the teaching profession. Those wishing to teach at pre-primary level can also follow a two-year National Diploma Course managed by the Malta College of Arts, Science and Technology (MCAST).

Admission requirements to follow degree courses at the UOM differ for each of the three initial teacher education courses in Early Childhood, Primary and Secondary education. These are determined by the UOM in collaboration with the Ministry of Education. Applicants must satisfy both the general entry requirements as well as the special course requirements for the training programme that they opt for. The General Entry

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22 Please note that the PISA tests were conducted in Malta only in 2009, though the data was not disaggregated on nationality. As such, the share of 15 year olds with an immigrant background was not found

23 The data is limited to State schools and does not take into consideration any ethnic minority students who attend church schools and independent schools, which educate up to 30% of all students in Malta.
Requirements for all courses are the Matriculation Certificates (ISCED level 3 leaving certificate) and Secondary Education Certificate (MATSEC) with at least Grade 5 attained in Maltese, English Language and Mathematics. Due consideration is given to the work experience, knowledge and qualifications of mature students.

Teachers employed in state schools are career civil servants on an indefinite contract basis while teachers employed in church and independent schools are appointed in accordance with general employment legislation. The managing of teacher supply and demand falls under the responsibility of both the Human Resources Development Department (HRDD) of the Directorate for Educational Services (DES) and the Directorate for Quality and Standards in Education (DOSE) of the Ministry of Education, Employment and the Family (MEEF). Recruitment takes place through a process of open competition and is advertised on the Ministry of Education website as well as a number of other sources.

**Key barriers for teachers with a migrant and/or minority background**

There is a lack of research and related empirical evidence in relation to the key barriers to increasing teacher diversity. The key barriers identified are as follows:

- **Language**: Teachers must have a high level of proficiency in English and Maltese. The latter is likely to be a significant barrier for relatively newly arrived migrants (qualified teachers or otherwise) particularly since it has been argued that there is not yet a coherent and clear policy for the language learning of immigrants at school level (Darmanin 2013). The most common form of support is provided by the Complementary or Language Support teacher scheme. This is also available for Maltese pupils; however, “as a general rule support is still the exception” (Calleja et al. 2010:24).

- **Lack of information**: Policy-makers’ capacity to monitor the access of different ethnic and linguistic groups to education is limited because of the lack of data disaggregated by ethnicity and nationality, particularly in relation to key learning outcomes such as attendance and attainment levels. This is a significant barrier in developing effective policies addressing their educational needs – particularly in relation to the type, quality and quantity of support and resources for schools and communities. Data and its analysis would also identify where there are equity problems, and which programmes or provisions are more effective than others (Camilleri and Falzon 2014).

- In addition, little progress has been made in adapting **school structures and processes** to meet the needs of an ever increasingly heterogeneous student cohort (ENAR 2013). The absence of clear policy, and appropriate provision and support for third country nationals and other minority language students represents a structural barrier and institutional bias within the present system (Zammit 2012). The same study found that a majority of teachers acknowledged that there was a need to change approaches in the classroom in order to account for the number of migrant students, and that 85.7% of headteachers had never met any representatives from cultural and/or religious groups representing the diversity of the students present. While no direct impact on teacher diversity can be evidenced, the above research on the lack of an inclusive environment in schools is likely to not only reduce the motivation of those with a migrant/minority background to seek a teaching career, but also lowers the probabilities of students from such a background attaining the necessary qualifications needed to take part in initial teacher education.
Tackling the issue of teacher diversity

In Malta there are no specific policies seeking to increase the diversity of the teaching workforce. As noted earlier, there is a lack of a clear and coherent policy towards addressing the needs of students with a migrant/minority background at pre-primary and general education level (Zammit 2012).

Malta’s National Strategy for the Promotion of Cross-Cultural Understanding and Management of Cultural Diversity (2009) is one of the few documents that outlines the national strategy for the integration of migrants and includes a focus on the educational sector. However, follow up measures in relation to education have been negligible (Camilleri and Falzon 2014). In the absence of any strategy or policy that deals specifically with the multicultural, multilingual classroom, it would appear that different schools are developing their own practice to varying degrees, depending on the prevalence of migrant children within the respective schools (Calleja et al. 2010; Zammit 2012). Moreover, whilst the Status of Long-term Residents (Third Country Nationals) Regulations (2005) contain the right to access to education there are no policies or incentives that support such access to compulsory-age education, higher education or vocational training (Zammit 2012).

Examples of policies seeking to support learners with a migration/minority background include the following:

- The Jesuit Refugee Service carries out a project in collaboration with the Curriculum Management and eLearning Department of the Ministry of Education in schools on “Strength in Diversity, Bridging Cultures and All Equal”. The project aims to give students the opportunity to interact with people from different ethnic backgrounds and to recognise such differences as strengths;

- In order to support greater access to higher education, the Policy on Exemption Fees allows for prospective parents or students to apply for an exemption from the payment of fees. The possibility to apply for this exemption from the payment of fees is granted to EU citizens as well as third country nationals with long-term residence status.

Note on data availability

- Evaluating the diversity of the teaching workforce, and the wider issue of the progress of students with a migrant/minority background, is hampered by a lack of disaggregated data in relation to migrants and minorities (Camilleri and Falzon 2014). For students at pre-primary, primary, and secondary level, data on nationality, race/ethnicity, and religious affiliation is not collected in relation to service provision and educational attainment (Calleja et al. 2010; Galea et al. 2011).

- However, the National Statistics Office (NSO) does collate information in relation to enrolments at all levels of education disaggregated on nationality. According to Mary Darmanin’s research (2013), headteachers are reluctant to collate data disaggregated by ethnicity as a result of concerns that doing so would contravene the Data Protection Act.

- Neither the Ministry of Education, nor any other body, collates information in relation to the diversity of the teaching workforce, or of candidates in initial teacher education seeking to enter the profession.
Sources


1.20 Netherlands

Diversity of learners and the teaching workforce

More than one in five people in the Netherlands are of migrant/minority background (21.4%) and nearly 12% of the population has a non-Western migrant/minority background (Central Bureau for Statistics 2014). With respect to the working age population (aged 15-64), Eurostat data (2013) indicates that 14.5% were born outside the country and that 5.4% possess foreign citizenship.

According to PISA data, 10.6% of 15-year old learners have a migrant background, of which the majority are second generation migrants (7.9%) (OECD 2013). The largest migrant groups amongst the learner population come from Morocco, Turkey, the Dutch Antilles and Surinam (OECD, 2010).

Data in relation to the diversity of the teaching workforce is limited. According to data based on the school year 2009/10, teachers with a ‘culturally diverse’ background24 at primary, lower secondary, and upper secondary level are 3.7%, 4.1%, and 6.1% respectively (Berg et al 2011). In relation to the share of students with a migrant/minority background in initial teacher education, this was estimated at 6.1 % (primary level) and 12.7% (secondary level) at Bachelor’s level (primary and secondary, grade two), and 5.5% at Master’s level (secondary, grade one) in 2010 (Berg et al 2011). The drop-out rates of candidates with a migrant/minority background appears to be higher than the overall drop-out rate: 45.4% at primary level in comparison to a total average of 35.2%, and 46.3% at secondary level in comparison to a total average of 41% (Severiens et al 2007)25.

Institutional context

Initial teacher education is implemented through a concurrent model in the Netherlands. Initial teacher education is provided by universities of applied sciences or institutes for higher professional education (Hogescholen, HBOs). Initial teacher education is offered at both bachelors and masters levels. Universities provide training at masters level only (for secondary level teachers), although recently some universities have begun to offer initial teacher education for teachers in primary education. Students can also begin, and, if they wish, complete their initial teacher education while they are still undergraduates.

The selection process for potential candidates in initial teacher education is managed by the universities of applied sciences. Candidates for initial teacher education must possess a diploma in upper secondary education (Havo/VWO) or a diploma relating to the highest level of secondary vocational education (MBO). The exception is at pre-primary level in which candidates must have undertaken a relevant preparatory vocational education (vmbo) qualification.

Teacher recruitment is carried out through open competition. This process falls under the formal responsibility of the school boards, though in most cases hiring decisions are the responsibility of the

24 Migrants or minority background was not specified in calculating the diversity of the teaching workforce using this data. ‘Cultural diversity’ is used as a descriptive for ‘minority’, as in culturally different from the majority.

headteacher. At pre-primary education level, however, the board tends to hold a greater influence in hiring decisions than the headteacher/school director.

**Key barriers for teachers with a migrant and/or minority background**

Based on the available evidence, key barriers to teacher diversity in the Netherlands include the following:

- **Recruitment barriers at school level**: A relatively recent survey of schools found that just 8% of schools possess a systematic diversity policy at primary level, and that 49% of teachers in primary education think it is important that their school has a diversity policy (Berg et al. 2011). Most pertinently, less than a quarter (24%) of the schools stated that they make an effort to hire more teachers with a migrant background at secondary level; though almost two-third of the schools find it important to have teachers with a migrant/minority background as role models (Grootscholte et al. 2010; Berg et al. 2011). As such, whilst a significant number of education professionals acknowledge that employing teachers with a migrant/minority background is important, it appears that only a small share of schools are actively seeking to address this through targeted recruitment policies.

- **Uncertain career progression**: For teachers with a migrant/minority background, it appears that securing employment is more difficult than for their peers, and in cases in which the skills and qualifications match, schools tend to avoid ‘risks’ and choose teachers with a native background (Grootscholte et al. 2010; Berg et al. 2011). Once employed, teachers with a migrant or minority background feel they must prove their abilities more than their colleagues with a Dutch background, and also appeared to be less satisfied with their careers than their colleagues (Grootscholte et al. 2010; Berg et al. 2011).

- **Systematic/institutional barriers encountered at initial teacher education**: The low salaries and uncertain career progression are thought to have reduced the motivations of people from a migrant/minority background to undertake initial teacher education (Grootscholte et al. 2010; Berg et al. 2011; Severiens et al. 2007). The predominantly monocultural/Eurocentric approach to initial teacher education provides a further barrier in terms of potentially isolating those candidates who do not fit into this model readily (Severiens et al, 2007). Candidates with a migrant/minority background also appear to have greater difficulties in securing a training post following the training.

- **Prejudice/discrimination**: Research carried out by Leiden University into Islamophobia among young people has shown that more than half of non-Muslim school-age children in the Netherlands have a negative/very negative image of Muslims and Islam (Dekker, H, J. et al. 2007). Such negative attitudes amongst the learner population may reduce the motivations of those with such a background to seek to enter the teaching profession.

**Tackling the issue of teacher diversity**

Responding to pupil and teacher diversity in education in recent years has been impacted by political developments. The (first) government of Mr Rutte (October 2010 – November 2012) initiated a phase in which the development of specific policies seeking to address diversity in education became less of a priority. Overall, however, the policy landscape indicates a greater policy focus on supporting pupils rather than teacher diversity.

Whilst providers of initial teacher education assert that they have developed projects to increase the numbers of candidates from a migrant/minority background to initiate and complete their studies, there is a lack of available evidence and research into the impact of these relatively ad hoc and small scale initiatives.

The following identified measures address the issue of the diversity of the teaching workforce:
Information and awareness raising/Targeted recruitment

The “Diversity Taskforce in school boards” initiative, implemented between 2008 and 2010, had two key targets. First, to increase awareness of diversity issues in school boards and second, to increase the number of board members with a migrant/minority background. Activities included: the development of a website; supporting materials such as a guidelines/best practice document; and workshops with key stakeholders. The Taskforce monitored vacancies on school boards, and subsequently scouted and coached suitable candidates from a migrant/minority background.

The report of the taskforce (School boards Diversity Taskforce 2010), provides limited data on the specific results of the initiative though the scope of the project was relatively small. The initiative targeted the recruitment of 30 individuals from a migrant/minority background to become members of school boards. It was reported that only a third of this target was achieved.

Information and awareness raising

The “Social Partners teacher diversity” initiative (2007-2010)

Following a collective agreement on the conditions of employment in 2006, social partners agreed to support activities to increase the diversity of the teaching workforce. Whilst the agreement targeted a 50% increase in the number of teachers with a migrant/minority background (using data from 2007 as a benchmark), this target was not a binding agreement amongst social partners but rather an aspirational goal to aim towards. The proposal to renew the diversity agreement in 2012 was unsuccessful. In part, this was the result of the lack of the prioritisation of increasing the diversity of the teaching workforce amongst social partners (FORUM 2012b).

Note on data availability

- Available data in relation to the diversity profile of learners and teachers the Netherlands is limited.
- A key data source is the Monitor on Diversity (from the independent Board of the Educational Labour Market, ‘Sectorbestuur Onderwijsatbeidsmarkt’). The data they collate is not specifically related to migrant or minority backgrounds, but rather the categorisation of ‘cultural diversity’. This term is used as a descriptive for ‘minority’ in the Netherlands to describe those with different sociocultural and ethnic backgrounds (Grootscholte et al. 2010; Berg et al. 2011).
- Following the term of the (first) government of Mr Rutte (October 2010 – November 2012), specific policies seeking to address diversity in education became less of a priority. As a consequence, funding for national monitoring based on ethnicity and/or nationality in the education sector was halted during this period (FORUM 2012b).
- As a result, the Monitor was published only in 2010 and 2011. Further, up-to-date information in relation to the diversity of the teaching workforce is not available, with the most recent data coming from 2010.

Sources

26 Social partners in this context refers to organisations of employers and employees in education, and includes representatives from the national government. An example of a social partner engaged in this initiative is the General Union for Education (Algemene Onnderwijsbond).


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1.21 Poland

Diversity of learners and the teaching workforce

Poland does not have a large migrant population, with 0.2% of the working age population (15-64) born outside the country, and 0.6% of the corresponding age category with foreign citizenship.

According to PISA data, 0.2% of the 15-year old learners have an immigrant background, all of whom are second generation migrants (OECD 2013). The proportion of learners with a migrant and/or minority background appears to be minimal. According to official data, only 1.4% of the total school student population (pre-school and compulsory education levels) have lessons in official minority languages and less than 0.1% possess foreign citizenship (Ministry of National Education 2015). The largest migrant/minority groups among students/pupils are Germans, Kaszubi, Byelorussians and Ukrainians (Ministry of National Education 2015).

Data in relation to the diversity profile of the teaching workforce - as well as those undertaking initial teacher education - is not available.

Institutional context

Initial teacher education is provided by public and non-public higher education institutions (universities) within degree programmes (including first-, second- and long-cycle programmes) and non-degree postgraduate programmes. It is organised through both the concurrent and consecutive models, though the former is the predominant model. According to the most recent legislation, first-cycle (Bachelor’s degree) programmes prepare teachers for work in pre-primary and primary schools, while second-cycle and long-cycle (Master’s degree) programmes prepare teachers for all school levels.

In relation to eligibility requirements, candidates must have passed the final secondary school exam (Matura). Universities can define specific requirements in given subjects in the Matura but they are not authorised to organise additional tests or exams.

Teachers are employed by the headteachers of preschools and schools through an open recruitment procedure. Teachers are employed on the basis of an employment contract or appointment, the latter providing greater legal protection. An employment contract is concluded for a definite period of time, whilst an appointment provides greater legal protection.
Key barriers for teachers with a migrant and/or minority background

Based on the available evidence, key barriers to teacher diversity in Poland include the following:

- **Lack of qualifications needed to take part in initial teacher education**: A FRA study indicated that around 40% of Roma children aged 4 enrol in full-time compulsory education, compared to 60% of non-Roma children. The study also found that only 25% of Roma households surveyed in Poland have members aged 20 to 24 who have completed general or vocational upper-secondary education. In non-Roma households the corresponding rate stands at 85% (Fundamental Rights Agency 2011). Further, a survey prepared by the Ministry of Interior and Administration indicates that approximately 17% of all Roma pupils attend special classes and schools, ostensibly for reasons of learning disabilities amongst this group (Ministry of Interior and Administration 2011). Whilst further research has to be carried out to assess the reasons for placing Roma children in special classes and schools, this relatively high proportion of Roma students are likely to have less chances to reach tertiary education as a result of being placed in such learning environments (ENAR 2013).

- **Systematic barriers**: There is a lack of consensus with regard to the effective integration of minorities or those within a migrant background within Polish schools. Whilst a study commissioned by the Centre for Education Development (2010) on foreign students in Warsaw schools found that teachers and headteachers are very open to work with foreigners, it has also been argued by ethnic and national minority organisations that intercultural education initiatives are not implemented on a wide enough scale to have a tangible impact in Polish schools (ENAR 2013). A lack of an inclusive environment at school may reduce the motivations of students with a migrant/minority background to select teaching as a career.

- **Language barriers**: Language does not appear to be regarded as a strong barrier in relation to education of minority groups or those with a migrant background. According to the Regulation of the Minister of National Education (2007) education of or in a minority language can be organised on each level of education (from pre-primary to post-secondary) on the request of parents. The Council of Europe Advisory Committee on the Framework Convention for the Protection of National Minorities, stated in its report (2014) that “a well-developed system of minority language education exists in Poland, permitting children belonging to national minorities to receive instruction in their own language” (Council of Europe 2014).

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27 Data in relation to the performance of minority/migrant students is limited. The results of school exams of minority students are not reported by Central Examination Board. In studies analysing students achievements (elaborated by e.g. the Institute for Educational Research) no data on minorities could be found.
Tackling the issue of teacher diversity

In Poland, the learner population is highly homogeneous in comparison with the majority of Member States, with the proportion of students from a migrant/minority background being relatively low. Policy responses to promote the inclusion of people with a migrant or minority background have generally focused on intercultural education programmes. This was acknowledged in the Standards of Initial Teacher Education regulation (adapted in 2012) which requires all future teachers to adapt their teaching methods to the needs of migrant/minority students. A number of in-service courses seeking to develop effective intercultural skills amongst teachers are also organised by the Centre for Education Development (under the Ministry of National Education) as well as some regional initial teacher education institutions.

The following identified measures address the issue of the diversity of the teaching workforce:

### Specific initial teacher education programmes – teaching assistants

Following an amendment to the School Education Act, the Ministry of National Education has permitted the employment of school teaching assistants who speak the language of foreign students and are familiar with their culture.

The **Employment of teaching assistants with minority origin to assist Roma children** policy, under the Department for Roma Integration (Ministry of Interior and Administration, 2014) was first implemented in 2001 in the Pilot Governmental Programme for Roma population in Malopolskie region for 2001-2003. After the positive evaluation of the measure, it was officially recognised as part of the National Programme for Roma population in Poland in 2004-2013 and has been continued in the period of 2014-2020. The programme seeks to support the integration and education of Roma children. Teaching assistants are recruited from the Roma population, with the intention of acting as an effective bridge between the Roma community and schools. The post of teaching assistant is an officially recognised occupation in Poland, and funding for employing such assistants is provided through the Ministry of National Education and European Social Funding. An evaluation of the policy carried out in 2011 found the support was highly valued by the participants, particularly the Romani pupils and their parents (Ministry of Interior and Administration 2011b).

### Specific initial teacher education programmes – national minorities

Since some of the largest national minority groups reside in specific locations in the country, a number of national minority schools have been established in which the minority language is the main language of instruction and Polish is taught as a second language (Ministry of National Education 2001). For instance, **schools for the Lithuanian minority** are located in three cities in Poland in the north-east region of Poland - in Purnsk, in Widugiery and in Sejny. The vast majority of classes (apart from Polish literature, history and geography) are provided in Lithuanian. A total of 8 schools that provide teaching in Lithuanian (Educational Board in Bialystok 2014). Teachers are recruited predominantly from the Lithuanian minority living in this region in Poland. Whilst the policy has increased the diversity of the teaching workforce in Poland, it has been argued by some critics that such schools do not assist the integration of such minorities within Polish society.
Note on data availability

- The key source of data on school education in Poland is the Education Information System of the Ministry of National Education. Data on students, teacher and school organisation (class size, number of lessons) is collected every September by school administrations. Information on nationality or ethnicity is considered as sensitive and is not collected. The individual records are also anonymised to protect personal sensitive data.
- The number of learners with a minority background can be estimated by the number of participants who undertake lessons in minority languages, though this cannot be regarded as a fully accurate approach to calculate the proportion of learners with a minority background.
- Official national data in relation to migrants is not thought to be fully accurate or reliable. Such data provided by the Main Statistical Office (GUS) is based on outcomes of national census of 2011. Extrapolations to obtain more up-to-date numbers are very difficult due to the dynamics of the migration process in recent years (especially from Ukraine). Calculations are currently made through analysis of the official registers of the Ministry of Interior.
- There is no data on diversity of the teaching workforce in Poland. Such data does not appear to be collated. This is, in part, a reflection of the lack of attention for this issue amongst policy makers.

Sources

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Ministry of National Education (2007). *Sprawie warunków i sposobu wykonywania przez przedszkola, szkoły i placówki publiczne zadań umożliwiających podtrzymywanie poczucia tożsamości narodowej, etnicznej, językowej uczniów należących do mniejszości narodowych i etnicznych oraz społeczności posługującej się językiem regionalnym* (On conditions of preschools, schools and public institutions to integrate students belonging to national and ethnic minorities and communities using a regional language), Official Journal


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1.22 Portugal

Diversity of learners and the teaching workforce

According to Eurostat (2013) data, 11.3% of the working age population in Portugal was born in a different country, while 5.1% hold a citizenship other than Portuguese.

This level of diversity is also reflected in the learner population: 6.9% of 15-year old learners have a migrant background, 3.6% of which are first generation migrants (OECD 2013). National statistics only make reference to learners with foreign citizenship and find that 4.2% of learners at ISCED 1 and 2 (ensino básico) and 6.5% of learners at ISCED 3 (ensino secundário) held foreign citizenship in 2012/2013 (DGECC 2014a).

Pupils with a migrant background are mostly from countries where Portuguese is the official language, i.e. former Portuguese colonies such as Brazil and Cabo Verde.

Limited data is available for learners with a minority background. Data from 2000/2001 highlighted that 0.4% of learners at the time had a Roma background (Marques Pereira 2008).

Some data is available on the diversity of the teaching force, in particular on teachers with foreign citizenship. In 2012/2013, 1.4% of pre-primary school teachers (Educadores de infância), 1.1% of primary school teachers (Professores do 1º e 2º ciclo do ensino básico) and 0.9% of secondary school teachers (Professores do 3º ciclo do ensino básico e do ensino secundário) held foreign citizenship (DGECC 2014b). The available data shows an extremely low incidence of diversity in the teaching force, although it does not take into account those with migrant background who may be Portuguese citizens.

Furthermore, an analysis of the countries of origin of teachers with a non-Portuguese background indicates the prevalence of teachers from former Portuguese colonies (e.g. Angola and Mozambique) in addition to teachers of German, French, British or Spanish background. No data on teachers with minority background, e.g. Roma, is available.

Institutional context

Initial teacher education is provided through Colleges of Education (Escolas Superiores de Educação, ESE) located in the Technical Universities (Institutos Politécnicos) or by private accredited institutions. The ESE system was introduced in 1979 (Decree-Law No. 513-T/79) in the context of a significant reform of the educational system which institutionalised the initial teacher education of all teachers (including pre-primary teachers) at university level.

Access to the profession is possible only after undergoing a national competitive recruitment process (Concurso) which takes place once a year. Successful candidates are shortlisted and are able to apply for vacancies in specific schools, according to their qualifications and profile. Schools subsequently select suitable candidates, and may implement a further interview screening process.

Vacancies are published in the Bolsa de Contratação de Escola (BCE) (Shortlist of School Contracting) and can be accessed through the SIGHRE (Sistema Interativo de Gestão de Recurso Humanos da Educação,
Key barriers for teachers with a migrant and/or minority background

Empirical evidence on barriers for teachers with migrant and/or minority background is limited:

- **Lack of qualifications needed to take part in initial teacher education:** individuals with a migrant or a minority background have lower educational attainment rates than the general population. In particular Roma pupils have higher drop out rates. This could impact on the access of individuals with a migrant or minority background to higher education and therefore to initial teacher education.

- **Difficulties with the recognition of foreign diplomas:** the recognition of foreign teaching diplomas follows a complex procedure set by law. Foreign diplomas must be formally recognised as academic qualifications by a Portuguese university, which will assess the relevant documentation and examine the academic curriculum and final dissertation of applicants. Fees can apply.\(^{28}\)

- **Language barriers:** curricula are predominantly taught in Portuguese and therefore an excellent command of the language is required to teach in Portuguese schools. Data available on foreign teachers seems to confirm this: foreign teachers are mostly from countries where Portuguese is an official language, while teachers from European countries (Germany, Spain, United Kingdom, France) are recruited as second language teachers (their mother tongue appears to be the main reason for recruitment).

Tackling the issue of teacher diversity

Teaching diversity does not appear to be a policy priority in Portugal. Policy responses to promote the inclusion of people with a migrant or minority background have focused on intercultural education programmes, but even these seem to be quite limited. Examples include:

- Within the Estrategia Nacional Para a Integração das Comunidades Ciganas 2013 - 2020 (National Strategy for the Inclusion of Roma people 2013-2020), one priority aims at promoting and supporting the specific training of trainers, teachers and cultural agents in order to enable them to work with young Roma pupils and to increase their educational attainment; the measure is addressed at teachers/trainers of Roma background amongst others;

- The Kit Intercultural Escolas (Intercultural Kit Schools) has been created as a collection of teaching materials, in particular reading and methodological text books aim at supporting teachers to adopt an intercultural approach to teaching. It was prepared by the High Commissioner’s Office for Migration and Intercultural Dialogue.

- Within II Plano para a Integração dos Imigrantes 2010-2013 (the Plan for the Integration of Migrants 2010-2013), Measure No. 23 aimed at promoting the integration of migrants through specific training of teachers in cultural diversity.

The main reason for the lack of policies addressing the issue of teaching diversity, despite the relatively high numbers of migrants living in the country, maybe related to the fact that immigration is a relatively recent phenomena.

Note on data availability

- The evidence base regarding the diversity of learners at different education levels is somewhat scattered.
- Data availability regarding the diversity of the teaching force in Portugal is very limited.
- The limited data which exists is collected and provided by the Ministério da Educação e Ciência – Direção Geral de Estatística da Educação e Ciência (Ministry of Education and Science – General Direction of Statistics on Education and Science).
- Possible reasons for a lack of data on diversity in teaching is related to the fact that teaching diversity does not appear to be a policy priority in Portugal, and also that diversity in teaching appears to be a quite recent and limited phenomenon, which has only begun to be recorded by the official statistics and data over the last few years.
- Data on students in initial teacher education are not available in general.

Sources


**Websites:**

1.23 Romania

Diversity of learners and the teaching workforce

According to Eurostat (2013) data, 11.3% of the working age population in Portugal was born in a different country, while 5.1% hold a citizenship other than Portuguese.

This level of diversity is also reflected in the learner population: 6.9% of 15-year old learners have a migrant background, 3.6% of which are first generation migrants (OECD 2013). National statistics only make reference to learners with foreign citizenship and find that 4.2% of learners at ISCED 1 and 2 (ensino básico) and 6.5% of learners at ISCED 3 (ensino secundário) held foreign citizenship in 2012/2013 (DGECC 2014a).

Pupils with a migrant background are mostly from countries where Portuguese is the official language, i.e. former Portuguese colonies such as Brazil and Cabo Verde.

Limited data is available for learners with a minority background. Data from 2000/2001 highlighted that 0.4% of learners at the time had a Roma background (Marques Pereira 2008).

Some data is available on the diversity of the teaching force, in particular on teachers with foreign citizenship. In 2012/2013, 1.4% of pre-primary school teachers (Educadores de infância), 1.1% of primary school teachers (Professores do 1º e 2º ciclo do ensino básico) and 0.9% of secondary school teachers (Professores do 3º ciclo do ensino básico e do ensino secundário) held foreign citizenship (DGECC 2014b). The available data shows an extremely low incidence of diversity in the teaching force, although it does not take into account those with migrant background who may be Portuguese citizens.

Furthermore, an analysis of the countries of origin of teachers with a non-Portuguese background indicates the prevalence of teachers from former Portuguese colonies (e.g. Angola and Mozambique) in addition to teachers of German, French, British or Spanish background. No data on teachers with minority background, e.g. Roma, is available.

Institutional context

Initial teacher education is provided through Colleges of Education (Escolas Superiores de Educação, ESE) located in the Technical Universities (Institutos Politécnicos) or by private accredited institutions. The ESE system was introduced in 1979 (Decree-Law No. 513-T/79) in the context of a significant reform of the educational system which institutionalised the initial teacher education of all teachers (including pre-primary teachers) at university level.

Access to the profession is possible only after undergoing a national competitive recruitment process (Concurso) which takes place once a year. Successful candidates are shortlisted and are able to apply for vacancies in specific schools, according to their qualifications and profile. Schools subsequently select suitable candidates, and may implement a further interview screening process.

Vacancies are published in the Bolsa de Contratação de Escola (BCE) (Shortlist of School Contracting) and can be accessed through the SIGHRE (Sistema Interativo de Gestão de Recursos Humanos da Educação, Interactive System of Management of Human Resources of Education), available on the Ministry of Education website, where candidates can submit their applications.
Key barriers for teachers with a migrant and/or minority background

Empirical evidence on barriers for teachers with migrant and/or minority background is limited:

- **Lack of qualifications needed to take part in initial teacher education:** individuals with a migrant or a minority background have lower educational attainment rates than the general population. In particular Roma pupils have higher drop out rates. This could impact on the access of individuals with a migrant or minority background to higher education and therefore to initial teacher education.

- **Difficulties with the recognition of foreign diplomas:** the recognition of foreign teaching diplomas follows a complex procedure set by law. Foreign diplomas must be formally recognised as academic qualifications by a Portuguese university, which will assess the relevant documentation and examine the academic curriculum and final dissertation of applicants. Fees can apply.

- **Language barriers:** curricula are predominantly taught in Portuguese and therefore an excellent command of the language is required to teach in Portuguese schools. Data available on foreign teachers seems to confirm this: foreign teachers are mostly from countries where Portuguese is an official language, while teachers from European countries (Germany, Spain, United Kingdom, France) are recruited as second language teachers (their mother tongue appears to be the main reason for recruitment).

Tackling the issue of teacher diversity

Teaching diversity does not appear to be a policy priority in Portugal. Policy responses to promote the inclusion of people with a migrant or minority background have focused on intercultural education programmes, but even these seem to be quite limited. Examples include:

- **Within the Estrategia Nacional Para a Integração das Comunidades Ciganas 2013 - 2020** (National Strategy for the Inclusion of Roma people 2013-2020), one priority aims at promoting and supporting the specific training of trainers, teachers and cultural agents in order to enable them to work with young Roma pupils and to increase their educational attainment; the measure is addressed at teachers/trainers of Roma background amongst others;

- **The Kit Intercultural Escolas** (Intercultural Kit Schools) has been created as a collection of teaching materials, in particular reading and methodological text books aim at supporting teachers to adopt an intercultural approach to teaching. It was prepared by the High Commissioner’s Office for Migration and Intercultural Dialogue.

- **Within II Plano para a Integração dos Imigrantes 2010-2013** (the Plan for the Integration of Migrants 2010-2013), Measure No. 23 aimed at promoting the integration of migrants through specific training of teachers in cultural diversity.

The main reason for the lack of policies addressing the issue of teaching diversity, despite the relatively high numbers of migrants living in the country, maybe related to the fact that immigration is a relatively recent phenomena.

Note on data availability

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The evidence base regarding the diversity of learners at different education levels is somewhat scattered.

Data availability regarding the diversity of the teaching force in Portugal is very limited.

The limited data which exists is collected and provided by the Ministério da Educação e Ciência – Direção Geral de Estatística da Educação e Ciência (Ministry of Education and Science – General Direction of Statistics on Education and Science).

Possible reasons for a lack of data on diversity in teaching is related to the fact that teaching diversity does not appear to be a policy priority in Portugal, and also that diversity in teaching appears to be a quite recent and limited phenomenon, which has only begun to be recorded by the official statistics and data over the last few years.

Data on students in initial teacher education are not available in general.

**Sources**


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OECD

Education and Training


Websites:

1.24 Slovakia

Diversity of learners and the teaching workforce

Slovakia does not have a large population with a migrant background, with only 2.5% of working age population (aged 15-64) born outside the country and 1.6% of the population possessing foreign citizenship (Eurostat 2013).

According to PISA data, 0.7% of 15-year olds in Slovakia have a migrant background (OECD 2013). In pre-primary and in compulsory education, the share of learners with foreign citizenship is 0.3% (Statistical Yearbook of Education 2014). The largest migrant groups among the learner population are Czech, Ukrainian, Hungarian, French, and Vietnamese (Dráľ et al 2011b). Based on official self-declared ethnicity data, the share of minorities in pre-primary education is 7% and 8.5% at primary level (years 0/1-9) (Statistical Yearbook of Education 2014). According to the Slovak Centre of Scientific and Technical Information (2014), 0.7% of the teaching workforce possess foreign citizenship, predominantly from the Czech Republic, UK, USA, Spain, Ukraine, and Germany. With respect to teachers from a minority background, Hungarian ethnicity is the most frequent among teachers with minority background (Slovak Centre of Scientific and Technical Information 2014). Further, 1% of full-time students in initial teacher education possess foreign citizenship (Statistical Yearbook of Education 2013). However, statistics in relation to drop-out rates of students undertaking initial teacher education with a migrant or minority background is not available.

Institutional context

The Ministry of Education is responsible for education policy, defines the professional requirements for teachers and sets the specific standards in the national curriculum for education levels from pre-primary to upper secondary levels.

The requirements for applicant selection for initial teacher education vary between pre-primary and compulsory levels. For teaching in pre-primary education, a school-leaving examination at upper secondary schools is required. Students acquire the qualification for teaching in pre-primary education after completing the 4-year school based study, with required practice during the 3rd and 4th year of study. For teaching in primary and secondary education and above, a university degree (at Masters level) is a requirement. There are seven faculties of education at various universities in Slovakia; most accept students without entrance exams on the basis of a completed application procedure and sufficient results achieved at upper secondary school. Full-time students in initial teacher education pay no tuition fees (full-time study at public schools and universities is cost-free). However, students are expected to cover the costs for the entrance examination fee, accommodation, catering, transport, textbooks. In addition, universities charge tuition fees in the case of part-time studies.

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30 This data is thought to underestimate the size of the Roma minority. The 2013 Atlas of Roma communities 2013, which is based on ascribed rather than self-declared ethnicity, estimates the share of all learners from Roma minority to be 12.4% at primary level: United Nations Development Programme (2014) Atlas rómskych komunit na Slovensku 2013 [Atlas of Romani Communities in Slovakia 2013], Bratislava, UNDP Regional Center for Europe and CIS. Available at: http://www.minv.sk/?atlas_2013&subor=203148
Recruitment falls under the responsibility of head teachers. A 2011 survey of recruiting practices at schools (Beblavy 2012) indicates, however, that there is a relatively low level of open competition in the selection process.

Key barriers for teachers with a migrant and/or minority background

Based on existing research and available evidence, the barriers for people with a migrant/minority background in accessing the teaching profession are as follows:

- **Lack of qualifications needed to take part in initial teacher education:** Students from a migrant/minority background tend to achieve lower learning outcomes in comparison to their peers. According to PISA data, students from a migrant background performed approximately 25% below their peers in mathematics, reading and sciences\(^{31}\) (OECD 2013). In addition, research conducted by Brüggemann (2012) indicates a comparatively lower level of educational attainment of Roma pupils compared to the wider population, with 95% of Roma aged between 18 and 22 having not completed an education level higher than ISCED 2. Such lower learning outcomes present obstacles for those from a migrant/minority background in terms of achieving the sufficient grades to qualify for initial teacher education.

- **Language barriers:** According to PISA data, 7% of students speak a non-Slovakian language at home (OECD 2013), while Gažovičová (2013) indicates that this proportion is made up predominantly of Hungarian and Romani minority students. The Education Act (2008) states that "in order to remove the language barrier of migrant students, basic and advanced courses of the Slovak language should be made available", with regional school offices being responsible for organising such courses. However, Drál et al (2011a: 45)\(^{32}\) have highlighted that such courses are rare and schools often improvise in practice. The same source also reports several cases when migrant children who were not familiar with the Latin alphabet and the Slovak language were enrolled to Year 1, despite their age qualifying them for lower secondary education (Drál et al, 2011a: 43). Inadequate teaching of the Slovak language to migrant children results in further barriers preventing greater progress for this group during their school careers, and subsequently affecting their ability to pass the Slovak language entrance exams to acquire a place with a provider of initial teacher education.

- **Discrimination:** Less than 38% of migrants interviewed in the Blažek et al (2013) study thought that they had the same opportunities as Slovak nationals. With reference to the education sector in particular, the segregation of Roma students and their overrepresentation in special needs education is described in multiple reports (for example, see Brüggemann 2012; Friedman et al 2009). Further, in 2010 a case involving two qualified teachers of Romani background came to attention. The claimants cited racial discrimination when applying for teaching jobs at several schools over a period of 4 years without success, though no discrimination practices were found in the subsequent inspection by state authorities\(^{33}\).

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\(^{31}\) The average scores of students who speak at home the same language as taught at school was 491 in mathematics 474 in reading and 482 in sciences, the students who speak other language at home than taught at school scored almost 25% below them, i.e. 394 (math), 351 (reading), and 367 (sciences), OECD 2013


\(^{33}\) It appears that legal stipulations do not oblige headteachers to justify the reasons for selecting specific candidates for open positions in the school: Daily newspaper SME (November 21, 2010) Sestry Samkóvé ukázali dieru v zákonie, možno ho zmenia [Sisters from the Samko family point to a loophole in the law which might be amended], available at http://www.sme.sk/c/5648485/sestry-samkove-ukazali-diery-v-zakone-mozno-ho-zmenia.html
Tackling the issue of teacher diversity

In Slovakia, there is a lack of policy measures seeking to explicitly increase the diversity of the teaching workforce with respect to migrant teachers. The comparatively low share of migrant students amongst the learner population is likely to be a key contributory factor ensuring such policies are not prominent in the country.

There is, however, a greater policy focus on supporting learners with a migrant/minority background in Slovakia (Fajnorová & Števulová, 2009; Dráľ et al, 2011a, 2011b). Since 2010, for example, the Milan Šimečka Foundation in co-operation with Center for Research of Ethnicity and Culture and Comenius University, launched an accredited course for teachers and other teaching staff in ISCED 1 and 2 levels aimed at educating migrant children. This policy sought to improve the skills of the current teaching workforce in working with students from a migrant background. The project has been renewed annually due to demand from teachers, and the training is formally accredited by the Ministry of Education.

Two of the largest minorities in Slovakia are the Hungarian and Roma communities. The Hungarian minority students can attend a wide network of schools with instruction in the Hungarian language covering all ISCED stages, including tertiary level initial teacher education. However, there are no schools with classes made available in Romani, and there are limited cases where Romani is used as a supportive language by schools. Due to lower learning outcomes and a higher share of early school leavers among Roma, there are various attempts to improve the learning outcomes of this group. This includes:

- Scholarship programs for full-time Roma students at secondary schools and full-time or part-time students at universities offered by the Roma Education Fund and by the Open Society Institute;
- Teaching assistant programmes in schools designed and implemented initially by the non-governmental sector (principally by the Association of Young Roma, “Združenie mladých Rómov”, and the Wide Open School Foundation, “Nadácia Škola dokorán”). The role of the assistants is to help Roma children overcome the language barrier, assist them in learning and mediate communication between parents and the school. Currently, teaching assistants are funded by the state with schools being responsible for recruitment.
- The Institute of Romology at the Constantine the Philosopher University in Nitra provides support services to Roma students to obtain tertiary education qualifications.

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34 Initially, such assistants were recruited based on the criteria that they speak the minority language and ideally have a Roma background themselves. When the position of teaching assistants was later formalised in the Act on Education (2002), there was no requirement to speak the language of the community, and as a result, whether a person with minority background will be hired depends largely on the decision of the school head teacher. The ethnicity of school assistants is not collated by any official body in Romania.
Note on data availability

- Key data sources in relation to the diversity of the learner population are the Statistical Yearbook of Education and the Slovak Centre of Scientific and Technical Information. The former collates data based on nationality and self-declared ethnicity of students at pre-primary and compulsory education levels.
- In relation to the diversity of the teaching workforce, the Report on qualification of pedagogic employees by the Slovak Centre of Scientific and Technical Information (conducted every 4 years, most recently in 2014) is a key source. Here data is collected about teachers from pre-primary to upper-secondary level of education, including the ethnicity (self-declared) and nationality of teachers.
- No centralized data is collected in relation to the drop-out rates of students in initial teacher education. Such data may be available with individual teacher trainer providers through individual student records, though a number of key education providers do not provide data on the backgrounds of their students disaggregated by ethnicity/migrant background.
- No data is available on the drop-out rates of practising teachers from the profession, particularly since individual schools are responsible for hiring and dismissing teachers. Within the current system, such data is not collated within the education departments of the eight Regional State Administration Offices.

Sources


Diversity of learners and the teaching force

With respect to the working age population (aged 15-64) in Slovenia, 13.2% were born outside the country and 5.6% possess foreign citizenship (Eurostat 2013).

According to PISA data, 8.6% of 15-year olds in Slovenia have a migrant background, of which 6.5% are 2nd generation migrants (OECD 2013). The national census carried out in 2011 (Statistical Office of the Republic of Slovenia) found that 4.3% of learners at compulsory education level were first generation migrants, and a further 14.4% were second generation migrants. At least four-fifths of the learner population with a migrant/minority background originate from the other former Yugoslavian Republics (Bosnia and Herzegovina, Kosovo, Macedonia, Croatia, Serbia) (Vižintin 2014b; Vižintin 2015).35

There is limited data in relation to the diversity of the teaching workforce based on ethnicity and nationality. According to a recent national census (Statistical office of the Republic of Slovenia 2011), the proportion of migrants in the pre-primary workforce includes 3.3% of first generation migrants and 10.4% of second generation migrants. A similar proportion of teachers with a migrant background is evident at primary school level (grades 1-5), with first and second generation migrants representing 3.0% and 9.5% of the share respectively. Finally, data of the profile of students in initial teacher education based on nationality or ethnicity is not available.

Institutional context

Initial teacher education is conducted either through a consecutive or concurrent model. All first cycle pedagogical study programmes enable transition to the second and third cycle study programmes. Traditionally, initial pre-school teacher education is a 3-year professional degree programme. The second cycle degree study programme (master degree) lasts for two years for early childhood education and care, while in the case of primary school teachers (grades 1-5), the initial university degree programme has a duration of 4 years and the subsequent master degree has a one year duration.

Study programmes for subject specialist teachers are designed according to the concurrent model: they can be partially integrated at the first cycle degree level (hybrid) whereas at the second cycle degree level they operate in a modular format. The modular structure of the second cycle degree study programme enables students to undertake a concurrent or consecutive form of study.

In terms of recruitment, teachers enter the pedagogical profession in two ways: applying for open recruitment trainee job positions advertised by the Ministry of Education, Science and Sport, or by applying for open recruitment job positions advertised by pre-school institutions and schools. The Ministry of Education, Science and Sport advertises positions by means of open recruitment processes at least once a year. The open recruitment process specifies qualification requirements and candidate selection procedures. Applicants who are unsuccessful can apply for a volunteer traineeship. The selection and placement of candidates is under the domain of the Ministry though the interests of pre-school institutions and schools are taken into consideration (Eurydice 2015).

35 Please note that according to the Office for National Minorities, Italian, Hungarian and Roma are recognised as official national minorities.
Key barriers for teachers with a migrant and/or minority background

Based on the available evidence, key barriers to teacher diversity in Slovenia include the following:

- **Lack of qualifications needed to take part in initial teacher education**: According to PISA data from 2009, the vast majority of the lowest performers in reading possessed a migrant background (first generation: 45%, second generation: 32.7% (OECD 2012). Roma children are among the weakest groups of performers. Peček, Čuk and Lesar (2013) noted that grades and assessment for this group do not always reflect the knowledge of the students, but also that teachers tend to underestimate the potential of this group to perform well in school. As a result, a minimal proportion of Roma students reach tertiary education level (ENAR 2013). More generally, students with a migrant background tend to (on average) perform less well than their peers. This subsequently affects students from this background to attain sufficient grades to qualify for initial teacher education.

- **Financial barriers**: During the financial crisis, the government of Slovenia eliminated state scholarships for foreign students at university who had already held a scholarship starting from 2012 (ENAR 2013). The decision was a consequence of the new Fiscal Balance Act (Zakon za uravnoteženje javnih financ2012), which was enacted to regulate the management of public finances. This law restricted eligibility for scholarships to Slovenian students only, and is therefore likely to have some impact upon prospective candidates from a migrant background in initial teacher education who may be less able to undertake such studies as a result of the lack of financial support..

- **Discrimination**: Bodies such as the Human Rights Ombudsman (Varuh človekovih pravic) and the Advocate of the Principle of Equality (Zagovornik načela enakosti) have found some evidence that people from a migrant/minority background encounter discrimination and prejudice in the labour market, even when they possess sufficient qualifications for suitable posts. However, there is no evidence currently available that demonstrates a specific problem related to the education sector (ENAR 2014).

Tackling the issue of teacher diversity

Although there is not a strong policy focus on specifically increasing the diversity of the workforce in Slovenia, a number of initiatives have been identified as follows:

### Specific initial teacher education programmes

The “Skupaj do znanja” (“Together to get knowledge”, 2014-15) initiative, funded through the European Social Fund and the Ministry of Education, Science and Sport, seeks to support the inclusion of Roma pupils in the education system. A key part of the initiative is the recruitment and training of Romani teaching assistants at pre-school level. The majority of these assistants are from a Roma background. Key responsibilities for the assistants include: acting as a bridge between Roma parents and the school, supporting improved learner outcomes for Roma pupils, carrying out extracurricular activities in the Roma community. Currently 22 Romani teaching assistants are working through the project.

Further, selecting and training Roma teaching assistants has been a regular feature of the policy landscape in the education sector. For instance, the Educational Research Institute, Developmental Research Centre For Pedagogical Initiatives, Step by Step (Razvojno raziskovalni center pedagoških iniciativ, Korak za korakom) have been recruiting and training Roma teaching assistants since 2002.
Recognition of foreign qualifications

Recognition of foreign teaching qualifications takes place in accordance with the rules on the recognition of foreign qualifications of each public university in Slovenia. Within the individual faculties of education, assessment of each application is carried out by a commission of experts. Information with regards to the process of recognition is also provided on the website of the Ministry of Education, Science and Sport through the EU-NARIC centre. This includes relevant information and contact points at all relevant university departments. The majority of applications are resolved over a period of 2 months (Vatovec, 2015).

Note on data availability

- Key data sources in Slovenia in relation to the diversity profile of learners and teachers include the Statistical Office of the Republic of Slovenia (particularly in relation to national census data), school data collated by the Ministry of Education, Science and Sport. The Office for National Minorities also collates relevant education data in relation to the officially recognised national minorities in the country (Italian, Hungarian and Roma).
- According to the Personal Data Protection Act (Article 13), it is prohibited to collect data based on ethnicity. It is therefore not possible to collate data based on ethnicity in relation to either the students or teachers in schools and pre-schools.
- Whilst the specific number of students with migrant/minority background enrolled at initial teacher education institutions is not known, official data on the number of students with foreign citizenship undertaking initial teacher education is provided by a number of individual providers (this includes the Universities of Primorska, Ljubljana and Maribor).

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1.26 Spain

Diversity of learners and the teaching workforce

According to PISA data, 9.9% of 15-year olds in Spain have a migrant background, of which 8.4% are first generation migrants and 1.5% are second generation migrants (OECD 2013). The share of learners with migrant background in pre-primary education is 7.9% (Education Census 2013).

The largest group of foreign learners (aged 3-15) is from Morocco (35%), while 24% are from other EU countries (National Institute of Statistics, INE 2015).

According to PISA data, 13.7% of learners at the age of 15 are language minorities (PISA 2012), but this high share may be explained through the existence of regions with co-official languages, namely Galicia (Galician), Cataluna (Catalan/Valencian), the Basque Country (Basque) and Val d'Aran (Aranese).

According to information provided by the Ministry of Education, 4.2% of teachers were born abroad and 2% held a foreign nationality (excluding double nationality) in the term October 2014/ March 2015. This includes teachers in private and public schools.

Institutional context

The basic rules governing requirements for accessing the teaching profession are set out in the 2006 Education Act and the 2013 Act on the Improvement of the Quality of Education. Across Spain, initial teacher education is delivered according to the concurrent model for teachers at pre-primary (0-6 years old) and primary (6-12 years old) education levels, whilst the consecutive model is followed for compulsory education (12-16 years old) and post-compulsory education.

Initial teacher education for school teachers in pre-primary and primary education leads to a bachelor degree from either a public or private institution with 4 years duration (160 ECTS). Those wanting to teach at secondary level, have to acquire a Master in Education. Teachers at secondary level in Autonomous Communities with a co-official language have to master both the co-official language and Castilian.

In contrast to many other EU countries, where the most common procedure is open recruitment, Spain runs a public, centrally organised selective competition for teacher recruitment. While the central government regulates the basic requirement for teachers accessing the profession in public schools, the Autonomous Communities organise the call for the examinations.
Key barriers for teachers with a migrant and/or minority background

There is limited direct evidence on the barriers to greater diversity of the teaching force in Spain. However, there is some empirical evidence on barriers to the integration of the population with migrant background into society and the labour market more generally:

- **Lack of qualifications needed to take part in initial teacher education**: Only 6.9% of university students have a migrant background and some minority groups have very high drop-out rates from upper secondary education (e.g. 80% of students with Roma background drop out from upper secondary education) (Fundacion Secretariado Gitano 2006). Given that a tertiary degree is needed to enter the profession, the population of potential students with migrant/minority background in initial teacher education is very small (Fundacion Secretariado Gitano 2006).

- **Lack of financial resources needed to take part in initial teacher education**: People with a migrant background have a higher probability of unemployment and are overrepresented amongst the population at risk from poverty (Mahia & de Arce 2014). They have also been particularly negatively affected by the recent economic crisis (Medina, Herrearte & Vicens 2010).

- **Language barriers**: A number of autonomous regions have a second official language alongside Castellan; this is the case for Galicia (Galego), Cataluna (Català) and Pais Vasco (Euskera). This may be an additional difficulty for teachers with migrant/minority background to enter the profession which has proven to be the case for other professions (Obra Social La Caixa 2011).

- **Difficulties in the recognition of foreign diplomas**: While it is unclear how many teachers with foreign qualifications applied for the recognition of their diplomas, there is evidence that the overall number of recognitions is low. According to INE (2015), only 9 foreign degrees were recognised for pre-primary teachers, 47 for primary teachers, 71 for secondary education teachers, 5 arts and 2 language teachers in the academic year 2012-2013.

Other presumed barriers may exist, such as lack of information, low salaries, low prestige and uncertain career progression. However, there is no significant empirical evidence on the existence of these barriers available.

**Tackling the issue of teacher diversity**

There is no evidence of policies or initiatives seeking to increase the diversity in the teaching workforce in Spain. While there are a wide range of measures in place with the aim of supporting improved learning outcomes for students with a migrant/minority background, such as providing additional Spanish teachers or schools with tools and resources to implement an intercultural and diverse learning process, the approaches adopted do not focus on teacher diversity.

Moreover, a range of policies have focused on general measures to improve the situation of migrants, for example by improving the recognition of foreign diplomas, addressing discrimination and stereotypes, improving information and addressing language issues amongst others. As teachers with migrant/minority background in Spain are minorities, they share barriers and challenges common in other professions (Zapata-Barrero, Pinyol 2013). However, there are no examples of practice aimed at greater diversity of the teaching workforce.
Bilateral agreements on the employment of foreign teachers

One relevant policy with an impact on teacher diversity, albeit with small overall significance are bilateral agreements between Spain and other countries on the employment of foreign teachers. For example, there is an agreement to receive teachers from Morocco to work in Spanish schools with a high proportion of Moroccan migrant learners (Actis, De Prada & Pereda 1997). However, it was found that the implementation of this policy is challenging as there may be institutional resistance when Moroccan teachers have different pedagogic approaches to native teachers. Similar to this, there is an agreement between Portugal and Spain to develop a programme of Portuguese language and culture, where Portuguese teachers contracted in Portugal teach in Spain (Gobierno de Extremadura 2015).

In contrast to these agreements, there is a lack of measures to provide teachers with Roma background for schools with a high number of Roma learners (Enguita 1999). There is, however, a national programme to improve education for Roma people, but it does not include the recruitment of teachers with a Roma background.

Note on data availability

- Data on the domestic and foreign population is collected by the National Institute of Statistics (INE) through the census and surveys. The institute collects details on the active, employed and unemployed population by nationality, as well as aggregated data on the foreign work force broken down by broad categories of economic sectors such as construction and services. However, there is no specific data for the teaching profession.
- The Ministry of Education does not record any data on ethnicity of the teaching force, as this is considered discriminatory practice. Moreover, it is not in line with the law which regulates data protection (Organic Law 15/1999, of 13th of December on protection of personal data) which establishes that the creation of files for the sole purpose of storing personal data which reveal ideology, trade union membership, religion, beliefs, racial or ethnic origin, or sexual life is prohibited.
- However, some data on nationality and country of birth is available from the National Institute of Statistics and can be accessed by the Ministry of Education.

Sources


1.27 Sweden

Diversity of learners and the teaching workforce

With respect to the working age population (aged 15-64) in Sweden, 18.8% were born outside the country and 8.3% possess foreign citizenship (Eurostat 2013). Statistics Sweden (2015) found that 20.7% of the population have a migrant background when including those born in Sweden with two foreign-born parents.

According to PISA data, 14.5% of 15-year old learners have a migrant background of which 5.9% are first generation migrants and 8.6 % are second generation (OECD 2013). The largest migrant groups in the learner population are the Finnish, Iraqi, Polish, Iranian, and Bosnian (Statistics Sweden 2013). No data is available in relation to the share of learners at pre-school with a migrant or minority background.

There is some data available in relation to the diversity of the teaching workforce. According to Statistics Sweden (2010) 9.2% of secondary/high school teachers and 9.5% of compulsory (primary) school teachers are from a country other than Sweden. The proportion of foreign-born teachers has steadily increased since 2000, with the proportion estimated to be higher in independent than public schools (Skolverket 2012).

The proportion of students in initial teacher education with a migrant background is estimated to vary between 5 and 8 per cent between semesters (Nielsen 2015). Calculating the drop-out rates of students in initial teacher education is complicated, since students are allowed to miss semesters/years and return at a later time. However, using a specific set of criteria, the proportion of students in initial teacher education with a migrant background who have dropped out between 2005 and 2009 is comparatively higher (16.5% foreign-born students and 15.8% second-generation immigrants) than the proportion of ethnic Swedish candidates (11.9%) (Nielsen 2015). The total drop-out rate is estimated to be 12.4% (Nielsen 2015).

Institutional context

For both pedagogical staff in early childhood education and for teachers in compulsory schooling, institutions providing initial teacher education are typically universities, applied universities or other institutions providing initial teacher education. Entry qualifications are generally a graduation certificate from upper secondary school. Selection and admission onto accredited initial teacher education is decentralised and implemented by the universities or university colleges directly.

Following a Government Bill (2009/10:89) that was passed by the Riksdag in April 2010, the Government proposed that the degree of Bachelor/Master of Education were replaced by four new professional degrees: a degree in pre-school education, a degree in primary school education, a degree in subject specific education and a degree in vocational education. The new education programmes started in autumn of 2011. A teaching qualification is obtained after completion of between three and five and a half years of full-time studies, with different educational levels requiring different amounts of credit points. A short teacher

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36 When including candidates whose parents were born abroad, the share of the teacher candidates rises to 12.3%. Nielsen, 2015
37 Drop outs are considered those who are registered for one semester only during the period autumn 2005 - autumn 2009. Such a period was selected to minimize the possibility that the person will return at a later period.
education programme of one and a half years is also available for those with a previous bachelor or master degree. The teaching degrees comprise general courses as well as specialisation courses such as sports, foreign languages etc.

Head teachers and school governing bodies, are responsible for managing the teacher recruitment process. The Education Act requires that teachers appointed on a permanent basis to have the following: a teaching diploma from a university; knowledge of the Swedish language; and an appreciation of the regulations applicable to the school system.

Key barriers for teachers with a migrant and/or minority background

Current empirical evidence in relation to the diversity of the teaching workforce is predominantly qualitative and relatively small scale. Based on the available evidence, key barriers to teacher diversity in Sweden include the following:

- **Structural barriers:** School choice, selection mechanisms, and resource inequalities have negative impacts on migrant students’ access to tertiary institutions in general (Bayati, 2014; Fridlund, 2008, 2010; Bertilsson, 2014). Following government budget reductions, decentralisation and deregulation of education, the differences and divisions between municipalities, schools and different pupils have increased (Lundahl 2010). In particular, it has been argued that the development of free schools - allowing parents to choose between municipal schools and independent schools - favours parents with knowledge of the best performing schools (Lundahl 2010). Studies indicate that university-educated parents living in urban areas are better informed about school choice options and are more likely to take advantage of the choices available than those parents who are less well-educated, and/or come from lower socio-economic backgrounds (which include a significant share of individuals with a migrant background), as well as those who live in rural areas (e.g. Daun 2003; Lundahl 2010)38. As a result, parents with a migrant background are less likely to take advantage of the possibility of access for their children to better performing schools thereby possibly hindering the attainment of sufficient grades to enter university.

- **Prejudices/stereotypes and discrimination:** Teaching staff and students in initial teacher education with a migrant background have indicated various problems (with different degrees of intensity) including: institutional intransigence; low expectations; negative attitudes related to their background, language proficiency, and religious affiliation etc. (Bayati 2014, Bigestans 2015, Fridlund 2008 and 2010, Sandlund 2010). Bayat’s recent study (2014) concludes that teacher education must actively counteract the monocultural and Eurocentric knowledge approach that guides the system. However, currently there is no empirical evidence available between the negative experiences of actual and prospective teachers with a migrant background, and the drop-out rates of this group from the teaching profession.

- **Difficulties in recognition of foreign diplomas:** Those with a migrant background encounter problems when seeking to have their qualifications recognized in Sweden, particular if such qualifications were awarded in third countries. There are also related problems of having their work experience abroad recognized in the labour market (Dingu-Kyrklund 2005, Sandlund & Andersson 2011).

38 In Sweden, wealthier families have tended to pull their children out of schools in diverse neighborhoods, leaving behind less privileged students in schools which become underfunded as a result of lower numbers of enrolment. In one case study (Daun 2003), a public school in an area with a large immigrant population saw a 30 percent decrease in enrolments following the opening of the new independent school nearby. The shift in the ethnic composition of the school of African, Arab, and Latin-American students increased from 34 to 52 percent after the new school opened.
Tackling the issue of teacher diversity

Despite a number of inclusive policy measures and strategies in the education sector, increasing the diversity of the teaching workforce is not regarded as a high policy priority. At the same time, the majority of institutions providing initial teacher education identify intercultural education strategies as a priority to be actively implemented as part of the training for all prospective teachers (Lahdenperä & Lorentz 2010). These courses are designed to give prospective teachers the knowledge, skills, and attitudes needed to understand the impact of diversity on today's schools, work effectively with diverse populations, integrate cultural diversity into the curriculum and use the understanding of diverse students to enhance learning. A field experience component is also included.

However, there are some policies in place seeking to address the diversity of the teaching workforce. This includes the following:

**Specific initial teacher education programmes**

Many universities and other institutions of higher education organise supplementary higher education courses for people who have completed foreign qualifications at academic level. This includes support for qualified teachers who acquired their qualifications outside of the country, as well as other professionals such as doctors and lawyers. The majority of complementary education or bridging programmes for academics with foreign degrees, provided by Swedish HEIs, are financed by special resources, which the Government allocates within so-called 'integration bids'. For instance, in the Government bill for 2009 SEK 51 million a year was allocated to reinforce this work over the period 2009-2011 (Regeringskansliet 2014). For the budget year 2014, approximately SEK 70 million has been allocated (Regeringskansliet 2014)

Since 2007, supplementary training for foreign teachers (Utländska lärarens vidareutbildning/ULV) is provided at the universities of Gothenburg, Linköping, Malmö, Örebro, Umeå and Stockholm. The latter university acts as the national coordinator for the initiative. The initiative aims to take advantage of foreign teachers' skills and provide increased opportunities for employment in a Swedish school or preschool. To qualify for the programme, candidates must have the right to work in Sweden, possess a certain level of language proficiency in Swedish, as well as accredited teaching qualification.

The Swedish National Agency for Higher Education evaluated the first phase (2007-2010) of the ULV. The evaluation noted that a total of 1675 people applied for the program between 2007 and 2010, 800 commenced training, and 250 completed their studies (Högskoleverket, 2012). Following completion, participants received an accredited teaching qualification, as well as improved Swedish language skills and a developed contact network to support their search for employment. Results so far indicate that a high proportion of those who completed the training progress to work as teachers in Sweden. For instance, from the 2007 and 2008 intakes, a total of 189 individuals are now working as teachers in the country (Högskoleverket 2012).

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39 Information on the ULV initiative is provided at each of the following individual universities: Göteborgs universitet, Linköpings universitet, Malmö högskola, Stockholms universitet, Umeå universitet och Örebro universitet.

40 Stockholm University provides additional details on the programme here: http://www.su.se/utbildning/alla-program-kurser/satsningar-%C3%A4rareutbildning/utl%C3%A4ndska-%C3%A4raren-vidareutbildning-ulv
Note on data availability

In relation to the learner population, data is collated based on nationality and the proportion of students with a migrant background by the National Agency for Education (Skolverket).

Data in relation to the diversity of the teaching workforce is relatively limited. The key data sources for teacher diversity in Sweden are also to be found at Swedish National Agency for Higher Education, Statistics Sweden and The National Agency for Education. However, data is predominantly not publicly available or analysed regularly.

In general, data based on ethnicity in the education sector is limited. Whilst there is some data available on the official national minorities in Sweden (Jews, Roma, Sami, Swedish Finns and Tornedalers), ‘ethnic’ or ‘national’ affiliation is not allowed in the collation of official Swedish statistics (Rabo 2007).

Terms such as minority, ethnicity and race remain obscure in official taxonomies, educational policies, and school practices. The complex relationships that exist between ethnicity, socioeconomic factors, special needs education, gender, etc. have, however, recently become a subject of research interest (Rosenqvist 2007; Berhanu 2008).

Finally, data is currently being collated and analysed through the LOBB project (‘Teacher Competence and economic resources: definitions and effects on educational results’) at the Department of Education and Special Education by Bo Nielsen in relation to the proportion of students in initial teacher education with a migrant background.

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1.28 United Kingdom

Diversity of learners and the teaching workforce

According to PISA 2012 data, 12.7% of 15 year old learners in the United Kingdom are first (7.1%) or second generation migrants (5.6%).

National data however is generally collected on ethnicity, rather than on history of migration (OECD 2013). National data from England suggests that the share of those belonging to an ethnic group other than White British is 29.5% amongst pupils in state funded primary schools and 25.3% in state-funded secondary schools (DfE 2014a). However, shares are significantly smaller in Wales and Scotland and no data is available for Northern Ireland (DfE 2014a, Scottish Government 2014).

In English state funded primary schools, the largest non-white ethnic groups are Asian (10.5%), Black (5.6%) and Mixed (5.3%). The picture is similar in state-funded secondary schools, but Black minority pupils are overrepresented in special schools and pupil referral units (schools for pupils who are excluded, sick or otherwise unable to attend mainstream schools). In Wales the largest ethnic groups amongst school pupils aged 5 or over are Mixed (2.4%) and Asian (2.2%), while in Scotland largest groups are Pakistani, Mixed and Indian (DfE 2014a, Scottish Government 2014). No data is available for Northern Ireland.

Data on the school workforce in England suggests that 12% of teachers are not White British, including 3.5% from ‘Other white background’, 1.7% ‘White-Irish’, 1.6% Indian and 1% Black Caribbean (DfE 2014b). At the same time, only 6.1% of head teachers are non-White British (DfE 2014b). There are again vast differences within the UK: only 2% of teachers in Scotland are from minority ethnic groups (Scottish Government 2014).

When looking at data on students in initial teacher education, it seems that the shares of teachers with migrant/minority background are not likely to increase significantly in the short term. In England and Wales initial teacher education (ITE) statistics indicate that a similarly small proportion (12% in England and 6% in Wales) of ITE students is from an ethnic minority background (DfE 2014c, Welsh Government 2014).

Institutional context

The implementation of initial teacher education varies slightly across the four devolved administrations in the UK, England, Wales, Scotland and Northern Ireland, which are responsible for education policy. There are similarities between the systems in England, Wales and Northern Ireland.

In England, the Department for Education (DfE) is responsible for developing strategies and polices on initial teacher education (ITE). ITE providers must be accredited to deliver the training by the National College for Teaching and Leadership (NCTL), an executive agency of the DfE. Those who wish to become teachers in pre-primary, primary or secondary schools can follow either school-led training or university-led training. Experienced teachers (without qualified teacher status) can also enter via an assessment without the need for further training.

Since 2012, a number of reforms have been introduced into initial teacher education (ITE) in England, these include the expansion of school centred training and making pre-entry basic skills tests more rigorous. Entrants for all ITE training need to achieve a specified level of English and Mathematics (and Science for
primary and lower secondary teacher) in their GCSE exams. Further, entrants to consecutive graduate initial teacher education need to hold a first tertiary degree.

- In **Northern Ireland** all ITE programmes have to be approved by the Department of Education (DE) and accredited by the General Teaching Council for Northern Ireland (GTCNI). Access to ITE in Northern Ireland is similar to the English system. Potential trainees can either follow a Bachelor’s degree in education (concurrent route), or a Post-graduate Certificate in Education (PGCE) following a Bachelor’s (or Master's) degree in another discipline (consecutive route). Entry requirements into the profession are as in England.

- In **Wales**, the Higher Education Funding Council for Wales (HEFCW) accredits the programmes delivered by higher education institutions (HEIs). All providers of ITE in Wales are required to work in partnership with schools, and involve them in the planning and delivery. The Welsh ITE programmes and qualification processes follow the same route as in England. Trainee teachers in Wales are required to show that they can also teach relevant subjects in the Welsh National Curriculum. Additional to the routes into ITE in England, entry routes are provided through the “Graduate teachers Programme” (which trains graduates on the job) and Teach First in Wales.

- In **Scotland**, the General Teaching Council for Scotland (GTCS) sets the minimum entry requirements for ITE programmes. The routes to getting a teaching qualification in Scotland are similar to England, Wales and Northern Ireland. It involves either a 4 year course that leads to a Bachelor of Education (B.Ed.) degree or a one-year university course for those who already have a degree to attain a Professional/Post Graduate Diploma in Education (PGDE).

- There are also minimum requirements relating to English and Mathematics Skills. Potential applicants must also have appropriate levels of literacy and numeracy and be competent in the use of Information and Communications Technology (ICT).

**Recruitment** is carried out through a process of open competition. Head teachers are responsible for advertising and filling teaching vacancies in their schools, though the recruitment process in most cases is supported by a senior management team. Head teachers can also use the school led training route to fill teaching vacancies; as this is an employment-based route, the trainee is selected by the school with the training provided in-house throughout the training period.

**Key barriers for teachers with a migrant and/or minority background**

Some empirical evidence exists around the barriers to greater teacher diversity in the United Kingdom. The National Foundation for Educational Research (NFER) (Sharp et al 2007) identified a number of barriers to teaching for black and ethnic minority groups, including:

- **Systemic barriers**, which also apply to non-minority groups in the teaching profession such as low salary, high workload, stress, having no guarantee of a job and fear of discrimination;

- **Low prestige**, for example, viewing ‘teaching as a low status profession that does not command respect from parents, pupils or the wider community’ (p. 6);

- **Racial discrimination** including anxieties about encountering racism in schools, this was found to impact on the retention of trainee teachers in a number of recent studies reviewed in the NFER report, which were conducted on BME trainees and newly qualified teachers (Basit and McNamara, 2004; Basit et al 2006, 2007; Carrington et al, 2003); and

- **Prejudice and stereotyping** from colleagues, pupils or parents. This was also confirmed by Wilkins/Lallb (2011: 12), which report a number of negative experiences faced by some student teachers with black and ethnic minority background such as social isolation, stereotypical attitudes amongst White peers and instances of overt racism, particularly in school placements.
Tackling the issue of teacher diversity

The United Kingdom features a relatively large number of policies which tackle the issue of teaching diversity at different levels. The primary focus of these policies is to increase ethnic diversity in the teaching force. These include:

**Targeted recruitment and retention of students in initial teacher education**

There are a number of (often local) projects which aim to recruit and retain students in initial teacher education with a minority ethnic background. From 2007 to 2010, the Teaching Development Agency, a former Government agency with responsibilities for initial teacher education, managed a £6 million initiative **Black and Minority Ethnic Funding** to encourage those from BME communities to go into teaching. This initiative involved providing extra funding for ITE providers to improve the recruitment and retention for trainees from BME backgrounds. This funding supported the costs linked to retaining and tailoring courses for existing BME trainees. It was also used to reward ITE providers for improving their recruitment of BME trainees.

At a local level, the **South East BME Project** is a collaboration between the Institute of Education, Reading and 15 other institutions, and targets ethnic diversity in the recruitment and retention of teachers. Activities include: a film following 3 inspirational teachers, focus groups, exploration of the disproportionately high rejection rate of ITE candidates from a migrant background, and surveys. Again at a smaller scale, the **Minority Ethnic Recruitment and Retention project** is based at the University of Exeter Graduate School of Education and aims to remove obstacles to equality of opportunity experienced by BME trainee teachers studying on PGCE at the University.

**Teacher networks**

The **Scottish Association of Minority Ethnic Educators (SAMEE)** is the ethnic minority educator-led network for educators and parents in Scotland. SAMEE was established to support and develop ethnic minority educators whilst empowering minority ethnic parents to engage proactively in their children’s education and school. Its mission as stated on their website includes: (a) empowering and supporting minority ethnic educators to realise their individual aspirations and progress their career in the Scottish Education System and (b) creating opportunities for minority ethnic educators and parents to influence government education policy at a local and Scottish level.

**Helping teachers progress**

The **Leadership, Equality and Diversity Fund** has been run by the National College for Teaching and Leadership (NCTL) since 2014. The aim is to support under-represented groups, as defined by the Equality Act 2010, to gain access to senior school leadership positions.
Note on data availability

- Data availability on the ethnic background of the teaching force and teacher training candidates is available throughout the UK aside from Northern Ireland.
- It should be noted that the focus here lies on the ethnic background (i.e. the minority status) – rather than the migrant background – of the individuals. This partly explains the variation between the share of 15-year old learners with migrant background and the share of learners from minority ethnic communities, which is much higher.
- However, given that the responsibility for data collection lies with the education authorities in the 4 devolved nations, there is some diversity in how data is collected and no consolidated dataset is available for the UK as a whole. It is therefore not always possible to make direct comparisons.
- Main data sources are statistical releases provided by the Department of Education.
- In Northern Ireland the data is collected by religion instead of ethnic groups. This is based on historical factors where discrimination was likely to be based on religion rather than on ethnicity.

Sources


**Websites:**

- National College for Teaching and Leadership: https://www.gov.uk/government/organisations/national-college-for-teaching-and-leadership/about
Annex 2: Case Study Summaries
2.0 Case Study Summaries

Case study 1: Horizons (Horizonte), Germany

http://www.horizonte.ghst.de/

Type of measure

Implemented by the charitable Hertie foundation, Horizonte comprises two scholarship programmes for students in initial teacher education: one for those preparing to be primary/secondary teachers (Horizonte für angehende Lehrkräfte), and one for pre-primary teachers/instructors (Horizonte für ErzieherInnen). The Horizonte measure was introduced in 2008 and will run until 2017.

Aims and objectives

The primary objective of the programme is the professionalization - i.e. teaching skill and competence development - of students in initial teacher education with a migrant background. It aims to enable them to make use of their personal experience with cultural diversity in their daily work in schools and early childhood institutions and to realise their individual potential. Additionally, it seeks to raise awareness on the issue of teacher diversity more widely, by developing grant beneficiaries into a role as multipliers and enabling them to transfer their theoretical knowledge into practice, as well as by stimulating the debate on greater diversity in the teaching profession at local/regional level.

Activities

Both programmes comprise financial, as well as in-kind (‘idealistic’\(^\footnote{Idealistic support is typically understood to be non-material support, and often consists of moral support, value and personality development and networking.} \(^\footnote{Horizonte (2015a), Projektskizze: das Horizonte-Programm für angehende Lehrkräfte mit Migrationshintergrund (project sketch: the Horizons Programme for teacher training students with migrant background),} \)) support.

- The teacher programme is a two-year programme and comprises\(^\footnote{Idealistic support is typically understood to be non-material support, and often consists of moral support, value and personality development and networking.} \(^\footnote{Horizonte (2015a), Projektskizze: das Horizonte-Programm für angehende Lehrkräfte mit Migrationshintergrund (project sketch: the Horizons Programme for teacher training students with migrant background),} \) a full grant of €650/month or a partial grant of €300 per month (depending on eligibility), as well as €150 per term for books and associated learning materials;
- In-kind support, including participation in two week-long academies, four seminars, involving for example a module on “conflict management in schools” and a individualised development module. Additionally, there are tutoring and networking events, including the participants in the pre-primary programme.

The pre-primary teachers and instructors programme is a three-year programme and comprises:

- Financial support of €550 per term and one-off support for the purchase of IT equipment of €750;
- In-kind support, including seminars, study workshop on topics such as “the early childhood institution and its social environment”. Additionally, there are networking events, which include participants of the initial teacher education programme.

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\(^{41}\) Idealistic support is typically understood to be non-material support, and often consists of moral support, value and personality development and networking.

\(^{42}\) Horizonte (2015a), Projektskizze: das Horizonte-Programm für angehende Lehrkräfte mit Migrationshintergrund (project sketch: the Horizons Programme for teacher training students with migrant background).
Results

As of November 2014, the primary and secondary school teacher programme had 45 standard participants, as well as 5 doctoral participants. There were 131 alumni. Upon completion in 2017, the programme will have supported 200 students in initial teacher education. As of January 2015, the pre-primary teacher programme had 34 participants, as well as 11 alumni. 43

Evidence suggests that the programme achieves impacts at two levels. First, participants and alumni benefit strongly from participation in the programme, both professionally and personally. Second, the programme induced change more widely, by raising awareness on the issue and setting up local networks concerned with the issue of diversity of the teaching workforce.
Type of measure

The EAP (Emplois d'Avenir Professeur) programme was introduced by the new government in early 2013 as part of a series of measures designed to tackle youth unemployment. The wider Emplois d'Avenir programme was introduced in 2012, and through the provision of partially subsidised work contracts aims to support young people with few, or no, qualifications and who are struggling to access the labour market. This specific measure was introduced in a context of a shortage of teachers, a shortage which is particularly severe in certain disadvantaged areas. At national level, the programme is managed principally by the ministries of education and employment. However, there is also some involvement from the ministry of agriculture (for agricultural education), the ministry for overseas territories (for implementation in the territories concerned), and the ministry of finance (responsible for the budget). A list of regions and fields of teaching (e.g. science, languages) with particular teacher shortages are drawn up by the ministries of education and agriculture.

Aims and objectives

The initiative aims to facilitate the vocational integration and social promotion of young people (under 25 years) from disadvantaged backgrounds into the teaching profession. In particular, it seeks to reduce the high drop-out rates in initial teacher education. Drop-outs are often related to a range of factors including: financial difficulties, lack of individualised support, low self-confidence, and/or an overly theoretical focus.

Activities

EAP is principally a measure providing financial and individualised support, and an opportunity to gain relevant work experience for students from disadvantaged backgrounds considering a career in teaching. It focuses on specific geographic and subject areas with particular teacher shortages. The programme provides the opportunity for eligible students to apply for a remunerated part-time teaching support role in a local (pre-primary, primary or secondary) school, an activity which they can carry out alongside their university studies.

Fixed-term employment contracts are signed with the school concerned for an initial 12-month period (renewable up to two times), and for an average of 12 hours of teaching support per week, which will vary over the academic year in order to allow the student to attend lessons and take exams. The responsibilities of employed students in the schools increase in line with their study level, ranging from active observation and support for non-academic activities (such as art or sport) in the first year, to leading on certain teaching sessions under the surveillance of a qualified teacher. A tutor is assigned to each student in the school where they are employed, and provides support and guidance. In certain regions, tutors are also provided in the student’s university/teacher education institution to support their academic studies and in managing their timetables.

Results

A number of positive outcomes have been reported including: the effective integration and retention of disadvantaged students in initial teacher education; a better understanding of the realities of teaching for potential teachers and other students (future parents); improved performance in exams; integrating a more vocational focus into initial teacher education; and, fostering tutorship skills in existing teachers.

In July 2015, it was announced that EAP will be progressively replaced by new teacher apprenticeship contracts.
Case study 3: Leadership, Equality and Diversity Fund, National College for Teaching and Leadership, UK

https://www.gov.uk/equality-and-diversity-funding-for-school-led-projects

Type of measure

The National College for Teaching and Leadership (NCTL) developed a measure to target under-represented groups (based on clear evidence of need), and to help teachers from these groups gain leadership positions. The measure is a response to school workforce census data which continues to show the under-representation of specific groups, “in particular there are significant leadership gaps for BME (Black and Minority Ethnic) leaders”.44

Whilst NCTL manage the fund, individual school partnerships are responsible for implementation. Participating schools set their own admissions criteria for interested participants. Phase 1 of the measure started delivery over the 2014/15 school year. Phase 2 will take place over the 2015/16 school year.

Aims and objectives

The Leadership Equality and Diversity Fund aims to increase the diversity of the teaching workforce at a senior level. The measure applies not just to those from a Black and Minority Ethnic (BME) background but also all other underrepresented groups as defined by the Equality Act 2010. Under the first phase of the measure (2014/15 school year), in which there are 30 successful school partnerships, all applications received focused on supporting the protected characteristics of gender and race.

Activities

All applications from school partnerships were asked to demonstrate:

- An assessment of need within an under-represented group (as defined in the Equality Act) with underpinning evidence;
- How the collaborative group (it required a partnership of at least three schools) will support the development of solutions to school leadership equality and diversity challenges;
- Plans to evaluate and monitor impact, disseminate learning from the project and indicate value for money.

For the successful school partnerships, key activities include:

- Training. Examples include short residential courses, after school training, and 1-2-1 sessions;
- Work shadowing, typically shadowing a practising head teacher;
- Coaching/mentoring, through a leadership tutor, who was often an existing or retired senior level teacher from a BME background;
- Job interview support, with specific guidance on the selection procedures and the completion of written applications.

Results

Since the initiative is in its early stages, there is a lack of evidence to judge its effectiveness and impact. However, interviews with key stakeholders have highlighted a number of key outcomes including: work promotions for beneficiaries; the development of peer-to-peer support networks; increased confidence and improved leadership skills amongst the beneficiaries; and improved school cultures of growing leaders.

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### Case study 4: Narva College, University of Tartu, Estonia

http://www.narva.ut.ee/en

<table>
<thead>
<tr>
<th>Type of measure</th>
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<tbody>
<tr>
<td>Narva College, which is part of the University of Tartu, is the only initial teacher education (ITE) institution in Estonia providing initial teacher education for multilingual schools in Estonia. In particular, the college fulfils a specific role in preparing teachers for Russian-medium schools in the country. Though the state language is Estonian, 26% of the national population are native Russian speakers. In the region in which the college is based (Ida-Virumaa county), this proportion increases to 76%. In the city of Narva itself, 96% of residents are Russian native speakers. The provision of initial teacher education in the College takes place in close cooperation with the Ministry of Education and Research (MoER).</td>
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<thead>
<tr>
<th>Aims and objectives</th>
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<tbody>
<tr>
<td>The College provides initial teacher education for the predominantly Russian native speakers in the region. It strives to supply its students with knowledge and skills of different pedagogical approaches, and teaching in multicultural and multilingual learning environment. This includes language immersion, content, and language-integrated learning (CLIL). As part of this objective, language instruction in Estonian is provided, with the aim that all ITT students achieve the required levels of proficiency as defined by the Language Act.</td>
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<tr>
<th>Activities</th>
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<tbody>
<tr>
<td>Potential courses include:</td>
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<tr>
<td>• Primary school teaching in multilingual schools (at both Bachelor and Master level);</td>
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<tr>
<td>• Teaching of Humanities in multilingual schools (at Master level);</td>
</tr>
<tr>
<td>• Early Years Pedagogy in a Multilingual Learning Environment (Bachelor level).</td>
</tr>
</tbody>
</table>

The College is Estonia’s leading developer of methods for content and language integrated learning and ‘Tandem Language Learning’. The College also provides continuing professional development (CPD) for practising teachers in the fields of pedagogy, psychology, management, multiculturalism, social sciences, language immersion, and youth work etc.

In addition, the College carries out research into the issues related to a multicultural society, including relations between national minorities, multilingualism, and inter-cultural relations.

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<tr>
<th>Results</th>
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<tbody>
<tr>
<td>• 90% of graduates from the 2013/2014 academic year became teachers at the early childhood or general education level, the majority in locations with significant Russian speaking populations;</td>
</tr>
<tr>
<td>• Results from the 2012 PISA tests indicate a significant improvement in Russian medium schools in the past 6 years45 (however, research has not yet been conducted on the contribution of the Narva College to the improved performance within these schools).</td>
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Case study 5: Pupil campus – More Migrants are Becoming Teachers  
(.Student campus – Mehr Migranten werden Lehrer), Germany

Type of measure

The project “Schülercampus – Mehr Migranten werden Lehrer” (Student campus – More Migrants Become Teachers) emerged as a result of discussions between the ZEIT Stiftung Ebelin and Gerd Bucerius, high-level experts from the University of Hamburg, and the Landesinstitut für Lehrerbildung und Schulentwicklung in Hamburg (Initial teacher education institute of the Länder Hamburg).

It was conceived as a response to the increasing share of students with a migrant background in schools in Hamburg (in some parts of the city, nearly every second student has a migrant background) which contrasted sharply with the share of teachers with a migrant background, which was only about 6%. The first student campus took place in Hamburg in 2008. Funding for the project finished in 2015, although follow-on events are being organised by regional coordinators.

Aims and objectives

Schülercampus aimed to provide students with a migration background with a realistic, first hand insight into the teaching profession. It outlined the professional possibilities of becoming a teacher, the requirements and also opportunities for progression as well as demands of the daily professional life.

It addressed barriers such as lack of information about career opportunities, access criteria, progression patterns, support (where necessary) to communicate with parents who may not see teaching as a viable career option for their children (breaking down stereotypes), and addressed recruitment barriers such as the financing of studies by providing information about scholarships or other bursary opportunities.

Activities

The first Schülercampus took place in Hamburg in 2008. Since then the project has been transferred to 10 Länder across Germany with workshops delivered in 15 locations. Schülercampus offered a four-day intensive, residential engagement opportunity for upper secondary students (age 16 upwards) with a migration background, and who are interested in teaching, thus enabling them to explore the opportunities and requirements of becoming a teacher. It involved individual and group activities, seminars, question and answer sessions, as well as work experience in a school.

Activities supported participants to explore different aspects of the profession (access to qualifications, studying, salary and progression), understand the personal qualities required to teach, also providing opportunities for direct discussions with students in initial teacher education who have a migrant background.

Results

The programme allowed participants to make an informed the decision about a career as a teacher, and provides the starting points for building local support networks. Initially it aimed at engaging 100 young people over 3 years, and the project finished in 2015 with a total of nearly 800 participants.

Feedback suggests that 81% of participants from the 5 events held in 2012 have taken up initial teacher education, although no formal tracking of participant trajectories has taken place. There is also evidence of a network of support groups (of students in initial teacher education with a migrant background) developing as a result of their initial interactions through this measure.

http://www.mehr-migranten-werden-lehrer.de/h/
Case study 6: Preparatory course for immigrants and refugees (Forberedende kursus for indvandrere og flygtninge – FIF), Denmark

<table>
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<tr>
<th>Type of measure</th>
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<tr>
<td>The measure is a preparatory course for first generation immigrants and refugees, who wish to qualify as teachers in Danish schools or as personnel in pre-schools or after-school clubs. The course is offered at a limited number of university colleges via two separate courses for aspiring pre-school and compulsory school teachers. The measure is for candidates whose language skills and knowledge about Danish culture is insufficient for direct entry to the (pre-) school initial teacher education programme. The measure was first introduced in 1994 and is still being implemented.</td>
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<tr>
<th>Aims and objectives</th>
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<tbody>
<tr>
<td>The aim of the measure is to address the language barriers that exist between immigrants and refugees, and their potential enrolment in the initial teacher education programme. The aim also is to enable highly educated immigrants and refugees in Denmark, who may lack the necessary language and cultural skills, to enter the initial teacher education programme and profession in Denmark. The measure is therefore a platform, which seeks to provide immigrants and refugees with adequate language and cultural skills in order to be able to apply for the (pre-) school initial teacher education programme(s).</td>
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<tr>
<th>Activities</th>
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<tr>
<td>The measure is a preparatory one-year course which incorporates language, culture as well as the general (pre-) school initial teacher education curriculum. The two central elements of the measure are:</td>
</tr>
<tr>
<td>a) To improve participants’ language skills through the integration of language instruction in the core classes of FIF, and</td>
</tr>
<tr>
<td>b) To educate participants about Danish culture. FIF also teaches participants the guiding principles behind the Danish compulsory education system (teaching traditions &amp; didactics).</td>
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| Participants need to pass an exam in order to graduate and be able to apply for the actual (pre-) school initial teacher education programme. |

<table>
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<tr>
<th>Results</th>
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<tbody>
<tr>
<td>There is high demand for the programme. Since 1994 the preparatory course for pre-school initial teacher education candidates has been offered twice a year, and the average number of students that enrol per session is 20;</td>
</tr>
<tr>
<td>There is some evidence that students who have completed the FIF prior to enrolling in the pre-school initial teacher education programme had a higher likelihood of completing the pre-school initial teacher education programme;</td>
</tr>
<tr>
<td>While the measure has not been formally evaluated, anecdotal evidence suggests that there is an increase in the share of immigrants and refugees who enter initial teacher education upon the completion of the preparatory course. Participants increase their language and cultural insight substantially. Participants also improve their networks with other immigrants and ethnic Danes, and experience increased self-esteem.</td>
</tr>
</tbody>
</table>
### Case study 7: South East BME Project, UK

https://www.reading.ac.uk/education/partners/ioe-SouthEastBME.aspx

#### Type of measure

The South East BME (black and minority ethnic) Project is a regional collaboration of providers of initial teacher education. It was funded by pooling BME recruitment and retention budgets held within the individual institutions, alongside funding from the Teaching Training Agency. Project priorities were agreed in consultation with all partners, and aimed to create jointly owned outreach resources, conduct research informing partners’ work and increase the impact permitted by disparate, smaller budgets at an institution level. Funding was available for the time period 2010-2011, though activities continued until 2013.

#### Aims and objectives

The measure aimed to:
- Identify the existing barriers to BME applicants’ recruitment and retention; and
- Attract good candidates into teaching.

#### Activities

Activities focused on how teaching is communicated and perceived, on factors which may contribute to disproportionate rejection rates of BME applications, and the levels of BME school experience. This included:
- A study which analysed personal statements of BME applicants who wished to enter initial teacher education, reviewing the high rejection levels of BME applications;
- Focus groups in 3 universities which explored the views of 32 BME students concerning the teaching profession and their choices of career direction/further study;
- A survey of 140 schools in South East England, which explored the relative levels of experience of BME minority versus white candidates, and their attitudes to diversity training; and
- A film providing a case study of the experiences of three inspirational teachers. Intended as a potential recruitment tool, the film is free for educational purposes and includes short clips and a full version, available online.

#### Results

The measure contributed to the generation of knowledge regarding BME applicants’ recruitment and retention in initial teacher education, and in the teaching profession. Impacts were mainly observed in relation to the project partners themselves, though there is limited evidence of impacts on other actors. This could be due to the limited dissemination of the project results and the interruption of its activities due to a lack of funding.

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Case study 8: SPECIMA, Finland

**Type of measure**

SPECIMA is a further education programme for teaching and guidance staff, and those aiming to work in these positions, who either have migrant background or work with people with migrant background. In particular, it seeks to work with teachers who possess teaching qualifications from a foreign country. It was established in 2009 by the Ministry of Education and Culture (MINEDU) to promote the employability of migrants with higher education qualifications in the field of education and training in Finland. It is still currently being delivered.

**Aims and objectives**

The measure aims to support participants to achieve a Finnish teaching qualification (as either a teacher or guidance counsellor), with the ultimate objective of enabling employment within the Finnish education system.

The measure addresses:

- Recruitment barriers caused by a lack of pedagogical competences and qualifications and language skills (Finnish/Swedish);
- Difficulties in accessing initial teacher education programmes in Finnish higher education due to lack of qualifications and language skills.

In institutions providing initial teacher education (ITE), cultural differences in education have also been recognised. In this regard, the specific aim is familiarisation with the Finnish teaching profession and pedagogic culture. The measure specifically targets migrants with a teaching qualification from their home country.

**Activities**

The Ministry of Education and Culture awards special funding for SPECIMA trainings organised by teacher education institutions in higher education organisations, amounting to €1.5 million annually. It is open to initial teacher education (ITE) providers to apply annually for the funding. The duration of each awarded SPECIMA training and funding is usually two years. The individual awards amount to €150,000 - €200,000, for a duration of 1.5 to two years. Each individual programme usually includes 15-20 students.

While each programme is similar to other teacher education and guidance counselling programmes, there are some differences: groups are smaller than the Finnish equivalents; there are higher levels of individual support; and there are comparatively fewer written assignments expected from students.

**Results**

Around 1,100 students have completed SPECIMA programme and around a total of 200 students start the programme annually. Key outcomes include:

- Key stakeholders within the ITT providers have continued networking, sharing and exchanging knowledge and best practices to develop coherent SPECIMA programmes in the different regions of the country;
- Increased level of diversity within the teaching (and guidance counsellor) workforce;
- Improved Finnish language skills for participating students on the programme, along with improved pedagogic skills.
# Case study 9: Teaching Assistants with Roma Background, Latvia

http://www.iic.lv

## Type of measure

The project developed and ran a training programme aimed at the professional preparation of teaching assistants of Roma background. This facilitated their inclusion into school and pre-school educational institutions’ inclusion classes attended by Roma children, and by children of different ethnic backgrounds. The project was developed by the NGO Centre for Education Initiatives and financed by the Latvian government. It ran between 2007 and 2010.

## Aims and objectives

The main task of the teaching assistants of Roma background was to assist children of Roma background to integrate into mainstream educational institutions, and to help bridge the gap between the school, family and society, as well as promoting intercultural dialogue. The main aims and objectives of the project were to:

- Create special opportunities for members of the Roma community and, particularly, to raise their level of education;
- Enhance the inclusiveness of the general education system, and through early intervention to eliminate the segregation of Roma children in the education system;
- Integrate teaching assistants of Roma background into educational institutions;
- Reduce negative stereotypes related to Roma at school, improve the knowledge of teachers and professional staff, and educate non-Roma children about Roma culture, history, and identity.

## Activities

The project was implemented in two stages:

1. The development of the training programme based on best practices from other EU Member States and adapted to the Latvian situation.
2. Preparation of teaching assistants of Roma background. Two training seminars, each of four days duration, were organised in Jelgava city. Teaching assistants were supported during the integration into the school environment through consultations and mentoring throughout the process.

## Results

- 20 teaching assistants of Roma background from 16 cities participated in the training;
- In the school years 2007-2010, eight teaching assistants were working in schools;
- Qualitative evidence suggests that results of the project were highly valued by the school principals, teachers, parents and children involved;
- The evaluation of the project clearly showed that teaching assistants of Roma background fostered the educational achievements of Roma children, and helped to change the attitude of Roma parents regarding the necessity of including their children into educational processes at school. The number of Roma children attending inclusive classes of pre-school, primary and secondary school educational institutions increased.
## Case study 10: Teaching Staff with Migration History in North Rhine-Westphalia
*(Projekt Lehrkräfte mit Zuzanderungsgeschichte in Nordrhein-Westfalen)*, Germany

http://www.lmz-nrw.de/

### Type of measure

The network provides information, advice and training for those wishing to become teachers, for students of initial teacher education during their studies (through student networks). Once they are qualified and in schools it supports them through network events and continued professional development to break down stereotypes, remove information barriers, support capacity development and leadership development. The project has been funded by the Ministry of Schools and Continuing Education, the Ministry for Work, Integration and Social Affairs in North Rhine-Westphalia, and the Landesweite Koordinierungsstelle Kommunaler Integrationszentren (Central Coordination for the Integration Centers in the municipalities in North Rhine-Westphalia). The project was launched in 2007 and is still currently being delivered.

### Aims and objectives

The project seeks to provide a support structure and platform for teachers with a migrant background, to recognise their potential as a resource to contribute to intercultural development and to meet the objectives set out in government strategy. This was rooted in the realisation that whilst classrooms are extremely diverse, the teaching workforce does not reflect this diversity.

### Activities

The network has four key activity areas:

1. Attracting talent to teaching, primarily aimed at young people through participating in career information events (e.g. Schülercampus);
2. Supporting local teacher networks including networks of teaching students at universities, to provide an opportunity for advice, exchange and support;
3. Continuing professional education for teachers with a migrant background to develop their leadership potential. This includes for instance a recognised qualification as an Intercultural Coordinator where participants learn to develop and implement integration plans for their schools;
4. Providing support and motivation for diversity in school, including a short project delivering information, advice and guidance for pupils and their parents about the dual apprenticeship system, and its opportunities to tackle the lack of knowledge about this particular qualification track.

Events are generally organised and attended by members of the network who volunteer their time. Local networks will also organise events to support intercultural exchange and understanding. The contents of the continuing professional development activities have been developed by the network, delivery is in cooperation with partners (e.g. the association of philologists, or one of the teacher unions).

### Results

- There has been no formal, independent evaluation of the initiative in terms of its effectiveness and impact. However, anecdotal evidence from the ministerial level, network members - as well as the rapid growth in network membership - point to the successful implementation and work of the network;
- Recently the Ministry for Science and Research has approved long-term funding for the further development of student networks, highlighting further the cross-cutting concern at the political level;
- Anecdotal evidence suggests that great value is generated through volunteer engagement of the network members.
Annex 3: Bibliography
3.0 Bibliography


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