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Commission

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

Written by:

Vicki Donlevy
Anja Meierkord
Aaron Rajania



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

***Final Report to DG Education and Culture of the
European Commission***

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1.0 Executive Summary

This study consolidates the evidence base across the EU28 regarding the diversity of the teaching workforce with regard to migrant and/or minority background. Increasing diversity within the teaching profession is one potential response to the evolving needs of an increasingly multicultural learner population.

In particular, the study has: identified and analysed the existing statistical data on the current diversity of the teaching workforce; explored the prevalence of the different barriers to teacher diversity; mapped the policies and initiatives implemented; and, examined the evidence on the effectiveness of the policies. To do so, the study methodology comprised: a literature review drawing on both European and international research; primary research with national experts for the compilation of 28 country profiles; ten in-depth cases studies of policies/initiatives promoting teacher diversity; a comparative analysis of findings; a virtual Policy Delphi; and, two high-level diversity expert seminars.

In this executive summary, we set out the main findings and recommendations emerging from the research.

Diversity of the teaching workforce

Data on the diversity of the teaching workforce in terms of migrant/minority background is overall limited across the different Member States. The lack of data was most frequently explained by data protection concerns. Where data does exist, it is often not directly comparable due to major differences in the indicators used to define a migrant/minority background (e.g. place of (parents') birth, citizenship, first language, etc.), as well as the absence of any comparative EU-level data source.

The limited data that was available indicates that teaching staff with a *migrant* background are generally under-represented compared to the actual diversity of the learners. For the Member States for which data was available, this under-representation tended to be 'high' (i.e. the share of teaching staff of migrant origin being less than half that of the learner population) in Member States with relatively larger migrant populations (e.g. DK, DE, IE, IT, PT, UK), and 'low' (i.e. the share of teaching staff of migrant origin being at least two-thirds that of the learner population) in Member States with relatively smaller migrant populations (e.g. EE, HU, LV, LT, SK, RO).

The available data does however suggest that there is a more proportionate representation of *national minorities* within the teaching workforce as compared to the learner population, in particular in Central and Eastern European Member States (e.g. HR, EE, LV, LT, RO), often teaching in specific schools for minorities.

Where differentiated data was available, there appeared to be a greater diversity of teaching staff at pre-primary level than at other levels of education. In addition, available data indicated that, compared to practising teachers, there is a slightly higher proportion of students in initial teacher education (ITE) with a migrant/minority

background; however, this difference is not large enough to suggest that there is likely to be a pipeline of more diverse teaching staff in the foreseeable future.

Barriers to diversity in the teaching profession

The study found a wide range of barriers to the diversity of the teaching workforce at each stage of the teaching 'pathway', from accessing and completing initial teacher education (ITE) to entering and remaining within the teaching profession. There was evidence however that the barriers along the different stages of the pathway are intersectional and cumulative. Overall, barriers faced by those from a migrant/minority background seeking to enter the teaching profession appeared to be more prevalent than those experienced by teachers from a migrant/minority background working in schools.

Barriers to accessing ITE include: comparatively lower learning outcomes of students with a migrant/minority background during their school careers; language barriers; lack of financial resources; lack of confidence and awareness to opt for a teaching career; low prestige and low salaries associated with the teaching profession; structural barriers; and, negative/discriminatory experiences in schools deterring young people from a migrant/minority background to train as teachers themselves.

Barriers to completing ITE include: financial costs; lack of cultural and social support groups during the ITE stage; a mono-cultural approach to ITE; and, discrimination encountered by student teachers from a migrant/minority background.

Barriers to entering the teaching profession include: high levels of competition; a lack of targeted and affirmative recruitment practices in Member States; risk of discriminatory recruitment practices; and, prolonged or complicated processes for recognising foreign teacher qualifications.

Barriers to staying in the teaching profession: burn-out due to working in less well-resourced schools; relative marginalisation/isolation as the 'minority staff member' within the teaching workforce; a lack of desire to play the role of the 'intercultural ambassador'; risk of discrimination in the workplace; and, a lack of career progression.

Policies and initiatives to promote teacher diversity

In order to address these barriers, a number of policies, initiatives and other measures have been implemented across the EU Member States with the direct or indirect aim to increase the diversity of the teaching workforce. While a small number of policies had the clear objective of increasing diversity in the teaching profession, the vast majority either increased teacher diversity as part of programmes targeting other objectives. The existence of policies, initiatives and measures is not equally spread across EU Member States, but typically clusters in certain countries where the learner population is more diverse, such as Austria, Germany and the United Kingdom.

67 relevant policies, initiatives and measures are presented in the study, including ten in-depth case studies, illustrating the variety of approaches to tackling the barriers along the teaching 'pathway'. These approaches can be divided into four groups aimed at: 1) attracting more pupils of migrant/minority origin to take up initial teacher

education; 2) supporting students in initial teacher education or migrant/minority origin to finalise their studies; 3) helping people of migrant/minority origin to access the teaching profession; and, 4) supporting teaching staff of migrant/minority origin within the profession. However, several policies intervene at several stages along the pathway.

The principal mechanisms and tools implemented included awareness-raising campaigns, financial support, networks and mentoring programmes, specific initial teacher education programmes for minority teachers, additional language and academic support, recruitment into specific roles such as native language teachers or cultural assistants, recognition of foreign diplomas and the promotion of diversity in school leadership. The majority of measures were of a relatively small scale.

While the policies and initiatives identified address most of the barriers identified, some gaps remain, most notably around more structural or affirmative approaches to tackling teacher diversity.

Effectiveness, impacts and transferability of measures

The empirical research base on the impact of teacher diversity on the outcomes for students of minority/migrant background is limited, focusing mainly on research from the USA and on long-established migrant groups as opposed to more recent migrant groups. There is some limited evidence however that increased teacher diversity can lead to improved academic and non-academic outcomes for learners with a migrant/minority background.

Very few of the initiatives examined in the study have been the object of a formal evaluative process. Many of them did however at least set targets and/or indicators to monitor and measure the success of the programme. Primary research carried out for the study was able to identify a number of positive impacts including:

- Direct impacts on individual beneficiaries: improved linguistic and cultural skills; improved self-confidence; increased social capital; confirmation of the choice of a career in teaching; financial security; and, other benefits from native teachers who were involved in programme activities.
- Collective impacts: an increase in access to initial teacher education for people with a migrant/minority background; improved completion and success rates in teaching courses and exams; improved employment prospects for qualified teachers of migrant/minority origin in the teaching profession; greater likelihood of teachers of migrant/minority origin achieving promotions to senior roles; the development of continuing professional development for teachers of migrant/minority origin; and, the improved performance of pupils of migrant/minority origin at school.
- Longer-term/wider impacts: the creation/facilitation of linguistic and cultural bridges between schools and communities; contributing to ongoing cultural dialogue; contributing to systemic change in education systems; and, raising awareness of issues for teachers (and pupils) of migrant/minority origin.

Key success factors of programme *design* included: high-level/top-down support combined with ground level/bottom-up commitment; delivery through effective and

appropriate partnerships with strong central coordination; clear and attractive targeting and promotion; and, appropriate and innovative funding mechanisms. Success factors in relation to programme *content* included: a strong practical/vocational component; individualised support or tutoring/mentoring; tailoring linguistic support to technical terms; and, flexibility allowing tailoring to local needs.

Areas for development comprised: a lack of sufficient ring-fenced or specific financial resources; a greater focus on recruitment onto the programmes; a lack of sufficient monitoring and/or evaluation; more emphasis on targeted communication; the need to complement projects on teacher diversity with other activities to build bridges between communities; and, the need for a wider generalisation of measures.

The potential for transferability of the different teacher diversity initiatives was established by examining the conditions for successful implementation. These included: political support; clear definition of needs/demands; promoting benefits to ensure buy-in; finding the right partners; sufficient funding; adaptation to the local context; and, individualised/tailored support for beneficiaries.

Recommendations

Based on the key findings of the research, the study includes a number of recommendations targeted at: 1) policy-makers and practitioners at Member State level, 2) key EU stakeholders and 3) relevant actors for improving the evidence base in this field.

1) Recommendations for policy-makers/practitioners at Member State level

1. Teacher diversity initiatives should provide support to people of migrant/minority origin at every stage of the teaching 'pathway'.
2. In order to increase the pace of change, more specific policies and initiatives focusing on teacher diversity should be implemented.
3. A range of different approaches and mechanisms (e.g. raising awareness, developing incentives, providing financial support, establishing networks, mentoring, etc.) can and should be used to promote teacher diversity.
4. A number of conditions for successful implementation have been identified (see above) which should be taken into account when planning and implementing policies or initiatives to promote teacher diversity.
5. Policies and initiatives for teacher diversity should where relevant distinguish the specific needs of: migrants from within and outside of the EU, first and second (or subsequent) generation migrants, as well as different minority groups.
6. Policies and initiatives on teacher diversity should be more closely monitored and more comprehensively evaluated in order to facilitate ongoing improvements and learn lessons for future policies.
7. Teaching staff of migrant/minority origin should not be ascribed automatically to take on a role of intercultural mediator in schools.
8. Increasing teacher diversity is desirable for a variety of reasons, but it is important to recognise that it is not the only way to help schools address increasing diversity in the classroom.

2) Recommendations for EU level stakeholders

1. EU stakeholders (in particular the European Commission, but also other EU institutions and representative organisations) have an important role to play in raising awareness on the current lack and potential benefits of teacher diversity. Good practices should also be proactively disseminated across EU Member States.
2. The European Commission should encourage Member States to include relevant policies and initiatives on teacher diversity in their national education strategies.
3. The European Commission should provide targeted funding to support the development and implementation of policies and measures to increase teacher diversity, and to encourage the evaluation of the initiatives implemented.
4. Initiatives taken by DG EAC should be more closely linked to other relevant Commission initiatives at EU level in fields such as migration, anti-discrimination and social inclusion.
5. The European Commission has a key role to play in supporting intra-EU labour mobility. In this light, it should aim to facilitate the recognition of teaching diplomas between Member States and from third countries.

3) Recommendations for improving the evidence base

1. The collection of data on teacher diversity to inform evidence-based policy making should be strengthened considerably, taking into account data protection concerns in many Member States.
2. In order to be useful, data collected should clearly distinguish between: first and second/third generation migrants; migrants as opposed to national minorities; different minority groups (as relevant); and, migrants from within the EU and from outside of the EU.
3. Concerted efforts should be made to improve the empirical evidence base on teacher diversity. While this study provides an important first step, further studies will be necessary to strengthen the evidence base around policies and practice to increase teacher diversity, using both qualitative and quantitative approaches.

2.0 Introduction

2.1 Introduction to the report and structure

Ecorys is pleased to present the Final Report for the *Study on the Diversity within the Teaching Profession with Particular Focus on Migrant and/or Minority Background*. The report is structured as follows:

- The current Chapter One provides an introduction to the report, including the aims and scope of the study, a summary of the methodology and an overview of research challenges encountered;
- Chapter Two sets out the context to the study, including an overview of the diversity rates of the learner population, the relative performance of learners with a migrant and/or minority background in schools, and considers the link between increased teacher diversity and better performance of students from migrant/minority backgrounds;
- Chapter Three presents the available data on the diversity of the teaching workforce across EU28. This includes an overview of the key similarities and trends between Member States, as well as the data limitations;
- Chapter Four examines the barriers to diversity in the teaching profession at key stages in the teacher pathway, from access to initial teacher education, to entering and remaining in the teaching workforce;
- Chapter Five provides an overview of the policy landscape for increasing teacher diversity in Europe, mapping the policies and initiatives to support more people from a migrant/minority background to enter the teaching profession;
- Chapter Six presents and analyses the evidence gathered from the study on the effectiveness and transferability of policies and initiatives targeting teacher diversity;
- Finally, Chapter Seven outlines our conclusions and recommendations.

Further information is provided in the separate Annexes, as follows:

- Annex One: 28 country profiles;
- Annex Two: 10 case study summaries;
- Annex Three: Bibliography.

2.2 Context, aims and scope of the study

The increasing diversity of learners in Europe's education systems presents a significant challenge to policy-makers at all levels: EU, national, regional and local. On average, students from a migrant background are significantly underperforming in relation to their peers (see Chapter Two for further detail). Schools and teachers are increasingly struggling to cope with the diverse needs of their multicultural learning population, while the impact of underperformance on the life and career prospects of the students themselves poses wider challenges to society and in the labour market. In recognition of the challenges faced, the Council of the European Union adopted the 'Conclusions on Education of Children with a Migrant Background' in 2009¹.

Increasing diversity within the teaching profession is one potential response to the evolving needs of learners. Teachers with a migrant/minority background can offer a number of potential solutions to issues faced in schools and education systems including: heightened intercultural awareness, a better understanding of how it feels to be part of an under-represented group, and the possibility to act as a positive role model. Indeed, in light of research evidence in this field, the Study on Educational Support for Newly Arrived Migrant Children - published by the European Commission in 2013 - recommended the 'employment of teachers with an immigrant background' in order to help deal with the educational support requirements of migrant learners². In addition, increasing the diversity of teaching staff can help to alleviate teacher shortages across the EU by widening the pool of potential candidates for initial teacher education.

In this context, this study seeks to consolidate the evidence base regarding the diversity of the teaching workforce – based on a migrant and/or minority background – across the EU28. Against the background of an increasing diversity of learners in European schools, the study aims to:

- Provide a comprehensive analysis and overview of the diversity of teaching staff in EU Member States with regards to migrant and/or minority background;
- Analyse the barriers to entering the teaching profession for potential candidates with a migrant and/or minority background;
- Map and analyse the policies, strategies and initiatives at Member State level which aim to encourage more migrants and/or cultural minorities to enter the teaching workforce, taking into account their effectiveness and impact;
- Develop concrete conclusions and recommendations at EU and national level, based on the evidence gathered in the study.

¹ Council of the European Union (2009). Council conclusions on the education of children with a migrant background, available at: http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/educ/111482.pdf accessed at 8.1.2015.

² European Commission (2013). Study on Educational Support for Newly-Arrived Migrant Children.

The study takes into account a wide range of expertise and knowledge held by different stakeholders, including the Commission, authorities in the Member States, stakeholder organisations and organisations dealing with migrants, teacher education institutions, compulsory education institutions, their staff, students and employers.

The study examines diversity within the teaching profession - in relation to migrant and/or minority background - in all 28 EU Member States. Where appropriate, it also draws on successful practice identified in non-EU countries. It focuses on both the pre-primary (early childhood) and compulsory school levels of education in the EU Member States. The members of the teaching profession covered by the study include teachers, teaching assistants and school leaders who currently work in schools in the EU Member States.

In agreement with the European Commission, an inclusive definition of diversity in relation to migrant and/or minority background was adopted for the study, covering both first and second generation migrants, and also both EU and third country migrants. The definitions used for the study were as follows:

- **'Minority'**: using the definition of the International Organisation for Migration (IOM) which states that: 'a minority may be considered to be a group which is numerically inferior to the rest of the population of a State and in a non-dominant position whose members possess ethnic, religious or linguistic characteristics which differ from the rest of the population and who if only implicitly, maintain a sense of solidarity directed towards preserving their culture, traditions, religion or language'³;
- **'Migrant'**: using the definition of the EU immigration portal which defines 'migrant' as: 'A broader-term of an immigrant and emigrant that refers to a person who leaves from one country or region to settle in another, often in search of a better life'⁴.

Specific terminology is, however, used as appropriate throughout the study for describing specific minority and migrant groups.

An inclusive approach has also been taken to the measures for promoting teacher diversity which have been identified in this report, which include policies, initiatives, strategies and other measures implemented by a range of actors. The term 'policies' is used in several instances to englobe the range of measures, policies, initiatives and/or programmes implemented and should not be understood in the narrow sense of governmental policy.

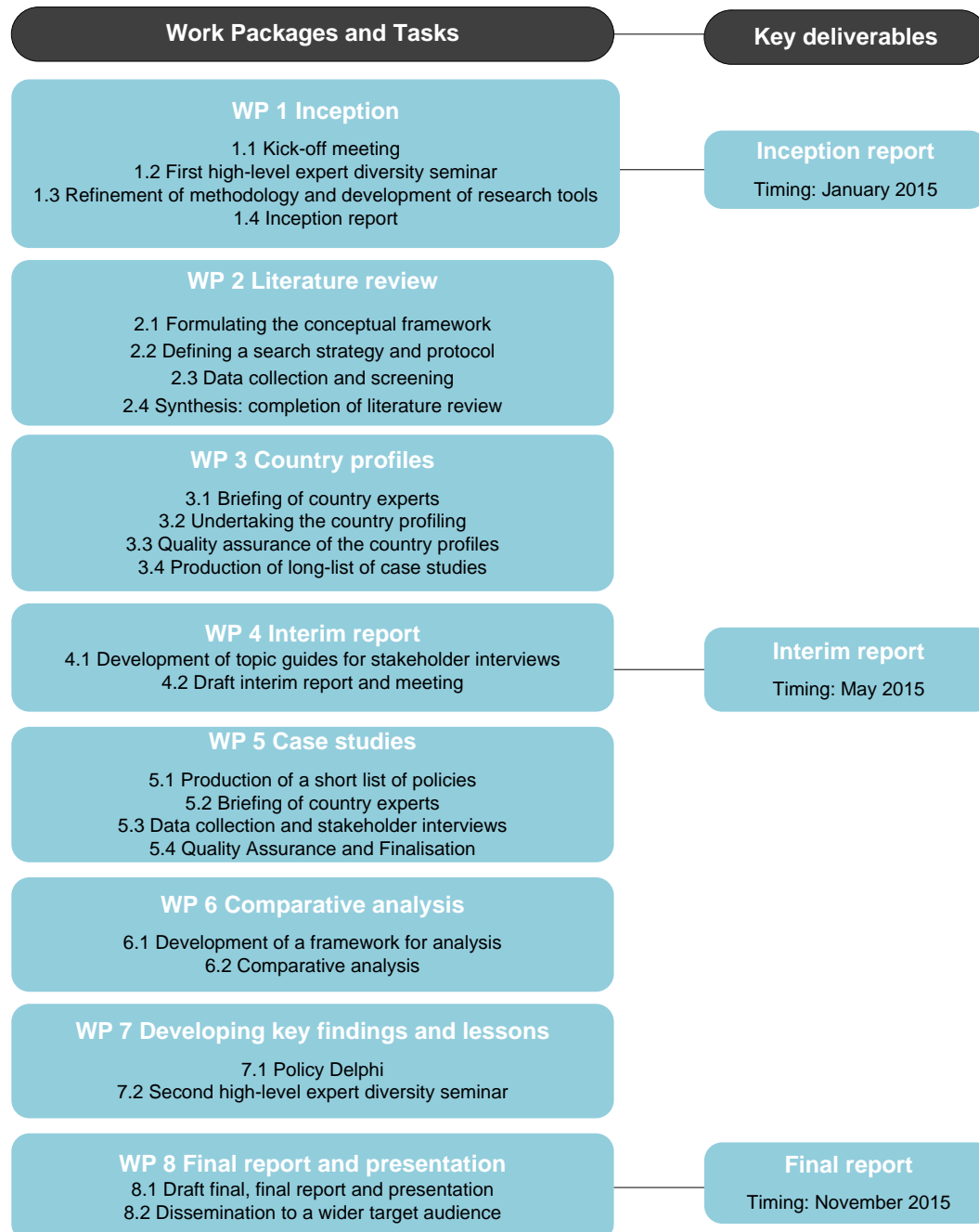
³ International Organisation for Migration (2004). *International Migration Law - Glossary on Migration*, p.42, available at: http://publications.iom.int/bookstore/free/IML_1_EN.pdf, accessed on 12.1.2015.

⁴ European Commission, *Immigration Glossary*, available at: http://ec.europa.eu/immigration/glossary_en#glosM, accessed on 12.1.2015.

2.3 Summary of the methodology

The eight Work Packages of our methodology were designed to address the scope and objectives of the study, and are set out in Figure 1.1 below.

Figure 1.1 Overview of methodology



The key tasks undertaken in each Work Package are summarised below.

Table 1.1 Overview of tasks completed under each Work Package

Work Packages (WP)	Overview of tasks completed
WP 1: Inception phase	The kick-off meeting took place at DG EAC on 5 December 2014. The First High-Level Expert Diversity Seminar was held in London on 15 December 2014, involving the core research team from Ecorys and the four High-Level Diversity Experts (Professors Cristina Allemann-Ghionda, Wolfgang Bosswick, Miquel Angel Essomba Gelabert and Mathias Urban). The research tools developed during the inception phase included the template for the country profiles and the case study reporting template. The Inception Report, submitted on 20 January 2015, provided a detailed methodology and updates on progress to date, the work plan and time schedule, as well as the draft report from the High-Level Diversity Seminar and draft research tools. After minor adjustments, the Inception Report was approved on 10 February 2015.
WP 2: Literature review	Under the guidance of the core research team at Ecorys, the literature review was carried out by the European Forum for Migration Studies (EFMS) at the University of Bamberg, using the Rapid Evidence Assessment (REA) methodology. The aim of the literature review was to gather, structure and summarise the latest research on diversity within the teaching profession (with a particular focus on migrant and/or minority background). To ensure that the review could inform subsequent tasks, a finalised version was completed in early March 2015.
WP 3: Data collection for 28 country profiles	Under the instruction and supervision of the core research team, the country experts for the 28 EU Member States undertook research to gather data and populate the country profiles. Each concise country profile contains information on: the diversity of learners and the teaching workforce, the institutional context, key barriers for teachers with a migrant/minority background, key national policies/initiatives to promote teacher diversity, a note on data availability, and key sources. The completed country profiles can be found in Annex One of this report.
WP 4: Interim Report	The Draft Interim Report, submitted on 8 May 2015, provided an update on the progress made in relation to the collection and analysis of data for all Work Packages, as well as the completed literature review, the methodology for subsequent tasks (case studies, comparative analysis and Policy Delphi), the updated work plan, a long-list of potential measures to be examined as case studies, and a proposed table of contents for the Final Report. The Interim Report was approved on 22 May 2015.
WP 5: Case	Based on the long-list presented at interim stage, 10 policies/initiatives/measures for increasing the diversity of the teaching

Work Packages (WP)	Overview of tasks completed
studies	workforce were selected in agreement and with European Commission as in-depth case studies. Research was carried out by relevant country experts including desk research and stakeholder interviews. The information from the case studies has provided valuable inputs and examples for the comparative analysis. Summaries of each of the 10 case studies can be found in Annex Two of this report.
WP 6: Comparative analysis	The comparative analysis brought together the evidence from all the research tasks. It involved two key components; first, to establish the problem and its potential causes (the barriers to teacher diversity), and; second, to map and analyse the range of solutions implemented across the EU28 aiming to increase diversity within the teaching profession and to explore evidence of effectiveness. The results of the comparative analysis are set out in chapters 3, 4, 5 and 6 of this report.
WP 7: Developing key findings and lessons	This stage of the study involved consolidating the evidence base in order to develop key findings and recommendations. The task was carried out by the core research team, supported by the implementation of the Virtual Policy Delphi and the Second High-Level Expert Diversity Seminar. The Virtual Policy Delphi involved 13 renowned international experts in diversity in education from a range of academic bodies (e.g. the UK Institute of Education), key EU stakeholders (e.g. the ETUC ⁵), international organisations (e.g. the OECD ⁶) and European countries (e.g. Iceland, Netherlands, UK, Spain, Germany, etc.). The Second High-Level Expert Diversity Seminar took place in London on 9 October 2015, involving the four High-Level Diversity experts engaged for this study as well as the core research team.
WP 8: Final report and presentation	This Draft Final Report was submitted on 29 October 2015. A meeting took place with DG EAC to present and discuss the Draft Final Report on 10 November 2015. After final adjustments, the Final Report and executive summary were submitted on 27 November 2015.

⁵ European Trade Union Confederation, <https://www.etuc.org>.

⁶ Organisation for Economic Co-operation and Development, <http://www.oecd.org>.

2.4 Research challenges

The table below provides an overview of the challenges encountered during the study, as well as the solutions implemented to address these challenges.

Table 1.2 Data and methodological limitations

Challenges encountered	Comment and solutions implemented
<p>Lack of comparable data in relation to diversity rates of the teaching workforce within the EU</p>	<p>At the outset of the study, we were aware that there was limited/patchy data on diversity within the teaching profession across Europe due to lack of data or reluctance of Member States to collect data in relation to ethnic origin⁷. No EU data source (e.g. Eurostat) exists to the diversity of the teaching workforce across EU28. Our research at country level has indeed confirmed this scarcity of data.</p> <p>We have sought to offset this lack of comparable EU data as much as possible through the consultation of a wide range of primary and secondary sources in the country-level work within the Member States (e.g. data provided by national and regional ministries, data collected by institutions providing initial teacher education, data collected by teacher's unions, etc.). However, data is not collected in many cases. Where data does not exist, we have ensured that it is clearly indicated in the country profiles, including the reasons for this lack of data. An overview of data limitations is provided in Chapter Three (section 3.4).</p>
<p>Lack of policies/initiatives specifically targeting teacher diversity in certain Member States</p>	<p>In several Member States, there were few/no policies or initiatives directly targeted at increasing the diversity of teaching staff. In order to address the increasing diversity of the learner population, several Member States have chosen instead to focus on other types of initiatives, for example intercultural education and up-skilling of existing teaching staff (native and non-native) to deliver education in more diverse classroom settings, providing specific support for children of migrant and/or minority backgrounds, curriculum reform or learner-centred approaches.</p> <p>For these Member States, we have nonetheless been able to provide an overview of evidence on the diversity of the teaching workforce, set out the institutional context and explore the barriers faced by teachers and potential teacher</p>

⁷ Statistical data on the experiences and outcomes of minorities in relation to the education sector (as well as other key EU2020 fields) is limited across the EU, notably due to concerns in many Member States about the sensitivity and potential misuse of data stored on ethnic origin. While most Member States collect data disaggregated by country of birth or citizenship, only the handful of countries (such as the UK) collect and monitors data on ethnic origin within the education sector.

Challenges encountered	Comment and solutions implemented
	<p>candidates of migrant/minority background. The lack of specific policies - and the reasons for this absence - are interesting research findings in themselves.</p>
<p>Lack of policies/initiatives specifically targeting diversity from the perspective of migrant/minority background</p>	<p>In some Member States, no/few diversity policies or initiatives focus specifically on people with a migrant/minority background. Some Member States prefer a pan-criteria approach to diversity, encompassing for example age, gender, ethnic origin, religion or belief and disability. Other Member States outlaw the collection of data on ethnic or religious origin and choose not to recognise national minorities, preferring an approach of ensuring equality for all, irrespective of their origins and/or other characteristics; as such, they do not (and indeed cannot) implement specific policies for people of migrant/minority background. In these Member States, the focus is often rather on people from disadvantaged socio-economic backgrounds, as measured by objective criteria such as living in specific neighbourhoods, income levels (or access to certain social benefits) or (in the field of education) attending certain schools.</p> <p>For these Member States, we have included initiatives which address this wider concept of diversity, where we have considered that they are likely to include people of migrant and/or minority background, or implicitly aim to do so.</p>
<p>Lack of evidence of effectiveness of policies/initiatives identified</p>	<p>For several policies and initiatives identified in different Member States, there has been limited evidence of effectiveness. Many policies/initiatives have not been evaluated and/or indicators/procedures have not been set up to monitor their progress, while others have been implemented too recently to have produced sufficient results to allow an assessment of impacts.</p> <p>The in-depth assessment of 10 selected policies/initiatives in the case studies has allowed us to explore the impact and effectiveness of these policies in greater detail, including through qualitative evidence from interviews with key actors involved in delivery and/or beneficiaries.</p>

3.0 Setting the context

3.1 Introduction

This chapter sets the context for this study. We first present evidence on the diversity of the learner population across the European Union (EU). Subsequently, we consider the relative educational performance of learners of migrant/minority origin. We then summarise the existing research evidence of the links between teacher diversity and the educational performance of learners of migrant/minority origin. Finally, we sketch the EU policy responses on the issue of teacher diversity to date.

3.2 The diversity of the learner population across the EU

This study focuses on teacher diversity with regards to migrant and/or minority background. Since the context for the study is the increasing diversity of the learner population and their relative performance, it is essential to firstly set out the available data on the diversity of learners across the EU. However, there is a lack of comparative European data on people with a migrant and/or minority background in general and on pupils and teachers with migrant and minority background in particular. As set out in more detail in Chapter Three (section 3.4), this lack of data is mainly due to data protection concerns in several Member States where the collection of any data which reveals – either directly or indirectly - ethnic and/or religious origins is prohibited or severely restricted, but is also related to a lack of policy priority for this issue or other contextual reasons (e.g. a lack of recognition of national minorities).

Eurostat collects data on foreign citizens (i.e. people residing in a Member State but holding a different citizenship) and on first generation migrants (i.e. people born outside of their Member State of residence), who may or may not be citizens of that Member State. However, comparative information on second generation immigrants (i.e. those with a migrant background) is very limited⁸. Given the fact that second generation migrants continue to experience educational disadvantage and underperformance compared with their non-migrant peers (see below), this is a serious data gap.

The available data suggests that, in 2013, 33.5 million people born outside of the EU27 resided in a EU27 Member State⁹ and an additional 17.5 million EU27 citizens lived in a Member State different from their country of birth. Moreover, the diversity of populations with regards to migrant background continues to increase: in 2013, 3.4 million people immigrated to an EU28 Member State, while only 2.8 million people emigrated at the same time. Additionally, the recent large and continuous influx of

⁸ A 2008 LFS ad-hoc module on the labour market situation of migrants and their immediate descendants analysed the situation of those with migrant background, but data is only available and/or reliable for a limited number of countries. An analysis can be accessed here, http://epp.eurostat.ec.europa.eu/cache/ITY_OFFPUB/KS-31-10-539/EN/KS-31-10-539-EN.PDF, p. 121 f.

⁹ Eurostat, *migr_imm1ctz* and *migr_imm5prv*, accessed 20.10.2015.

refugees and asylum seekers – asylum applications in the EU28 increased from 431,090 in 2013 to 626,960 in 2014¹⁰ – is likely to further increase the diversity of the learner population in European classrooms at least in the short to medium term.

The proportion of students with a migrant and/or minority background in the European education system varies significantly across EU Member States. A number of countries, such as France, Germany or the United Kingdom, have long been destination countries for migrants and feature diverse learner populations including many second or even third generation migrants. Other Member States, such as Italy or Spain, are more recent destinations for migrants. Many Central and Eastern Member States continue to feature relatively homogenous learner populations when considering migrant background, but are home to large minority groups, meaning that they also often have a high degree of learner diversity.

Comparative data on shares of pupils with a migrant background is available from international student assessment surveys, such as PISA¹¹, TIMSS¹² and PIRLS¹³. Figure 2.1 uses PISA 2012 data to illustrate the diversity of the learner population across Europe. The chart displays the share of pupils with a migrant background (this includes both first and second generation migrants) and the share of pupils who speak a different language to the majority language at home but do not have a migrant background. This latter indicator can approximate existing minority groups in the country.

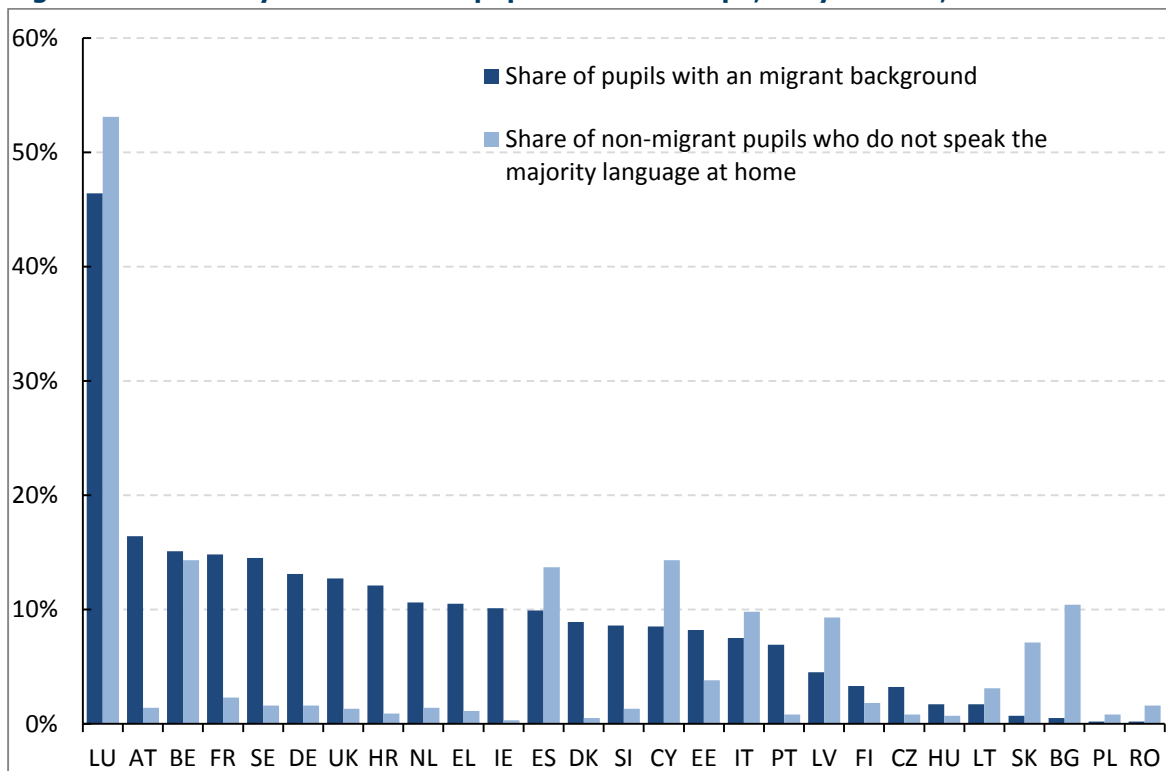
¹⁰ Eurostat, *migr_asyappctza*, accessed 20.10.2015.

¹¹ Programme for International Student Assessment, see <http://www.oecd.org/pisa>.

¹² Trends in International Mathematics and Science Study, see <http://timssandpirls.bc.edu>.

¹³ Progress in International Reading Literacy Study, see <http://timssandpirls.bc.edu>.

Figure 2.1 Diversity of the learner population in Europe, 15-year olds, PISA 2012



Source: OECD PISA 2012 data, data for MT missing

Luxembourg displays the highest share of 15-year old pupils with a migrant and minority language background, featuring for example 46.4% of pupils with a migrant background. This is followed by Austria (16.4%), Belgium (15.1%), France (14.8%) and, interestingly, Sweden (14.5%) – a country with a more recent migration history. Member States in Central and Eastern Europe, such as Romania (0.2%), Poland (0.2%) and Bulgaria (0.5%) have the lowest share of 15-year old learners with a migrant background.

The chart also shows that Member States with a large share of pupils with an immigrant background are typically different to those which have large shares of pupils with non-immigrant backgrounds who speak a non-majority language (i.e. potential minority groups). Pupils from minority language groups are prominent in Central and Eastern Europe, for example in Bulgaria (10.4%), Slovakia (7.1%), Latvia (9.3%), Estonia (3.8%) or Lithuania (3.1%). The share of minority language pupils is also high in Spain (13.7%), Cyprus (14.3%) and Italy (9.8%), all countries which feature regional language minorities.

3.3 Evidence of migrant/ethnic minority learners lagging behind other learners

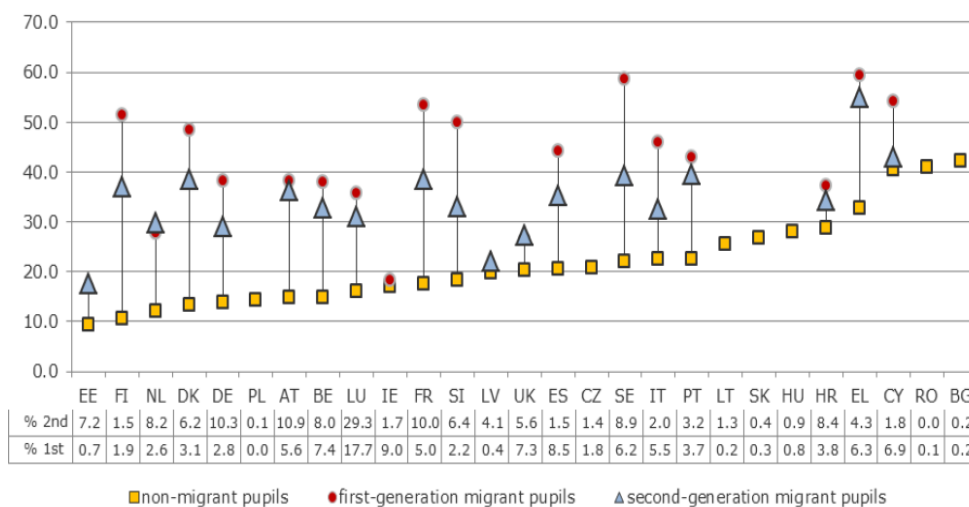
In particular since the regular implementation of international student assessment tests such as PISA, PIRLS and TIMSS, there is internationally comparable evidence of the skill gap between native and migrant learners. Building on the findings from a

wide range of existing research studies including PISA, the Council of the European Union stated already in 2009 that ‘there is clear and consistent evidence [...] that the educational attainment of most migrant pupils tends to be significantly lower than that of their peers’¹⁴. In particular, students with a migrant background¹⁵ perform less well on average in terms of:

- A greater incidence of early school leaving (higher dropout rates);
- Lower levels of qualifications and basic competencies;
- Lower shares in higher education;
- Lower types of school diploma attained;
- Lower enrolment rates in schools: there are fewer migrant children enrolling in pre-primary and higher education.

As a specific example, in the vast majority of EU Member States, the mathematical skills of students with a migrant background lag behind those for non-migrant students. The following chart illustrates this gap between non-migrant and migrant students using PISA 2012 data on the share of low achievers (those achieving at level one or below of the PISA mathematics scale).

Figure 2.2 Share of low achievers in maths by migrant status¹⁶



Source: OECD (PISA 2012). Note: Countries are ordered by the performance of non-migrant students. “% 2nd” and “% 1st” refer to the overall percentage of second-generation and first-generation migrants respectively.

Source: EC (2013) PISA 2012: EU performance and first inferences regarding education and training policies in Europe, 3.12.2013 Brussels: p. 11

¹⁴ Council of the European Union (2009). Council conclusions on the education of children with a migrant background. Available at:

http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/educ/111482.pdf.

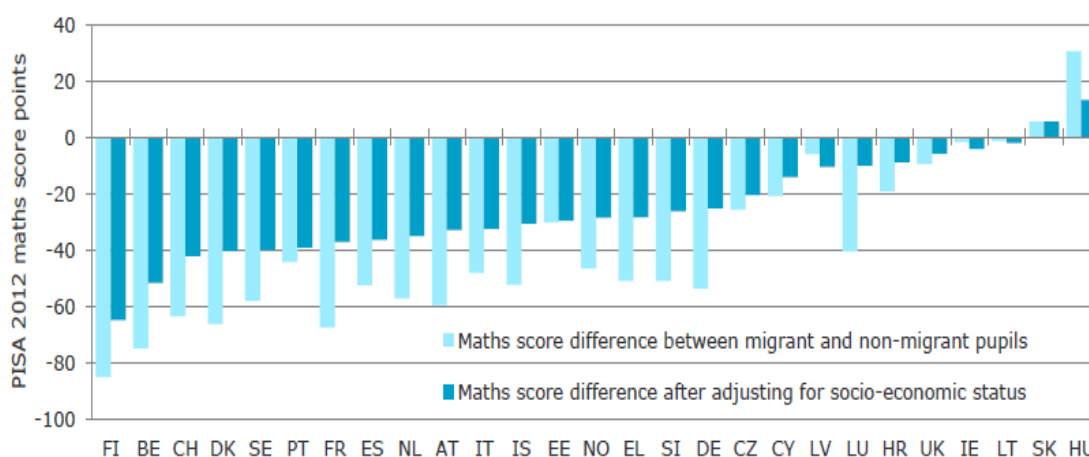
¹⁵ No comparable analysis is available on minority pupils, which may be due to the challenge of defining minority status.

¹⁶ Please note that countries are ordered by the performance of non-migrant status, the % 2nd and % 1st refer to the overall percentage of second generation and first generation migrants respectively.

As the above chart shows, in all countries for which data is available, with the exception of Ireland, first and second generation migrants demonstrate weaker performance in numeracy competence as measured by PISA relative to their non-migrant counterparts. In the majority of countries, this performance gap is larger for first than for second generation migrants, with the exception of the Netherlands. Some of this gap may be explained through insufficient mastery of the test language, as there also exists a performance gap between non-migrant students who speak the test language at home and migrant students who do not speak the test language at home in most European Member States¹⁷. However, as language mastery and migrant status are generally closely collected, it is difficult to disentangle the effects of each.

Importantly, the gap between pupils with a migrant background and their non-migrant peers remains, although generally decreases, even when controlling for socio-economic background factors, as illustrated in Figure 2.3 below from the European Education and Training Monitor 2014:

Figure 2.3 Difference in maths achievement between migrant and non-migrant students with and without adjustment for socio-economic status



Source: OECD (PISA 2012). Note: this Figure is based on Table II.3.4a of Volume II of the PISA 2012 results (<http://www.oecd.org/pisa/keyfindings/pisa-2012-results-volume-II.pdf>).

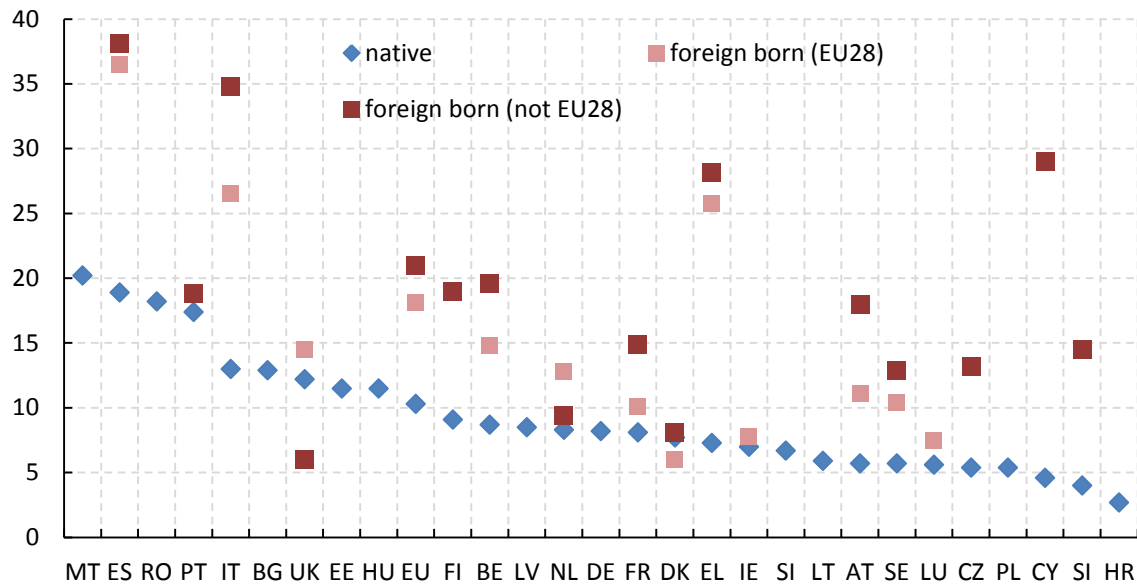
Source: EC (2014) European Education and Training Monitor 2014, Luxembourg: Publication Office of the European Union: p. 27

However, it should be noted that PISA only includes young people who are in education at the age of 15 (thus excluding those particularly from vulnerable backgrounds who may have 'dropped out' of education) and may therefore give a slightly biased picture of the reality of migrant learners in Europe. As set out below, this is due to the fact that learners with a migrant background are also at greater risk of leaving the education system without having completed an upper secondary qualification.

¹⁷ OECD (2013). *Excellence through Equity (Volume II)*, Paris: OECD Publishing, p.79.

Figure 2.4 below indicates early school leaving rates (share of 18-24 year olds who olds with only lower secondary education or less and no longer in education or training) for native born young people, those born in an EU country other than the current country of residence and those born outside the EU.

Figure 2.4 Share of early school leavers for native born, foreign born (EU28) and foreign born (not EU28) 18-24 year olds, 2014



Source: Eurostat, edat_lfse_02 (accessed 20.10.2015, data on ESL rates of foreign born leavers not available for all countries, ordered by early school leaving rates for the native population)

As the above chart shows, school leaving rates are higher for learners not born in the country of residence in nearly all countries, with the exception of foreign born outside the EU28 in the UK and foreign born leavers inside the EU28 in Denmark. In most cases, early school leaving rates are substantially higher amongst the migrant (foreign born) population. For example, in Spain, the rates are 20 percentage points – or more than two times – higher than that of the native population.

Issues related to those with migrant background lagging behind the native-born population often continue well beyond the compulsory school age and affect school to work transitions. A recently published joint report of the OECD and the European Union¹⁸ finds that, in the EU, young people with two immigrant parents display 4 percentage points higher NEET (not in employment, education or training) rates than their non-migrant peers. This is in stark contrast with other OECD countries, where migrant and native pupils display similar NEET rates.

¹⁸ OECD/European Union (2015). *Indicators of Immigrant Integration 2015: Settling In*, Paris: OECD Publishing.

The reasons behind the lower performance of migrant learners are complex and numerous. However, analysis conducted by the SIRIUS network¹⁹ in the context of the Comparative National Table Report²⁰, which includes a comparison of Croatia, Estonia, Germany, Hungary, Latvia, Lithuania, the Netherlands and Spain, provides some relevant insights:

- Students with a migrant background are often overrepresented in certain schools – for instance, higher relative proportions of migrant/minority students can be present in underperforming schools due to systemic allocations or parental choices (as a result of host country parents avoiding schools with high proportions of migrant pupils);
- Early decisions in the choice of educational pathways or early selection in secondary education have negative consequences for students from a migrant background (for example in Germany and the Netherlands)²¹;
- Some migrant children (particularly those not born in the country in which they attend school) are more likely to experience difficulties in mastering the language of schooling/assessment – an issue which can be compounded by the fact that migrant and non-migrant children often attend different pre-school facilities;
- School counsellors have been found to give differing advice to students with and without a migrant background, as well as further examples of selectiveness and segregation (Croatia, Hungary and Spain).

3.4 Links between teacher diversity and learner achievement

Underpinning the increased policy interest on teacher diversity is the view held by certain actors that a more diverse teaching force can offer a number of potential solutions to diversity issues being faced in schools and education systems including: heightened intercultural awareness, a better understanding of the experience of being part of an under-represented group, and the possibility to act as a positive role model. It is important however to acknowledge that this view is not recognised universally, including by some Member States which consider that increasing the diversity of teachers is not a relevant approach to addressing the challenges of learner diversity.

A number of studies, carried out in particular in the USA, have sought to investigate whether teachers with a migrant and/or ethnic minority background do indeed have a positive influence on migrant achievement in schools. These studies advance two main sets of arguments:

- First, some studies have investigated the ways in which ethnic minority teachers temper the potentially negative impacts of mainstream teachers, such as the tendency to have lower expectations of ethnic minority students;

¹⁹ <http://www.sirius-migrationeducation.org>.

²⁰ *Europäisches forum für migrationsstudien (2014). Comparative National Round Table Report (forthcoming).*

²¹ Köhler, C. (2013). *SIRIUS WP 1 – Country Review. Policy implementation analysis by national educational agents and other stakeholders through focus group/group discussion data collection. Comparative report.*

- Second, other studies have sought to identify the unique characteristics of teachers from migrant/minority backgrounds that may have positive impacts on ethnic minority learners.

Studies in Germany, the United States, and New Zealand have indicated that mainstream teachers tend to have lower expectations of ethnic minority students^{22,23,24,25,26,27,28} and a separate body of literature has found that low teacher expectations can have negative impacts on learners' academic achievements²⁹. Sprietsma's (2009) analysis, for instance, indicated that mainstream teachers in Germany gave lower grades to pupils with names that clearly indicated an ethnic minority background³⁰. Figlio (2005) found a similar effect in the United States³¹. A large body of educational literature has found that low teacher expectations, by working as a self-fulfilling prophecy, negatively affect pupil performance³². Research has also shown that ethnic minority teachers tend to be less influenced by race or ethnicity in their initial judgement of pupils' academic potential³³.

The second set of explanations focuses on the unique characteristics that ethnic minority teachers can bring to a school environment. These include in particular: their understanding of ethnic minority learners' cultural experiences, their ability to serve as role models, and their more positive social constructions of ethnic minority learners for whom they tend to serve as advocates.

Firstly, studies arguing that cultural understanding is a key factor enabling ethnic minority teachers to better support ethnic minority students underline the importance of helping students make connections between their home and school experiences.³⁴

²² Alton-Lee, A. (2003). *Quality teaching for diverse students in schooling: Best evidence synthesis*. Education Counts.

²³ Dee, T. S. (2005). *A teacher like me: Does race, ethnicity, or gender matter?* *American Economic Review*, 158-165.

²⁴ Ehrenberg, R. G., Goldhaber, D. D., & Brewer, D. J. (1995). *Do teachers' race, gender, and ethnicity matter? Evidence from the National Educational Longitudinal Study of 1988*.

²⁵ Figlio, D. N. (2005). *Names, expectations and the black-white test score gap (No. w11195)*. National Bureau of Economic Research.

²⁶ La Vonne, I. Neal, McCray, A. D., Webb-Johnson, G., & Bridgest, S. T. (2003). *The effects of African American movement styles on teachers' perceptions and reactions*. *The Journal of Special Education*, 37(1), 49-57.

²⁷ Sprietsma, M. (2009). *Discrimination in grading? Experimental evidence from primary school*. *Experimental Evidence from Primary School*, 09-074.

²⁸ Dee, T. S. (2005). *A teacher like me: Does race, ethnicity, or gender matter?* *American Economic Review*, 158-165.

²⁹ Schofield, J. W. (2006). *Migration background, minority-group membership and academic achievement: Research evidence from social, educational and developmental psychology*. AKI.

³⁰ Sprietsma, M. (2009). *Discrimination in grading? Experimental evidence from primary school*. *Experimental Evidence from Primary School*.

³¹ Figlio, D. N. (2005). *Names, expectations and the black-white test score gap*.

³² Schofield, J. W. (2006). *Migration background, minority-group membership and academic achievement: Research evidence from social, educational and developmental psychology*.

³³ Schofield, J. W. (2006). *Migration background, minority-group membership and academic achievement: Research evidence from social, educational and developmental psychology*.

³⁴ Pellegrino, J. W., Bransford, J. D., & Donovan, M. S. (Eds.). (1999). *How People Learn: Bridging Research and Practice*. National Academies Press.

Villegas & Irvine's (2010) review, for instance, examined qualitative case studies in the USA and found that ethnic minority teachers were able to 'successfully establish helpful bridges to learning for students who might have otherwise remained disengaged from school work. Such culturally-relevant practices, if used widely in schools, hold potential for reversing the persistent racial/ethnic achievement gap'³⁵. Additionally, an exploratory study of teachers in Germany with a migration background found that these teachers could help schools become more open to all cultures in its communication methods and overall school climate³⁶. Studies have cautioned, however, that the mere presence of ethnic minority teachers is not sufficient to improve ethnic minority learners' academic achievement. These teachers must be able and willing to draw on their cultural experiences in their work with ethnic minority pupils^{37,38}.

Secondly, the potential of teachers with a migrant/minority background to serve as role models for ethnic minority learners is often cited as a rationale for increasing the ethnic diversity of the teaching workforce and as an explanation for the positive impact of ethnic minority teachers on ethnic minority pupils' achievement in empirical studies^{39,40,41}. Studies in the US have asserted that ethnic minority teachers can raise ethnic minority pupil's academic motivation and self worth, enabling them to envisage themselves as successful professionals^{42,43,44}. Exploratory studies in Europe have reached similar conclusions^{45,46}. For example, in interviews with 15 teachers of

³⁵ Villegas, A. M., & Irvine, J. J. (2010). *Diversifying the teaching workforce: An examination of major arguments*. *The Urban Review*, 42(3), 175-192.

³⁶ Georgi, V., Ackermann, L., & Karakas, N. (2011). *Vielfalt im Lehrerzimmer. Selbstverständnis und schulische Integration von Lehrenden mit Migrationshintergrund in Deutschland*. Münster: Waxmann. (Title: *Diversity in the teacher's lounge. Self-conception and school integration of teachers of migration background in Germany*).

³⁷ Villegas, A. M., Strom, K., & Lucas, T. (2012). *Closing the racial/ethnic gap between students of color and their teachers: An elusive goal*. *Equity & Excellence in Education*, 45(2), 283-301.

³⁸ Lengyel, D., & Rosen, L. (2012). *Vielfalt im Lehrerzimmer?! – Erste Einblicke in ein Lern-/Lehr- und Forschungsprojekt mit Lehramtsstudentinnen mit Migrationshintergrund an der Universität Köln*. In: Fereidooni, Karim (Ed.): *Das interkulturelle Lehrerzimmer: Perspektiven neuer deutscher Lehrkräfte auf den Bildungs- und Integrationsdiskurs*. (71-87). Wiesbaden: Springer. (Title: *Diversity in the teacher's lounge?! – First insights into a teaching and research project with teacher trainees of migration background at the University of Cologne*).

³⁹ Dee, T. S. (2005). *A teacher like me: Does race, ethnicity, or gender matter?*

⁴⁰ Klopfenstein, K. (2005). *Beyond test scores: The impact of black teacher role models on rigorous math taking*. *Contemporary Economic Policy*, 23(3), 416-428.

⁴¹ Pitts, D. W. (2007). *Representative Bureaucracy, Ethnicity, and Public Schools Examining the Link Between Representation and Performance*.

⁴² Beynon, J., Toohey, K., & Kishor, N. (1998). *Do visible minority students of Chinese and South Asian ancestry want teaching as a career?: Perceptions of some secondary school students in Vancouver, BC*. *Canadian Ethnic Studies Journal*, 30(2), 50.

⁴³ Dee, T. S. (2005). *A teacher like me: Does race, ethnicity, or gender matter?*

⁴⁴ Miller, P. C., & Endo, H. (2005). *Journey to Becoming a Teacher: The Experiences of Students of Color*. *Multicultural Education*, 13(1), 2.

⁴⁵ Edelmann, D. (2008). *Pädagogische Professionalität im transnationalen sozialen Raum. Eine qualitative Untersuchung über den Umgang von Lehrpersonen mit der migrationspezifischen Heterogenität ihrer Klassen*. 2. Aufl. Wien: LIT Verlag. (Title: *Pedagogical Professionalism in Transnational Social Space: A qualitative investigation of teachers' management of the migration-specific heterogeneity of their classes*).

migration background in Zurich, Edelmann (2006) found that these teachers considered it important to serve as positive role models for pupils with a migration background⁴⁷. However, Villegas & Irvine's (2010) review of 11 empirical studies on the relationship between teacher diversity and minority students' academic achievement noted that none of the studies tested this role model explanation empirically⁴⁸.

Finally, a growing body of literature investigates how the demographic make-up of public organisations affects policy outputs, often focusing on the theory of representative bureaucracy. This literature suggests that public sector organisations (such as schools) are more likely to formulate and implement policies that are in the interest of the service recipients (such as pupils) when they mirror the target population on key demographic dimensions, such as race or ethnicity^{49,50,51}. In cases where such ethnic representation exists, this strand of literature predicts that public officials will form more positive social constructions of – and serve as advocates for – service recipients, which results in decisions that benefit the recipients. Studies have suggested that this prediction is particularly likely to be proven true in public schools⁵². For instance, Rocha & Hawes (2009) argue that, because migrant/minority groups tend to place a high value on education and teachers have a significant amount of discretion, public schools are institutions where a representative bureaucracy may have a particularly substantial impact on service recipients⁵³. In school settings, this relationship often materialises in teachers' choice between learning-oriented disciplinary tools (such as in-school suspensions) and sanction-oriented tools (such as out-of-school suspensions). Studies using this theoretical approach have shown that when the teacher workforce matches the ethnic make-up of the pupil population, teachers are more likely to choose the learning-oriented tools^{54,55,56}. Researchers have however rarely applied this approach to the study of European school systems.

⁴⁶ Georgi, V., Ackermann, L., & Karakas, N. (2011). *Diversity in the teacher's lounge. Self-conception and school integration of teachers of migration background in Germany.*

⁴⁷ Edelmann, D. (2008). *Pedagogical Professionalism in Transnational Social Space: A qualitative investigation of teachers' management of the migration-specific heterogeneity of their classes.*

⁴⁸ Villegas, A. M., & Irvine, J. J. (2010). *Diversifying the teaching workforce: An examination of major arguments.*

⁴⁹ Roch, C. H., & Pitts, D. W. (2012). *Differing effects of representative bureaucracy in charter schools and traditional public schools. The American Review of Public Administration, 42(3), 282-302.*

⁵⁰ Rocha, R. R., & Hawes, D. P. (2009). *Racial Diversity, Representative Bureaucracy, and Equity in Multiracial School Districts.*

⁵¹ Roch, C. H., Pitts, D. W., & Navarro, I. (2010). *Representative bureaucracy and policy tools ethnicity, student discipline, and representation in public schools. Administration & Society, 42(1), 38-65.*

⁵² Rocha, R. R., & Hawes, D. P. (2009). *Racial Diversity, Representative Bureaucracy, and Equity in Multiracial School Districts.*

⁵³ Rocha, R. R., & Hawes, D. P. (2009). *Racial Diversity, Representative Bureaucracy, and Equity in Multiracial School Districts.*

⁵⁴ Roch, C. H., Pitts, D. W., & Navarro, I. (2010). *Representative bureaucracy and policy tools ethnicity, student discipline, and representation in public schools.*

⁵⁵ Grissom, J. A., Nicholson, Crotty, J., & Nicholson, Crotty, S. (2009). *Race, region, and representative bureaucracy.*

⁵⁶ Rocha, R. R., & Hawes, D. P. (2009). *Racial Diversity, Representative Bureaucracy, and Equity in Multiracial School Districts.*

3.5 EU policy responses

Having scoped the context with regards to the diversity of the learner population and relative underperformance of those with a migrant and/or minority background, as well as the link between teacher diversity and learner achievement, we now sketch the EU policy responses to this issue.

The overall context for European level activities on policies to address teacher diversity is provided by the Education and Training 2020 (ET 2020) strategic framework. ET 2020 reflects the fact that school policy is a competence of Member States. Hence it provides a framework of common objectives agreed by Member States, with Member States working together through the open method of coordination with support from the European Commission via the development of EU tools, mutual learning and the exchange of good practice to complement Member State activity. Collaboration of Member States and other stakeholders takes place through Working Groups; most relevant for this study is the working group on Schools Policy⁵⁷.

Within the framework provided by these strategic objectives and collaborative methods, the key policy considerations related to this study are equality in education and meeting the educational needs of children from migrant and minority communities. In addition, the focus that has emerged at EU level on early school leaving and early childhood education is also highly relevant to the question of how best to address the educational deficit experienced by some social groups including migrants.

While ET 2020 provides the current framework for activities related to teacher education for diversity, common objectives for education and training systems in the EU were first agreed in 2001, with a work programme adopted in 2002⁵⁸, a package that came to be known as Education and Training 2010 (ET 2010). The strategic objectives adopted included the improvement of the quality and effectiveness of education and training systems and ensuring citizens' equal access to them. It was agreed that education and training systems should fully integrate considerations related to equal opportunities into their objectives and functions. They should also ensure fair access to the acquisition of skills for 'the less privileged or those currently less well served and motivating them to participate in learning', and make the 'attainment of basic skills genuinely available to everyone, including those less advantaged, those with special needs, school drop-outs ...'. However, explicit thinking on questions of diversity related to the needs of migrant/minority communities did not emerge until later. Indeed, in ET 2010's description of 'vulnerable groups', migrants were absent: the groups referred to were people with disabilities, learning difficulties, those living in rural/remote areas or struggling to reconcile their work and family commitments.

⁵⁷ http://ec.europa.eu/education/policy/strategic-framework/expert-groups/documents/schools-work-programme_en.pdf

⁵⁸ Council of the European Union (2002). *Detailed work programme on the follow-up of the objectives of education and training systems in Europe (2002/C 142/01)*.

In 2008 attention focused on the educational disadvantage experienced by migrants through a Green Paper⁵⁹. The Paper elaborates how this disadvantage stems from a range of factors. These include the educational environment, for example segregation between and within schools, and, amongst the teaching community, a lack of role models and weak expectations. The Green Paper identified the need to ‘accommodate increased diversity of mother tongues, cultural perspectives and attainments.’

The 2009 Council Conclusions that followed the Green Paper⁶⁰ noted the educational disadvantage of children with migrant and/or minority background and invited Member States and the European Commission to take appropriate measures to deal with these issues. The measures most relevant for the issue of increasing teacher diversity are shown in Table 2.1.

Table 2.1 Measures to meet the educational needs of children with a migrant background, Council Conclusions 2009

Member States:

- Development of an integrated policy approach
- Removing barriers within school systems
- Attracting and retaining the best teachers in underperforming schools, strengthen leadership, **increase number of teachers with a migrant background**
- Developing partnerships with migrant communities and improving efforts aimed at improving communication with parents with migrant backgrounds
- Developing mutual learning on best practices using the open method of coordination in the context of ET 2020
- Making targeted use of the then Lifelong Learning Programme, the European Social Fund and the European Integration Fund to support projects on intercultural education and education of learners with migrant backgrounds

European Commission:

- Support and facilitate cooperation amongst Member States, sharing good practices
- Monitoring performance gaps between migrants and native learners
- Ensuring migration issues are adequately reflected in policies and programmes

The development and adoption of ET 2020 in 2009 provided a new opportunity to reflect the emerging concern with migrant/minority education and to put in place more sharply focused objectives and priorities. Furthermore, it was significant that the focus was not just on children from migrant and/or minority backgrounds themselves but also on children from the majority community⁶¹. As regards migrants, along with a focus on ensuring appropriate training in the language of their host country, ET 2020 also contains the more general objective that, like all learners including those from

⁵⁹ EC (2008). *Green Paper. Migration & mobility: challenges and opportunities for EU education systems* {SEC(2008) 2173}.

⁶⁰ Council of the European Union (2009). *Council conclusions on the education of children with a migrant background 2978th education, youth and culture Council meeting. Brussels, 26 November 2009.*

⁶¹ See Strategic Objective 3 - promoting equity, social cohesion and active citizenship.

disadvantaged backgrounds or with special needs, migrants should be supported to complete their education. It also identifies a specific action to develop mutual learning on best practices for the education of learners from migrant backgrounds.

In 2012 a Joint Council and Commission Report reviewed and revised the ET 2020 objectives⁶², making them sharper and more ambitious. Education systems were no longer simply required, as stated in ET 2020, 'to ensure that all learners ... complete their education'. Instead, the Joint Report called for the implementation of 'inclusive educational approaches which allow learners from a wide range of backgrounds and educational needs, including migrants, Roma and students with special needs, to achieve their full potential'⁶³. It also called for the reinforcing of 'mutual learning on effective ways to raise educational achievement in an increasingly diverse society'. There was thus an explicit recognition of the need both to tackle the issue of under-achievement in some sectors of society and to introduce new teaching and learning approaches. A higher profile was being given to equality of educational outcomes, and not just access, redirecting the focus more strongly towards what happens in the classroom and thus how teachers can address the needs of diverse learners. The draft 2015 Joint Report of the Council and the Commission further endorses these goals, highlighting the need to support 'initial education and continuing professional development of educators, especially to deal with increased diversity of learners'⁶⁴.

The focus on the outcomes of education has been particularly visible in policy related to early school leaving (ESL) and early childhood education which, as has been noted above, have become prominent aspects of European policy related to schools. Indeed, the inclusion of early school leaving as a headline target in Europe 2020 and its accompanying inclusion in the country-specific recommendations under the European Semester have given it a high political profile not just at EU level but also within Member States.

However, until relatively recently, no reference was made in this context to the role of increased diversity of the teaching workforce, although increasing diversity within the teaching profession is one potential response to the evolving needs of learners. The 2012 Commission Staff Working Paper on Supporting the Teaching Profession for Better Learning Outcomes, accompanying the Communication on Rethinking Education, acknowledged that there are currently gaps in teacher competences in relation to responding to diversity in the classroom effectively. The report also recognised that 'smoother and more transparent recognition procedures can help overcome shortages and strengthen cultural diversity in the classroom'⁶⁵, indirectly

⁶² Council of the EU/European Commission (2012). *2012 Joint Report of the Council and the Commission on the implementation of the Strategic Framework for European cooperation in education and training (ET2020) - 'Education and Training in a smart, sustainable and inclusive Europe'*, (2012/C 70/05).

⁶³ *Ibid*, Joint Report Annex Priority Area 3 Promoting equity, social cohesion and active citizenship.

⁶⁴ European Commission (2015). *Draft 2015 Joint Report of the Council and the Commission on the implementation of the Strategic framework for European cooperation in education and training (ET2020) – New priorities for European Cooperation in education and training (SWD(2015) 161 final)*. Available at: http://ec.europa.eu/education/documents/et-2020-draft-joint-report-408-2015_en.pdf.

⁶⁵ European Commission Staff Working Paper (2012). *Supporting the Teaching Profession for Better Learning Outcomes*.

suggesting the recruitment of teachers with migrant and/or minority background to address learner diversity.

Further, the Commission commissioned study on Educational Support for Newly Arrived Migrant Children, published in 2013, states that employing a greater number of teachers who have a migrant background would help to 'decrease the cultural distance between migrants and the school', particularly by connecting the school to the migrant children's families and the wider community and providing positive role models for migrant students⁶⁶.

3.6 Summary

In this chapter, we have sought to provide the context for this study on diversity within the teaching profession. Firstly, the chapter established that there is **great diversity of learners with regards to migrant and/or minority background in many countries**. While, in one group of Member States, this diversity is predominantly due to large shares of learners with a migrant background, other Member States have a wide diversity of learners with regards to minority background. Secondly, the chapter showed that **learners with a migrant or minority background on average lag behind the native population in relation to educational outcomes**, such as basic skills, early school leaving or NEET rates. This is true even for second generation migrants who have in principle grown up in the same education system than their non-migrant peers. As such, addressing classroom diversity more effectively is a key priority to improve educational outcomes for all.

Given this gap in educational performance, this chapter thirdly considers **evidence from the literature on how increased teacher diversity may contribute to learner performance**. Among others, this literature provides evidence that migrant/minority teachers may compensate the sometimes negative expectations of mainstream teachers about migrant/minority pupil performance, have heightened intercultural awareness in particular to build bridges with migrant/minority parents and communities, and can serve as role models to learners from diverse backgrounds. Finally, we have considered the EU policy response to the issues, and outlined that **European institutions have increased their policy focus on educational equity**, in particular for those young people with a migrant/minority background. More recently, potential policy solutions have – among others - included the call for greater diversity of the teaching workforce across the EU.

⁶⁶ European Commission (2013). *Study on Educational Support for Newly-Arrived Migrant Children, Luxembourg: Publication Office of the European Union.*

4.0 Diversity of the teaching workforce in the EU28

4.1 Introduction

Chapter Two outlines the increasing diversity of learners in European classrooms and highlights the relatively lower performance of pupils with a migrant and/or minority background across the European Union. In this chapter, we seek to establish the degree to which the diversity of learners is mirrored by a correspondingly diverse teaching workforce, highlighting the most important disparities which exist. It is however important to note that parity is not necessarily an aim in itself. The data drawn together in this chapter is therefore for informative purposes and indications of higher/lower disparities constitute a fact rather than any value judgment.

There are however many challenges to establishing this information since there is no comparative data source on teacher diversity across the European Union. Notably, the OECD's Teaching and Learning International Survey (TALIS), which collects comparative data on school leaders and teachers and includes 19 EU Member States (or regions) in its two data collection waves of 2008 and 2013, does not collect data on the ethnic or cultural background of teachers. Therefore, data on the diversity of the teaching workforce has to be collated from national level sources where available, with important caveats around the comparability of data.

As part of the country level research of this study, national experts were asked to collect any existing data on the diversity of the teaching workforce and students in initial teacher education, as well as drop-out rates from initial teacher education and the teaching profession. Additionally, they were asked to comment on data availability and, where relevant, highlight the key limitations. This chapter presents the findings from this data collection exercise, providing an overview of the available data on teacher diversity in Europe. It first provides an overview of data availability, including the indicators for diversity of teaching staff used, across the EU28. Secondly, it presents the (limited) existing data on the diversity of the teaching workforce in pre-primary and compulsory education across the EU28, followed by an analytical overview of patterns and groups of countries with similar results, and finally discusses limitations to data availability and their possible causes.

4.2 Overview of data availability

While some data on the migrant – and, less frequently, minority – background of pupils is available in all Member States (not least through PISA), this study finds that data on the diversity of the teaching workforce is overall limited. This sparsity of data relating to migrant and/or minority background holds true across all stages of the pathway of a teaching career including the composition and drop-out rates of both trainee and existing teachers. In a majority of Member States, no data on the diversity of the teaching workforce is available at all.

Moreover, where data is available, since it has been collated from national level sources, there is a lack of consistency in the indicators used. For example, while some countries collect data on migrant and minority background, other countries solely collect data on citizenship, which can at best be used as a proxy for migrant and

minority background and is likely to underestimate the real diversity of the teaching workforce as it excludes those with citizenship of the country but who have a migrant/minority background. Amongst those Member States which collect some data on the diversity of the teaching workforce, five different types of indicators are used:

- **Migrant background:** defined as those who are either themselves born outside the reference country (i.e. first generation migrants) or whose parents are born outside the reference country (i.e. second generation migrants); this type of indicator is used in Denmark, Germany and Slovenia.
- **Foreign background:** defined as those who do not hold citizenship of the reference country, but hold citizenship of a different country; this is the most frequently used indicator and is used in Estonia, Italy, Hungary, Portugal, Slovakia, Spain and Sweden.
- **Ethnicity:** typically defined by self-reporting as belonging to an ethnic group such as for example White-British, White-Other, Black or Asian; this type of indicator is used in Ireland and the United Kingdom.
- **Cultural diversity:** loosely defined as coming from a minority socio-cultural and ethnic background; this indicator is used in the Netherlands.
- **Minority background:** most frequently defined in this context as those teaching or learning in other (minority) languages than the reference language. This is the case in Estonia, Latvia, Lithuania and Romania. Only in Croatia is data collected on shares of teachers from recognised minority groups.

This diversity of indicators used to assess the diversity of teaching staff highlights that, in the absence of an EU-wide comparative data source, data cannot be directly compared across countries. Any data presented in this chapter clearly highlights which types of indicators are used, to inform and appropriately caveat any comparisons that are made.

4.3 Diversity of the teaching workforce in the EU28

The limited data which is available on the diversity of aspiring teachers and the teaching workforce in pre-primary and compulsory education is presented in table format for each country where data was available below. In the following sub-sections, we present the available data in relation to:

- The diversity of students with a migrant and/or minority background in initial teacher education (ITE);
- Drop-out rates of ITE students with a migrant/minority background compared to general drop-out rates where available;
- The diversity of teachers with regards to migrant background; and
- The diversity of teachers with regards to minority background.

4.3.1 Diversity of students in initial teacher education

Data was identified on the diversity of students in initial teacher education in eight countries, namely Austria, Denmark, Germany, Estonia, Lithuania, the Netherlands, Sweden and the United Kingdom. This data is presented in table format below and includes an assessment on the relative level of disparity between the diversity of learners and the diversity of aspiring teachers in the respective country. The level of disparity is classified as: 'low' where the share of teachers with migrant/minority background is more than two-thirds of the share of learners with a migrant/minority background; as 'medium' where it is between two-thirds and half of the share of learners with a migrant/minority background; and, as 'high' where it is less than half of the share of learners with a migrant/minority background.

Table 3.1 Level of disparity between the diversity of learners and students in initial teacher education

	Diversity of learners	Diversity of students in initial teacher education	Level of disparity
AT	<ul style="list-style-type: none"> 32.6% of children in nursery (<i>Kinderkrippe</i>) and 25.9% of children in pre-school (<i>Kindergarten</i>) speak a first language other than German⁶⁷; 16.4% of 15-year olds have a migrant background, of which 5.5% are first generation migrants and 10.8% are second generation migrants⁶⁸. 	<ul style="list-style-type: none"> Only 2.6% of students in pre-primary initial teacher education possess foreign citizenship⁶⁹; 7.4% of students at institutions providing initial teacher education for ISCED⁷⁰ 1-3 possess foreign citizenship⁷¹ The actual diversity of students in initial teacher education is likely to be higher, as the figure excludes Austrians with a migrant and/or minority background, as well as those studying to become teachers at academic secondary schools (this includes 11% of foreign citizens)⁷²; However, large shares of foreign students in initial teacher education are German nationals, according to key informant interviews. 	High
DE	<ul style="list-style-type: none"> 13.1% of 15-year old learners have a migrant background, of which the majority are second 	<ul style="list-style-type: none"> Less university students with a migrant background study to become teachers – only 6% study to become teachers compared with 12% of the general 	Medium ⁷⁶

⁶⁷ Statistik Austria (2014). *Migration & integration, zahlen, daten, indikatoren (Migration & integration, numbers, data, and indicators)*, Wien 2014: p. 43.

⁶⁸ OECD (2013). *Excellence through Equity (Volume II)*, Paris: OECD Publishing.

⁶⁹ Biffi, G., Skrivanek, I. (2011). *Schule – Migration – Gender (School-Migration-Gender), Final Report: March 2011*.

⁷⁰ International Standard Classification of Education. See

<http://www.uis.unesco.org/Education/Pages/international-standard-classification-of-education.aspx>

⁷¹ Ibid.

⁷² Statistik Austria (2014). *Hochschulstatistik (higher education statistics)*, 20.08.2014

	<p>generation migrants (10.5%)⁷³;</p> <ul style="list-style-type: none"> 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 rates⁷⁴. 	<p>population of university students⁷⁵.</p>	
DK	<ul style="list-style-type: none"> 8.9% of 15-year old learners have a migrant background, of which the majority are second generation migrants (6%)⁷⁷. 	<ul style="list-style-type: none"> Results of a 2013 study indicate that approximately 5.8% of all students have a migrant background in initial teacher education⁷⁸. 	Medium
EE	<ul style="list-style-type: none"> 8.2% of 15-year olds have a migrant background, of which the majority are second generation migrants (7.5%)⁷⁹. 	<ul style="list-style-type: none"> 3.7% of students in initial teacher education either possess foreign citizenship or had undefined citizenship⁸⁰. 	High ⁸¹
LT	<ul style="list-style-type: none"> 0.2% of learners in compulsory education were first-generation migrants and 1.4% of learners were second-generation migrants⁸²; The number of learners of 	<ul style="list-style-type: none"> 1.6% of students from initial teacher education programmes gained a teaching qualification in 2013 had foreign citizenship, 68% of which were from Belarus⁸⁴; However, no data is available on 	Low

⁷⁶ Data not directly comparable within the classification system.

⁷³ OECD (2013). *Excellence through Equity (Volume II)*, Paris: OECD Publishing.

⁷⁴ Autorengruppe Bildungsberichterstattung im Auftrag der KMK und des BMBF (Working group education reporting commissioned by KMK and BMBF) (2014). *Bildung in Deutschland 2014 (Education in Germany 2014)*, Bielfeld: Bertelsmann Verlag.

⁷⁵ BMI/BAMF (2010). *Bundeskongress Lehrkräfte mit Migrationshintergrund, Kongressdokumentation (Federal conference teachers with migrant background)*, presentation by Prof. Dr. Yasemin Karakasoglu, University of Bremen.

⁷⁷ OECD (2013). *Excellence through Equity (Volume II)*, Paris: OECD Publishing.

⁷⁸ Danmarks Evalueringsinstitut (Danish National Evaluation Institute) (2013). *Frafald på læreruddannelsen, En undersøgelse af årsager til frafald (Drop-outs in initial teacher education, a study of the causes behind drop-outs)*.

⁷⁹ OECD (2013). *Excellence through Equity (Volume II)*, Paris: OECD Publishing.

⁸⁰ Ministry of Education and Research Estonia (EHIS) (2015). *Estonian Education Information System, teachers' register, 2014-2015*.

⁸¹ Please note however that data between learners and teachers not directly comparable, as it uses different indicators of diversity.

⁸² OECD (2013). *Excellence through Equity (Volume II)*, Paris: OECD Publishing.

	<p>migrant origin in pre-primary education is even lower – only 0.1% of children in pre-primary education (0-7 years old) were first-generation migrants⁸³.</p>	<p>whether these students stay in Lithuania and gain employment as teachers.</p>	
NL	<ul style="list-style-type: none"> 10.6% of 15-year old learners have a migrant background, of which the majority are second generation migrants (7.9%)⁸⁵. 	<ul style="list-style-type: none"> It has been estimated that the share of students with a migrant/minority background from initial teacher education programmes was 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 2010⁸⁶. 	<p>Low (at secondary level), medium (at other levels)</p>
SE	<ul style="list-style-type: none"> 14.5% of 15-year old learners have a migrant background of which 5.9% are first generation and 8.6 % are second generation⁸⁷. 	<ul style="list-style-type: none"> The proportion of initial teacher education (ITE) students with a first generation migrant background is estimated to vary between 5 and 8 per cent between semesters. 12.3% of ITE students are first or second generation migrants⁸⁸. 	<p>Low</p>
UK	<ul style="list-style-type: none"> England: the share of those belonging to an ethnic group other than White British is 29.5% of pupils in state-funded primary schools and 25.3% in state-funded 	<ul style="list-style-type: none"> In England and Wales statistics on Initial Teacher Education (ITE) indicate that a similarly small proportion (12% in England and 6% in Wales) of ITE trainees are from an ethnic minority background⁹¹. 	<p>High</p>

⁸⁴ Ministry of Education and Science (2013). ITC Education Management Information System (micro data), <http://svis.emokykla.lt/lt/index/wpage>.

⁸³ Ministry of Education and Science (2013). ITC Education Management Information System (micro data), <http://svis.emokykla.lt/lt/index/wpage>.

⁸⁵ OECD (2013). *Excellence through Equity (Volume II)*, Paris: OECD Publishing.

⁸⁶ Berg, D. van den, Dijk, M. van and Grootsholte, M. (2011). *Cijfers en feiten over diversiteit in het po, vo, mbo en op lerarenopleidingen, (Diversity Monitor 2011 - Facts and figures concerning diversity in primary, secondary, vocational and teacher education)*, The Hague: Education Sector Employment (Sectorbestuur Onderwijsarbeidsmarkt).

⁸⁷ OECD (2013). *Excellence through Equity (Volume II)*, Paris: OECD Publishing.

⁸⁸ Data from the LOBB-project at the Department of Education and Special Education analysed by Bo Nielsen (March 27, 2015), (unpublished).

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- secondary schools are minority ethnic pupils⁸⁹;
 - Shares are significantly smaller in Wales and Scotland and no data is available for Northern Ireland⁹⁰.
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Overall, the available data shows that people with a migrant and/or minority background are under-represented amongst initial teacher education candidates in nearly all countries when compared with the diversity of learners. Notable exceptions are the Netherlands at secondary level and Lithuania, where both the diversity of learners and the teaching workforce are very low. This is a notable finding insofar as, at least judging by the limited data available, the diversity of the teaching workforce is unlikely to increase in the coming years due to a lack of diversity relating to migrant and/or minority background amongst initial teacher education students.

4.3.2 Drop-out of students in initial teacher education

Although, there is a lack of data in the majority of Member States, available evidence appears to indicate that students in initial teacher education (ITE) with a migrant/minority background drop out at a higher rate than other ITE students. Examples include the following:

- In the Netherlands, the drop-out rates of students with a migrant/minority background in initial teacher education appear 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%⁹²;
- Data from Estonia showed that that drop-out rates of ITE students with a migrant/minority background (14.6%) were marginally higher than the overall rate for teacher candidates (12%)⁹³;

⁹¹ DfE, (2014) *Initial Teacher Training Census for the Academic year 2014 to 2015, Statistical First Release SFR 48/2014*, available at:

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/380175/ITT_CENSUS_2014-15_FINAL.pdf (accessed 20.05.2015) and Welsh Government, (2014). *Initial Teacher Training in Wales, 2012/13, Statistical Bulletin, SB26/2014*, available at: <http://gov.wales/docs/statistics/2014/140325-initial-teacher-training-2012-13-en.pdf> (accessed 20.05.2015).

⁸⁹ DfE (2014). *Schools, pupils and their characteristics: January 2014, Statistical First Release SFR 15/2014*, available at:

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/410543/2014_SPC_SFR_Text_v102.pdf (accessed 20.05.2015).

⁹⁰ *Ibid* and Scottish Government (2014). *Summary Statistics for Schools in Scotland no. 5, 2014 edition, Statistical Bulletin*, available at: <http://www.gov.scot/Resource/0047/00471917.pdf> (accessed 20.05.2015).

⁹² Severiens, S. et al. (2007). *Waarom stoppen zoveel allochtone studenten met de pabo?, (Why do so many minority students drop-out of teacher education)* Rotterdam: Risbo, Erasmus Universiteit; data collated on the initial teacher education cohorts from 2003, 2004, and 2005.

⁹³ Ministry of Education and Research Estonia (EHIS) (2015). *Estonian Education Information System, teachers' register, 2014-2015*.

- The same was found in Sweden, where the proportion of ITE students with a migrant background who dropped out between 2005 and 2009 was higher (16.5% foreign-born students and 15.8% second-generation immigrants) than the proportion of ethnic Swedish candidates (11.9%). The total drop-out rate is estimated to be 12.4%⁹⁴;
- By contrast however, the drop-out rate among the entire student population in initial teacher education is high in Denmark (approximately 39%) and there is some evidence that the share of migrant students who drop out of initial teacher education programmes is lower than that of ethnic Danes⁹⁵.

Obstacles which may explain the higher prevalence of ITE students with migrant/minority background to exit their studies are discussed in detail in Chapter Four.

4.3.3 Diversity of teachers with regards to migrant background

As compared to the available information on students in initial teacher education, more data is available on the diversity of the teaching workforce with regards to migrant background. Data was identified on the diversity of the teaching workforce in 13 countries. Again, this data is presented in table format below including an assessment of the relative disparities between the diversity of learners and the teaching workforce. As above, the level of disparity is classified as: 'low' where the share of teachers with migrant/minority background is more than two-thirds of the share of learners with a migrant/minority background; 'medium' where it is between two-thirds and half of the share of learners with a migrant/minority background; and, 'high' where it is less than half of the share of learners with a migrant/minority background.

⁹⁴ Data from the LOBB-project at the Department of Education and Special Education analyzed by Bo Nielsen (March 27, 2015) (unpublished).

⁹⁵ Danmarks Evalueringsinstitut (Danish National Evaluation Institute) (2013). *Frafald på læreruddannelsen, En undersøgelse af årsager til frafald (Drop-outs in initial teacher education, a study of the causes behind drop-outs)*.

Table 3.2 Level of disparity between the diversity of learners and the teaching workforce with regard to migrant background

	Diversity of learners	Diversity of the teaching workforce	Level of disparity
DK	<ul style="list-style-type: none"> 8.9% of 15-year old learners have a migrant background, of which the majority are second generation migrants (6%)⁹⁶. 	<ul style="list-style-type: none"> Data from the Association of Municipalities suggests that approximately 3.3 % of the teaching staff in Danish schools have a migrant background⁹⁷. 	High
DE	<ul style="list-style-type: none"> 13.1% of 15-year old learners have a migrant background, of which the majority are second generation migrants (10.5%)⁹⁸; 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 rates⁹⁹. 	<ul style="list-style-type: none"> 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 background¹⁰⁰. 	High
EE	<ul style="list-style-type: none"> 8.2% of 15-year olds have a migrant background, of which the majority are second generation migrants (7.5%)¹⁰¹. 	<ul style="list-style-type: none"> According to the Estonian Education Information System, the share of teaching staff with a citizenship other than Estonian is small: 4-7% at ISCED levels 0-3¹⁰². 	Medium
HU	<ul style="list-style-type: none"> 1.7% of the pupils aged 15 are of migrant background, of which 0.7% are first generation migrants and 1% are second generation migrants¹⁰³. 	<ul style="list-style-type: none"> According to the information provided by low school administrations and coordinated by the Ministry of Human Resources, less than 2% of schools employ teachers with foreign citizenship¹⁰⁴. 	Low

⁹⁶ OECD (2013). *Excellence through Equity (Volume II)*, Paris: OECD Publishing.

⁹⁷ Local Government Denmark (KL) (2009). *De bedste lærere til en attraktiv folkeskole (Association of Municipalities – The Best Teachers for an Attractive School)*, p. 9.

⁹⁸ OECD (2013). *Excellence through Equity (Volume II)*, Paris: OECD Publishing.

⁹⁹ Autorengruppe Bildungsberichterstattung im Auftrag der KMK und des BMBF (Working group education reporting commissioned by KMK and BMBF), (2014). *Bildung in Deutschland 2014 (Education in Germany 2014)*, Bielefeld: Bertelsmann Verlag.

¹⁰⁰ *Ibid.*

¹⁰¹ OECD (2013). *Excellence through Equity (Volume II)*, Paris: OECD Publishing.

¹⁰² Ministry of Education and Research Estonia (EHIS) (2015). *Estonian Education Information System, pupil register, 2014-2015*.

¹⁰³ OECD (2013). *Excellence through Equity (Volume II)*, Paris: OECD Publishing.

¹⁰⁴ KIRSTAT Közoktatási Információs Rendszer (Public Education Information System) (2013.) EMMI Köznevelési Államtitkárság OKM telephelyi adatbázis (State Secretariat for Public Education database),

IE	<ul style="list-style-type: none"> 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 migrants¹⁰⁵; 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 Ireland¹⁰⁶. 	<ul style="list-style-type: none"> An ongoing research project on diversity in initial teacher education (ITE) in Ireland found that, in relation to ethnicity, 98.3% of ITE candidates were self-proclaimed White Irish¹⁰⁷; 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 2014¹⁰⁸. 	High
IT	<ul style="list-style-type: none"> In 2012/2013, 9.8% of children in pre-primary education did not hold an Italian passport¹⁰⁹; National data suggests that the overall share of learners with non-Italian passports was 9% in 2013/2014¹¹⁰. 	<ul style="list-style-type: none"> Only 1.7% of students on initial teacher education programmes held a passport other than Italian in 2007/2008¹¹¹). 	High
NL	<ul style="list-style-type: none"> 10.6% of 15-year old learners have a migrant background, of which the majority are second generation migrants (7.9%)¹¹². 	<ul style="list-style-type: none"> In the school year 2009/10, teachers with a 'culturally diverse' background¹¹³ at primary, lower secondary, and upper secondary level are 3.7%, 4.1%, and 6.1% respectively¹¹⁴. 	Medium ¹¹⁵

Oktatási Hivatal (Ministry of Human Capacities State Secretariat of Public Education), http://www.kir.hu/stat13aggr/Tablak/TablaGumi.aspx?tabla=a02t14f&l_id=-1 (accessed 20.04.2015).

¹⁰⁵ Ibid.

¹⁰⁶ Eurydice (2014). *Reforms in school education in Ireland*, https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Ireland:Reforms_in_School_Education (accessed 02.05.2015).

¹⁰⁷ Keane, E., Heinz, M., (2015). *Diversity in Initial Teacher Education (DITE) in Ireland: The Socio-demographic Backgrounds of Postgraduate Post-primary Entrants in 2013 & 2014*. *Irish Educational Studies*, Forthcoming.

¹⁰⁸ Ibid.

¹⁰⁹ Fondazione ISMU (2014). *Alunni con Cittadinanza non Italiana (L'eterogeneita' dei percorsi scolastici) (Students with non-Italian citizenship – the heterogeneity of the school system)*, Quaderni 1/2014, Rapporto Nazionale 2012/2013.

¹¹⁰ MIUR (2014). *Gli Alunni Stranieri nel Sistema Scolastico Italiano, A.S.2013/2014 (The Foreign Pupils in the Italian School System)*, Rome, October 2014.

¹¹¹ MIUR (2011). *L'Università in Cifre 2009-2010, (University in Numbers) Rome, September 2011, ch. 2.*

¹¹² OECD (2013). *Excellence through Equity (Volume II)*, Paris: OECD Publishing.

¹¹³ 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.

PT	<ul style="list-style-type: none"> 6.9% of 15-year old learners have a migrant background, 3.6% of which are first generation migrants¹¹⁶; National statistics only make reference to learners with foreign citizenship and find that 4.2% of learners at ISCED 1 and 2 (<i>ensino basico</i>) and 6.5% of learners at ISCED 3 (<i>ensino secundario</i>) held foreign citizenship in 2012/2013¹¹⁷. 	<ul style="list-style-type: none"> In 2012/2013, 1.4% of pre-primary school teachers (<i>Educadores de infância</i>), 1.1% of primary school teachers (<i>Professores do 1º e 2º ciclo do ensino básico</i>) and 0.9% of secondary school teachers (<i>Professores do 3º ciclo do ensino básico e do ensino secundário</i>) held foreign citizenship¹¹⁸. 	High
SK	<ul style="list-style-type: none"> 0.7% of 15-year olds in Slovakia have a migrant background¹¹⁹; In pre-primary and in compulsory education, the share of learners with foreign citizenship is 0.3%¹²⁰. 	<ul style="list-style-type: none"> 0.7% of the teaching workforce possess foreign citizenship, predominantly from the Czech Republic, UK, USA, Spain, Ukraine, and Germany¹²¹; 1% of full-time students in initial teacher education programmes possess foreign citizenship¹²². 	Low
SI	<ul style="list-style-type: none"> 8.6% of 15-year olds in Slovenia have a migrant background, of which 6.5% are second generation migrants¹²³; The national census carried 	<ul style="list-style-type: none"> According to a recent national census, 3.3% of the teaching workforce at pre-primary level are first generation migrants and 10.4% are second generation migrants; At primary school level (grades 1-5), the 	Medium

¹¹⁴ Berg, D. van den, Dijk, M. van and Grootsholte, M. (2011). *Cijfers en feiten over diversiteit in het po, vo, mbo en op lerarenopleidingen*, (Diversity Monitor 2011 - Facts and figures concerning diversity in primary, secondary, vocational and teacher education), The Hague: Education Sector Employment (Sectorbestuur Onderwijsarbeidsmarkt).

¹¹⁵ Data between teaching staff and learners not directly comparable.

¹¹⁶ OECD (2013). *Excellence through Equity (Volume II)*, Paris: OECD Publishing.

¹¹⁷ DGECC (2014). *Perfil do Aluno 2012/2013 (Student profiles 2012/2013)*, Ministério da Educação e Ciência – Direção Geral de Estatística da Educação e Ciência, [http://www.dgeec.mec.pt/np4/97/%7B\\$clientServletPath%7D/?newsId=147&fileName=PERFIL_DO_ALUNO_1213.pdf](http://www.dgeec.mec.pt/np4/97/%7B$clientServletPath%7D/?newsId=147&fileName=PERFIL_DO_ALUNO_1213.pdf) (accessed 21.05.2015).

¹¹⁸ DGECC (2014). *Perfil do Docente 2012/2013 (Teacher profiles 2012/2013)*, Ministério da Educação e Ciência – Direção Geral de Estatística da Educação e Ciência, [http://www.dgeec.mec.pt/np4/97/%7B\\$clientServletPath%7D/?newsId=147&fileName=PERFIL_DO_ALUNO_1213.pdf](http://www.dgeec.mec.pt/np4/97/%7B$clientServletPath%7D/?newsId=147&fileName=PERFIL_DO_ALUNO_1213.pdf) (accessed 21.05.2015).

¹¹⁹ OECD (2013). *Excellence through Equity (Volume II)*, Paris: OECD Publishing.

¹²⁰ Slovak Centre of Scientific and Technical Information (2014). *Štatistická ročenka školstva (Statistical Yearbook of Education)*, Bratislava. Available at: <http://www.uips.sk/statistiky/statisticka-rocenka>.

¹²¹ Ibid.

¹²² Slovak Centre of Scientific and Technical Information (2014). *Štatistická ročenka školstva (Statistical Yearbook of Education)*, Bratislava. Available at: <http://www.uips.sk/statistiky/statisticka-rocenka>.

¹²³ OECD (2013). *Excellence through Equity (Volume II)*, Paris: OECD Publishing.

	<p>out in 2011 found that 4.3% of learners at compulsory education level were first generation migrants, and a further 14.4% were second generation migrants¹²⁴.</p>	<p>shares are 3.0% and 9.5% for first and second generation migrants respectively¹²⁵.</p>	
ES	<ul style="list-style-type: none"> 9.9% of 15-year olds have a migrant background, of which 8.4% are first generation migrants and 1.5% are second generation migrants¹²⁶; The share of learners with a migrant background in pre-primary education is 7.9%¹²⁷. 	<ul style="list-style-type: none"> 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 schools¹²⁸. 	Medium
SE	<ul style="list-style-type: none"> 14.5% of 15-year old learners have a migrant background of which 5.9% are first generation and 8.6% are second generation¹²⁹. 	<ul style="list-style-type: none"> 9.2% of secondary/high school teachers and 9.5% of compulsory (primary) school teachers are from a country other than Sweden.¹³⁰ 	Medium
UK	<ul style="list-style-type: none"> England: the share of those belonging to an ethnic group other than White British is 29.5% of pupils in state-funded primary schools and 25.3% in state-funded secondary schools are minority ethnic pupils¹³¹; Shares are significantly smaller in Wales and 	<ul style="list-style-type: none"> Data on the school workforce in England suggests that 12% of teachers are non-White British, including 3.5% from 'other white background', 1.7% 'white-Irish', 1.6% Indian and 1% Black Caribbean. At the same time, only 6.1% of head teachers are non-White British¹³³; There are also vast differences within the UK: only 2% of teachers in Scotland are from minority ethnic groups¹³⁴. 	High

¹²⁴ Statistical Office of the Republic of Slovenia (Republika Slovenija, Statistični urad RS, Prebivalstvo) (2011). National Census 2011.

¹²⁵ Ibid.

¹²⁶ OECD (2013). Excellence through Equity (Volume II), Paris: OECD Publishing.

¹²⁷ Ministry of Education, Culture and Sport Instituto Nacional de Estadística, (2013) Education Census Data 2013.

¹²⁸ Data unpublished, information from interview.

¹²⁹ OECD (2013). Excellence through Equity (Volume II), Paris: OECD Publishing.

¹³⁰ Sandlund, M. (2010). Lärare med utländsk bakgrund – sju yrkeslivsberättelser om möten med nya skolsammanhang (Teachers with a foreign background), Linköping Studies in Behavioural Science No. 153.

¹³¹ DfE (2014). Schools, pupils and their characteristics: January 2014, Statistical First Release SFR 15/2014, available at:

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/410543/2014_SPC_SFR_Text_v102.pdf (accessed 20.05.2015).

Scotland and no data is available for Northern Ireland¹³².

Although no quantitative data is available in the remaining Member States, qualitative evidence from interviews, for example in France, suggests that the proportion of teachers of migrant background is however generally significantly below the proportion found in the learner population.

Overall, the data relating to migrant background shows that there are large disparities between the diversity of learners and the diversity of the teaching workforce in most European Member States where data is available. It is only in Hungary and Slovakia, where there is a low share of both migrant learners and teachers with a migrant background, that the disparity is relatively low.

4.3.4 Diversity of teachers with regards to minority background

Several Central and Eastern European Member States collect data on the diversity of their learners and the teaching workforce with regards to minority background, reflecting the relatively larger importance of minority populations as compared to migrant populations in these countries. Relevant data on the diversity of learners and teachers with regards to minority background was identified for five Member States: Croatia, Estonia, Latvia, Lithuania and Romania. As above, the level of disparity is classified as: 'low' where the share of teachers with migrant/minority background is more than two-thirds of the share of learners with migrant/minority background; 'medium' where it is between two-thirds and half of the share of learners with migrant/minority background; and, 'high' where it is less than half of the share of learners with migrant/minority background. Data is presented in the table below.

¹³³ DfE (2014). *School Workforce in England, November 2013, Statistical First Release SFR 11/2014*, available at:

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/335413/sfr11_2014_updated_july.pdf (accessed 20.05.2015).

¹³⁴ Scottish Government (2014). *Summary Statistics for Schools in Scotland no. 5, 2014 edition*, Statistical Bulletin, available at: <http://www.gov.scot/Resource/0047/00471917.pdf> (accessed 20.05.2015).

¹³² *Ibid* and Scottish Government, (2014). *Summary Statistics for Schools in Scotland no. 5, 2014 edition*, Statistical Bulletin, available at: <http://www.gov.scot/Resource/0047/00471917.pdf> (accessed 20.05.2015).

Table 3.3 Level of disparity between the diversity of learners and the teaching workforce with regard to minority background

	Diversity of learners	Diversity of the teaching workforce	Level of disparity
HR	<ul style="list-style-type: none"> The share of pupils with a minority background is 2.1% at primary level¹³⁵; Not data is available at secondary level. 	<ul style="list-style-type: none"> 2.4% of all teachers in Croatia are from ethnic minorities, with approximately 1% each for the Italian and Serbian minorities¹³⁶. 	Low
EE	<ul style="list-style-type: none"> 15.7% of learners at pre-primary level are native Russian language speakers; 24.6% of learners in compulsory education are native Russian speakers¹³⁷. 	<ul style="list-style-type: none"> According to the Estonian Education Information System, approximately one-fifth of teachers have a minority background, i.e. have a first language that is not Estonian¹³⁸. 	Low
LV	<ul style="list-style-type: none"> 23.1% of learners at pre-primary level and 27.4% at compulsory education level have Russian as the language of instruction; An additional 1% are taught in other non-native languages¹³⁹. 	<ul style="list-style-type: none"> In 2013, at ISCED levels 1-3, 17.6% of teachers taught in Russian and 0.9% in other languages of instruction¹⁴⁰. 	Low
LT	<ul style="list-style-type: none"> 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 	<ul style="list-style-type: none"> 5% of teachers in compulsory education were teachers of the Russian language¹⁴². However, this includes Lithuanians who may teach Russian; Additionally 1.2% of the total teacher population were teachers of other minority languages. 	Low

¹³⁵ Ministry of education, science and sport (2014). *Strategy on Education, Science and Technology*, available at: <http://public.mzos.hr/Default.aspx>.

¹³⁶ Ministry of education, science and sport (2014). *Izveštaj o učenicima pripadnicima nacionalnih manjina u školskoj godini 2013/2014 (Report on minority students for school year 2013/2014)*.

¹³⁷ Ministry of Education and Research Estonia- EHS (2015). *Estonian Education Information System, pupil register, 2014-2015*.

¹³⁸ *Ibid.*

¹³⁹ Central Statistical Bureau (2015), available at:

http://data.csb.gov.lv/pxweb/lv/Sociala/Sociala__ikgad__izgl/IZ0050.px/?rxid=cdbc978c-22b0-416a-aacc-aa650d3e2ce0 (accessed 01.05.2015).

¹⁴⁰ Ministry of Education and Science (2014). *Statistika par vispārējo izglītību 2013/2014 (Statistics on General Education 2013/2014)*, available at: <http://www.izm.gov.lv/lv/publikacijas-un-statistika/statistika-par-visparejo-izglitibu/2013-2014-m-g>.

	Belarusian-speaking minority ¹⁴¹ .		
RO	<ul style="list-style-type: none"> • 7.9% of the population speaks Hungarian, Romani, Ukrainian or German as their mother tongue; • 7.6% of the total pre-primary school population and 5.9% of the total students enrolled at compulsory (primary and middle school) level studied in minority languages¹⁴³ . 	<ul style="list-style-type: none"> • The share of teachers working in minority languages is 8.3% at pre-primary level and 6.7% at compulsory level¹⁴⁴ . 	Low

In conclusion, it seems that disparities between the diversity of the learner population and the teaching workforce with regards to minority background are much smaller than disparities relating to migrant background. In all Central and Eastern European Member States where data with regards to minority background was available, these disparities were very small. This situation may be explained by a long tradition of the existence of minority groups in these countries, who are often schooled in specialised minority schools with their native language as language of instruction.

4.3.5 Patterns and groups of countries

Given the clear data limitations, it is difficult to provide a complete picture of patterns and groups of countries with similar levels of diversity of the teaching workforce or disparities compared to the diversity of the learner population. However, we seek below to draw out some tentative trends and clusters of countries. Given the sparsity of data, the different indicators used by Member States and the vastly different compositions and history of migrant and/or minority populations, these patterns should however be treated with great caution.

Firstly, as regards the comparison between the diversity of learners and teachers as regards migrant/minority origin, and using the classification of high, medium and low levels of imbalances, three groups of countries emerge:

¹⁴² Lithuanian Ministry of Education and Science Ministry- Educational Information Technology Centre (2014). *Lithuanian Education Statistics*, available at: https://www.smm.lt/uploads/lawacts/docs/609_3903dbc89af8cd82e2a279bfd613b79b.pdf.

¹⁴¹ Ministry of Education and Science (2013). *ITC Education Management Information System (micro data)*, available at: <http://svis.emokykla.lt/lt/index/wpage>.

¹⁴³ National Statistical Institute (Romania), *Tempo - ONLINE Database*, available at: <http://statistici.insse.ro/shop/?page=termeni&lang=ro>, accessed 20/10/2015.

¹⁴⁴ *Ibid.*

- Countries with a **high level of disparity** between the diversity of the teaching workforce and the diversity of learners: Denmark, Germany, Ireland, Italy, Portugal and the United Kingdom;
- Countries with a **medium level of disparity** between the diversity of the teaching workforce and the diversity of learners: Estonia (for migrant background), Netherlands, Slovenia and Spain;
- Countries with a **low level of disparity** between the diversity of teaching workforce and the diversity of learners: Estonia (for minority background) Hungary, Latvia, Lithuania, Slovakia and Romania.

Secondly, the comparison between the diversity of students in initial teacher education (ITE) and learners as regards migrant/minority origin shows an overall lower level of disparities. Those countries for which data is available fare relatively better with medium levels of disparities between aspiring teachers and learners in Germany, Denmark, and the Netherlands, and low levels of disparities in Lithuania, the Netherlands (for upper secondary level only) and Sweden. In Austria, Estonia and the United Kingdom, we can observe a high level of disparity between the proportions of ITE students with a migrant background and learners; however this may be due to the indicators used and is likely underestimate the actual diversity of students at initial teacher education level.

The observed patterns may be explained in different ways. First, as seen above, it seems that countries with high shares of learners with a minority background have a more proportionate share of teachers with a minority background. Secondly, there may be some impact of the timing of migration. Countries with relatively more recent inflows of migrants, such as Denmark, Germany, Ireland, Italy and Portugal, may not have yet 'caught up' regarding the composition of their teaching workforce; whereas countries with a longer history of inward migration, such as the Netherlands, may have benefited from a longer period to foster increased teacher diversity. However, patterns are not fully consistent and the medium levels of disparities in Estonia, Slovenia and Spain or the high level of disparities in the United Kingdom cannot necessarily be explained through the varying timings of migrant inflows.

While this overview can give some indications of groupings of countries which face similar challenges, it should be re-emphasised that, given the limited data available and the variation of indicators used across Member States, it is likely to not fully reflect the reality across European Member States. There is a clear need to improve the evidence base on this issue in order to gain an accurate portrait.

4.4 Data limitations and constraints

While some data on migrant - and less frequently minority - background of pupils is available for all Member States (mostly notably due to PISA data), data on the diversity of the teaching workforce is overall very limited. Information is only available for some Member States and on some indicators; in the vast majority of Member States, no comprehensive data on the diversity of the teaching workforce is available. The lack of data is even more pronounced relating to the proportion of students with a migrant/minority background in initial teacher education (ITE) or drop-out rates of ITE students. This data scarcity is problematic since it means that it is difficult to provide evidence for the need of increased teacher diversity in the absence of a reliable baseline assessment of existing diversity of the teaching workforce, as well as to develop, implement and monitor appropriate policy responses.

To improve data collection on this issue, it is important to understand the limitations to collecting such data across EU Member States. The limitations identified in the context of this study include the following:

1. **Data protection concerns:** One of the most frequently cited reasons for the lack of data on teacher diversity are concerns around data protection. In many countries, personal data protection regulations prohibit the collection of data on migrant and/or minority background, such as the Act No. 101/2000 on the Protection of Personal Data in the Czech Republic or Article 8 of the Law of 6 January 1978 on Data Processing, Data Files and Individual Liberties in France, which prohibits the collection of data which reveals, either directly or indirectly, ethnic and/or religious origins. Other examples of data protection regulation inhibiting the collection of data on ethnicity, racial or religious origin is the Law on Personal Data Protection in Latvia, the Law relating to the Protection of Individuals in relation to Personal Data Protection of 2nd August 2002 (article 6) which forbids the collection of data related to race, ethnic origin or religion in Luxembourg, the Personal Data Protection Act in Slovenia and the Organic Law 15/1999 of 13th of December on Protection of Personal Data in Spain. These principles of data protection are often deeply engrained in society, including for historical reasons. Since the Second World War, Germany for example does not collect population and socio-economic statistics based on ethnicity¹⁴⁵.

In certain cases, there has been some flexibility in the application of these principles of data collection. In France for example, it has been possible to collect data on the country of birth and nationality of parents, including in national

¹⁴⁵ *Prinzip der Nichterfassung ethnischer Daten in amtlichen Statistiken, Principle of non-ethnic monitoring in official statistics, see BMI, (2011). Bericht der Bundesrepublik Deutschland an die Europäische Kommission EU-Rahmen für nationale Strategien zur Integration der Roma bis 2020 – Integrierte Maßnahmenpakete zur Integration und Teilhabe der Sinti und Roma in Deutschland (Report of the Federal Republic of Germany to the European Commission, National Roma Integration Strategies – integrated action for the integration and participation of Sinti and Roma in Germany), Berlin: p. 12.*

censuses since 2007¹⁴⁶. Likewise in Latvia recent exceptions have been made for collecting disaggregated data in the field of education regarding ethnic background of pupils and staff.

2. **Different policy priorities:** The lack of data on teacher diversity can also be attributed to a focus on different policy priorities for dealing with the increased diversity of learners in the classroom. This has been cited as a reason for the lack of data on teachers by national experts for example in Austria, Bulgaria, Croatia, Cyprus, Czech Republic, Denmark, Netherlands and Poland. Instead of a focus on teachers, in Cyprus for example there has been a 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.
3. **Lack of awareness of high levels of disparity between the share of teachers and learners with migrant/minority background:** Additionally, awareness on the issue and relevance for the national context is often limited in countries with relatively ethnically homogenous demographics or where migration is a very recent phenomenon, which was pointed out to be the case by national experts in Ireland, Lithuania, Portugal or Romania. In some countries, a debate on the importance of inclusive education and respect for diversity has been stirred only very recently and may lead to a review of the indicators collected¹⁴⁷.
4. **Other contextual reasons:** In some cases, there are additional contextual barriers to the collection of data on teacher diversity, such as issues of definitions of migrant and/or minority groups. For example, 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 them. 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 communities¹⁴⁸.

¹⁴⁶ ENAR (2013). *ENAR Shadow Report 2012-2013: Racism and related discriminatory practices in employment in France*.

¹⁴⁷ Mägi, E. & Siarova, H. (2014). *Migrant education opportunities in the Baltic States: strong dependence on the level of school preparedness*. Praxis Center for Policy Studies and Sirius (2013). *Lithuanian analytical report. Based on national round table discussions, Vilnius, June 14, 2013*.

¹⁴⁸ Latraverse S. (2014). *Report on measures to combat discrimination: Directives 2000/43/EC and 2000/78/EC – Country Report 2013, European Network of Legal Experts in the Non-Discrimination Field*.

4.5 Summary

This chapter presented the available data on the diversity of the teaching workforce with regards to migrant and/or minority background across the European Union in order to present an overview of the situation across the European Union and to examine the disparities compared to the diversity of learners in the respective Member States. Due to the fact that no comparative data source is available on this issue, national level data was collected by national experts and is based on a range of differing indicators including citizenship, ethnicity, country of birth, country of parent's birth or language spoken at home. As such, it is important to note that **data is not directly comparable across Member States and should be used with caution.**

While some data on migrant - and less frequently minority - background of pupils is available for all Member States, not least through international student assessment tests such as PISA, this study highlights that **data on the diversity of the teaching workforce is overall very limited.** The limited data that is available shows that **teachers and students with a migrant background in initial teacher education are generally under-represented** compared to the actual diversity of the learners. Notable exceptions are those countries where both the share of learners and teachers with migrant background are very low, such as Hungary and Slovakia. The data available on teachers with a minority background does however paint a slightly different picture. In Member States of Central and Eastern Europe, for which data was available and where the share of minority students are high, **the diversity of learners seems to be more closely matched to a proportionate diversity of teachers from minority groups.** However, it should be noted that indicators used here are sometimes teachers with a 'different language of instruction' who can assumed to be from minority groups themselves, but may also be native initial teacher education in other languages than their own.

The lack of data in the area of teacher diversity was most frequently explained by **data protection concerns**, with several countries having data protection laws in place which prohibit the collection of data on religious, ethnic or cultural background. However, some countries seem to have recently shown greater flexibility when it comes to the collection of data on these issues to improve the evidence base for policy making. Other barriers to data collection in this area include lack of awareness of the extent of the level of disparity between the share of teachers and learners with migrant/minority background and, linked to this, other policy priorities aimed at addressing the increased diversity of learners in the classroom, such as a focus of data collection efforts on learners rather than the teaching workforce.

5.0 Barriers to diversity in the teaching profession

5.1 Introduction

Using the concept of the 'teacher pathway', this chapter examines the barriers faced by potential and practising teachers with a migrant and/or minority background. Originally developed by Vegas et al. (1998), and referred to as the '*teacher pipeline*', this involves four key steps: 1) high school graduation, 2) entry into an institution of higher education, 3) attainment of a Bachelor of Arts degree, and 4) entry into teaching¹⁴⁹. We have adapted this concept to investigate the barriers for those with a migrant/minority background at key stages within the teaching pathway from access to initial teacher education, to entering and remaining in the teaching workforce. By taking such an approach, we seek to examine the nature and extent of barriers faced by aspiring and practising teachers with a migrant/minority background at key points the teacher 'pathway' (also sometimes referred to as the 'continuum of the teaching profession')". The chapter will therefore provide analysis according to the following sub-sections:

1. Accessing initial teacher education;
2. Finalising and graduating from initial teacher education;
3. Entering the teaching profession;
4. Staying in the teaching profession.

5.2 Barriers to accessing initial teacher education

Identified barriers in relation to accessing initial teacher education include: comparatively lower learning outcomes of students with a migrant/minority background during their school careers; language barriers; lack of financial resources; lack of confidence and awareness to opt for a teaching career; low prestige and low salaries associated with the teaching profession; structural barriers; and negative/discriminatory experiences in schools deterring those from a migrant/minority background to train as teachers themselves. We consider each of these in turn below.

At the outset and as seen in Chapter Two, **learners from a migrant/minority background perform on average less well than their peers**. This underperformance has repercussions beyond their school lives and - in the specific context of this study - represents a clear barrier to becoming teachers themselves. A high proportion of students with a migrant/minority background cannot become teachers simply because their level of secondary education does not qualify them for entry to university or initial teacher education. The average poorer results of students with a migrant/minority background has been evidenced by a number of research studies - including the results of the PISA tests - and has been confirmed by the

¹⁴⁹ Vegas, E., Murnane, R. J., & Willett, J. B. (1998). *From High School to Teaching: Many Steps. Who Makes It?*

evidence collated for this study. Highlighted as a key barrier in 75 percent of the EU28 country reports, illustrative examples include the following:

Table 4.1 Country examples of lower learning outcomes for migrant/minority students

Country	Evidence
Austria	Children of migrants perform worse on average than their non-migrant peers - lagging on average two years behind after nine years of compulsory schooling ¹⁵⁰ . Only 16% of non-German speaking children attend academic secondary schools ¹⁵¹ 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) ¹⁵² .
Denmark	On average, the performance of migrants in the Danish educational system is lower than that of ethnic Danes. Approximately 30% of young migrants in Denmark do not achieve sufficient grades to continue their studies at upper secondary and tertiary education level ¹⁵³ . The share of students who drop out at upper secondary level before completion is higher for migrants than for ethnic Danes ¹⁵⁴ .
France	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 ¹⁵⁵ . 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%) ¹⁵⁶ .

¹⁵⁰ Herzog-Punzenberger, B., Bruneforth, M., Lassnigg, L. (2012). *National Education Report Austria 2012. Indicators and Topics*, Graz: Leykam.

¹⁵¹ *Ibid.*

¹⁵² Eurostat (2014).

¹⁵³ BL Boligen (2014). *Mange Unge med Indvandrerbaggrund Staar uden Uddannelse (Many young people with immigrant background have no education)*, accessed at: <http://www.blboligen.dk/artikelarkiv/2014/april/mange-unge-med-indvandrerbaggrund-staar-uden-uddannelse> (accessed 24.04.2015).

¹⁵⁴ Sekretariatet for Ministerudvalget (Secretariat of the Committee of Ministers): *Danmark i den Globale Oekonomi – Bilag om Frafald paa de Erhvervsrettede Ungdomsuddannelser (Denmark in the global economy – Annex on drop-out rates from vocational youth education)*, accessed at: http://www.stm.dk/multimedia/Faktabilag_EUD_Frafald.pdf (accessed 24.04.2015).

¹⁵⁵ INSEE (2012). *Fiches thématiques - situation sur le marché du travail (Thematic Fiches: situation on the labour market) in Immigrés et descendants d’immigrés en France (Immigrants and descendants of immigrants in France)*, INSEE Références.

¹⁵⁶ Brinbaum, Y., Mogueureau, L., Primon, J-L. (2012). *Les enfants d’immigrés ont des parcours scolaires différenciés selon leur origine migratoire (Immigrant children have educational pathways differentiated by ethnic origin)*, in *Immigrés et descendants d’immigrés en France (Immigrants and descendants of immigrants in France)*, INSEE Références.

Ireland	Learners with a migrant/minority background generally achieve lower learning outcomes than their peers. According to a report by the Integration Centre, 20% of 'non-Irish students' leave education early ¹⁵⁷ . 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 ¹⁵⁸ .
Spain	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 during upper secondary education) ¹⁵⁹ .
Hungary	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. 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. 35% of people 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 ¹⁶⁰ .

As a stakeholder involved in the French **Jobs of the Future: Teachers** (*Emplois d'Avenir Professeur*) initiative (case study 2) observed: 'the education system reproduces inequalities'. Amongst learners from a migrant/minority background, a broad pattern across Europe can be discerned in which a greater incidence of early school leaving and school enrolment rates - combined with lower levels of qualifications, competences and skills - leads to lower numbers in higher education (and initial teacher education). The impact of comparatively lower learning outcomes (of learners with a migrant/minority background) is also enhanced in Member States with high levels of competition for initial teacher education places. In Finland, for example, 10% of candidates applying for primary teacher education are accepted on to the programmes¹⁶¹. Given this level of competition, those with lower learning

¹⁵⁷ Integration Centre (2011). *Roadmap to Integration*, available at:

<https://www.pobal.ie/Publications/Documents/Roadmap%20to%20Integration%20-%20Integration%20Centre%20-%202011.pdf> (accessed 02.05.2015).

¹⁵⁸ Lesovitch, L. (2005). *Roma Educational Needs in Ireland - Context and Challenges*,

http://www.paveepoint.ie/pdf/Roma_Report.pdf (accessed 02.05.2015).

¹⁵⁹ Fundación Secretariado Gitano (Roma Secretariat Foundation) (2006). *Investigación: El acceso del alumnado gitano a la enseñanza secundaria. Resumen de resultados y primeras conclusiones (Roma Access to secondary school: Summary of results and conclusions)*. Núm. 4. Abril – Junio. Available at:

https://www.gitanos.org/upload/48/86/34_35Dossier.pdf (accessed 24.04.2015).

¹⁶⁰ Hajdu, Tamás – Kertesi, Gábor – Kézdi, Gábor (2014). *Roma fiatalok a középiskolában. Beszámoló a TÁRKI Életpálya-felmérésének 2006 és 2012 közötti hullámaiból (Young Roma in secondary schools. Report from the TÁRKI Life-course Survey 2006-2012)*. In: Kolosi, Tamás – Tóth, István György (ed.): *Társadalmi riport 2014 (Social Report 2014)*, Budapest: TÁRKI Social Research Institute <http://www.tarki.hu/adatbank-h/kutjel/pdf/b334.pdf> (accessed 24.04.2015).

¹⁶¹ VAKAVA Statistics (national selection cooperation network in the field of education) (2015). Available at: <http://www.helsinki.fi/vakava/english/statistics.htm> (accessed 24.04.2015).

outcomes are less likely to be successful in gaining places on initial teacher education courses.

For students for whom the national language is a second language, barriers related to the **language proficiency levels** required to qualify for initial teacher education were identified in 13 of the 28 country reports. In all Member States, initial teacher education is carried out in the national language in the vast majority of state-funded higher education institutions; the main exceptions being schools where teaching takes place – partly or wholly - in a minority language (i.e. Russian-medium schools in Estonia). In order to train as teachers, students therefore require sufficient knowledge of the national language. Some Member States even require proficiency in multiple languages to enter initial teacher education. For example, in Luxembourg, teachers are required to master all three administrative languages - French, German and Luxembourgish¹⁶². In Malta, teachers must have a high level of proficiency in English and Maltese. In Spain, a number of autonomous regions have a second official language alongside Castellan; this is the case for Galicia (Galego), Cataluña (Català) and País Vasco (Euskera)¹⁶³. The requirement for proficiency in languages such as Luxembourgish, Maltese or regional languages is a significant barrier, in particular for newly-arrived migrants. Although some form of support for learning the national language is provided in some cases, for example by the Complementary Language Support teacher scheme in Malta, provision has been reported to be uneven¹⁶⁴ and still represents a major barrier for the access of migrants to initial teacher education.

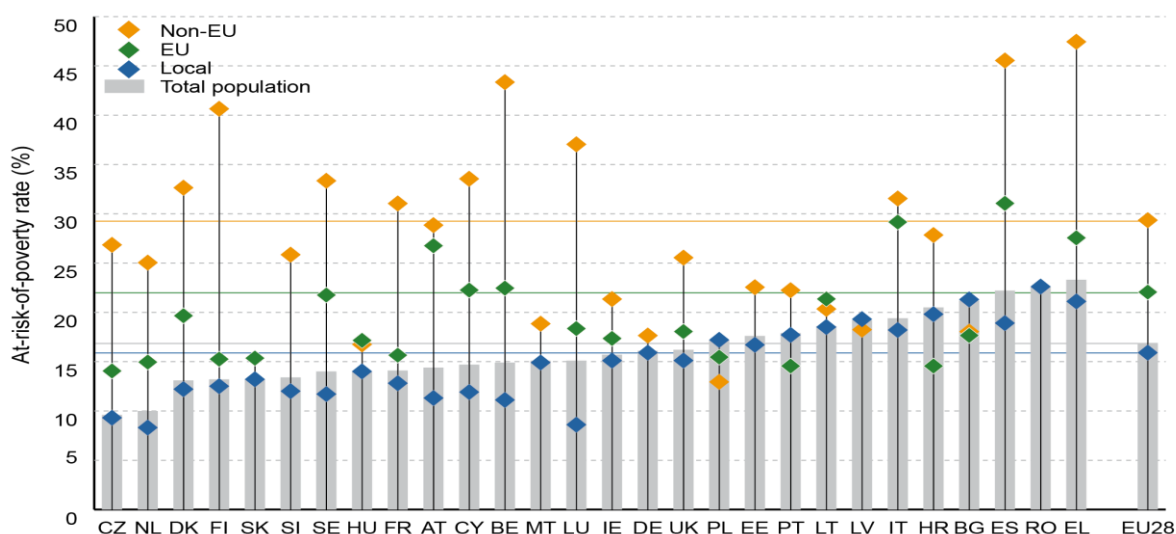
Over a third of country reports highlighted the challenge faced by students of migrant/minority origin relating to a **lack of financial resources** to take part in initial teacher education. As shown in the figure below, people of migrant origin, particularly those from outside the EU, generally have a much higher risk of poverty than the native population.

¹⁶² There is however an indication that the language requirement may be relaxed for a new state-run European School in Differdange. Lurembourger Wort (2014). *Language criteria eased for new European school teachers*, 11 December 2014, available at <http://www.wort.lu/en/luxembourg/differdange-language-criteria-eased-for-new-european-school-teachers-548978a20c88b46a8ce46761> (accessed 24.04.2015).

¹⁶³ *Obra Social 'la Caixa'* (2011). *Trayectorias laborales de los inmigrantes en España (Employment trajectories of immigrants in Spain)*, available at: https://obrasocial.lacaixa.es/deployedfiles/obrasocial/Estaticos/pdf/Inmigracion/Trayectorias_laborales_de_los_inmigrantes_en_Espana.pdf (accessed 24.03.2015).

¹⁶⁴ Calleja, C., Cauchi, B., Grech, M. (2010). *Education and Ethnic Minorities in Malta*, p.24, available at: http://www.researchgate.net/profile/Colin_Calleja/publication/236618475_Education_and_Ethnic_Minorities_in_Malta/links/0deec51856f4a1b0bb000000.pdf (accessed 20.05.2015).

Table 5.1 At-risk-of-poverty rate among migrants, by region of origin, 2011 income year¹⁶⁵



Source: European Commission, Eurostat, cross sectional EU-SILC 2012

For example, migrants in Spain face a higher risk of poverty than the native population. According to the EU's Social Situation Monitor, while the at-risk-of-poverty rate in 2011 of the population with Spanish citizenship was just below 20%, the rate for non-EU migrants exceeded 40% in the country¹⁶⁶. Stakeholders in France highlighted 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 a lower level of qualifications, and they are three times more likely to attend a school in a 'priority education area' (an area recognised as facing particular social disadvantage)¹⁶⁷.

¹⁶⁵ Estimates are based on a low number of observations (20-49) in Bulgaria (for EU and non-EU). Estimates for Romania (for EU and non-EU) and Slovakia (for non-EU) are omitted due to a very low number of observations. Source: European Commission, Eurostat, cross sectional EU-SILC 2012.

¹⁶⁶ European Commission (2014). *The Poverty Risk of Migrants, Social Situation Monitor Research Findings*, <http://ec.europa.eu/social/main.jsp?catId=1050&intPageId=1914&langId=en> (accessed 22.03.2015).

¹⁶⁷ Brinbaum Y., Mogueureau L., Primon J-L. (2012). *Les enfants d'immigrés ont des parcours scolaires différenciés selon leur origine migratoire (Immigrant children have educational pathways differentiated by ethnic origin)*, in *Immigrés et descendants d'immigrés en France (Immigrants and descendants of immigrants in France)*, INSEE Références.

In addition, in some countries such as Germany, there are opportunity costs which may lead students from a migrant background to take up more immediately rewarding options such as paid vocational education and training. Financial barriers were also accentuated in countries where the initial teacher education period had been extended, thus creating an additional financial burden on potential candidates. In Ireland, the change from a one-year to a two-year postgraduate programme is one of the reasons for the reduction of participation rates of less advantaged socio-economic groups - including those with a minority and/or migrant background - between 2013 and 2014¹⁶⁸.

Over a third of country reports also reported that the **low prestige and low salaries** associated with the teaching profession contributed to some people from a migrant/minority backgrounds choosing more lucrative and prestigious careers. Whilst there is a lack of empirical evidence, it has been asserted that the perceived low status – reflected in low pay and perceived stressful working conditions – of the teaching profession has deterred many from a migrant/minority background from applying for initial teacher education courses. Opposition from parents who do not see teaching as a viable career option appears to be a key factor in certain cases. As one of the interviewed beneficiaries of the South East BME (Black and Minority Ethnic) initiative (case study 7) put it; ‘especially for the second generations, the issue is not about ethnicity; it is about social class and social mobility. Teaching is considered as a low status profession, and the more aspirational migrant groups would go for more prestigious professions’. Further research in the UK corroborates this view. Cunningham & Hargreaves’ study found that the perceived low status of the teaching profession deterred many ethnic minorities from applying for initial teacher education courses¹⁶⁹. This is backed by evidence from the Netherlands which asserts that 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 education¹⁷⁰. Finally, the low prestige and salaries within the teaching profession also appear to be part of a broader trend deterring members of the wider population (i.e. not just those from a migrant/minority background) from a career in teaching in Member States which have experienced a drop in the number of candidates in initial teacher education in comparison to previous years - for example, in Denmark, Bulgaria and the Romania¹⁷¹.

¹⁶⁸ Keane, E., Heinz, M., (2015). *Diversity in Initial Teacher Education (DITE) in Ireland: The Socio-demographic Backgrounds of Postgraduate Post-primary Entrants in 2013 & 2014*. *Irish Educational Studies*, Forthcoming.

¹⁶⁹ Cunningham, M., & Hargreaves, L. (2007). *Minority ethnic teachers' professional experiences: Evidence from the Teacher Status Project*. DfES Publications.

¹⁷⁰ Grootsholte, M. and Jettinghof, K. (2010). *Diversiteitsmonitor - Cijfers en feiten over diversiteit in het po, vo, mbo en op lerarenopleidingen (Diversity Monitor 2010 - Facts and figures concerning diversity in primary, secondary, vocational and teacher education)* The Hague: Education Sector Employment (Sectorbestuur Onderwijsarbeidsmarkt); and Severiens, S. et al. (2007). *Waarom stoppen zoveel allochtone studenten met de pabo? (Why do so many minority students drop-out of teacher education)*, Rotterdam: Risbo, Erasmus Universiteit.

¹⁷¹ For example, the EC's Eurydice study (2012) identified Romania as one of the countries with the lowest teacher salaries when compared to the country GPD per capita (less than 50% the GDP/capita): EC. (2012)

Whilst a **lack of confidence and awareness** of the teaching profession amongst those from a migrant and minority background was identified as a factor within the literature review and case studies, it was reported by only a handful of country reports as being a barrier to entering initial teacher education. As one of the interviewed stakeholders put it, those from a migrant/minority background 'do not understand how valuable it is to be multilingual and that this is a huge advantage also for their pupils'¹⁷². A lack of awareness of the application process for initial teacher education programmes was also reported in the case studies, for example in the case of the South East BME initiative (case study 7).

Entry requirements to initial teacher education places can also present **structural barriers** to entry for people of migrant/minority origin. For example, in France, students need to have French (or EU/EEA) nationality to take teaching exams. This excludes a significant number of minority/migrant groups in France such as those of North African origin who do not possess EU/EEA citizenship.

A **lack of inclusivity within the school environment** can also deter those from a migrant/minority background from opting for a teaching career – particularly if they themselves had negative experiences in schools. Examples include:

- In Cyprus, there have been a number of reports highlighting school segregation¹⁷³, as well as resistance against efforts seeking to integrate intercultural elements into the curricula by parents' and teachers' associations¹⁷⁴;
- In Denmark, there have been reports 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 background¹⁷⁵;
- Similarly, in one study in France, 58% of descendants of migrants who declared having been treated in an unfair way at school attributed it to their origin or

Teachers' and School Heads' Salaries and Allowances in Europe, 2011/12, Eurydice Report.
http://eacea.ec.europa.eu/education/eurydice/documents/facts_and_figures/salaries_EN.pdf. (accessed 30/3/2015).

¹⁷² *Horizante case study (Horizonte für angehende Lehrkräfte, Horizonte für angehende ErzieherInnen), Germany.*

¹⁷³ *European Commission against Racism and Intolerance/ECRI (2011). ECRI Report on Cyprus, Fourth Monitoring Cycle, <http://www.coe.int/t/dghl/monitoring/ecri/country-by-country/cyprus/CYP-CbC-IV-2011-020-ENG.pdf> (accessed 14.02.2015).*

¹⁷⁴ *Kyprianou, M. and Veziroglu, R. (2011). Racism and related Discriminatory Practices in Employment in Cyprus, European Network Against Racism/ENAR Shadow Report 2010-2011, available at: http://www.enar-eu.org/IMG/pdf/4._cyprus.pdf (accessed 24.04.2015).*

¹⁷⁵ *Quraishy, B. (2013). ENAR-Denmark Shadow Report 2011/2012: Racism and related discriminatory practices in Denmark, available at: <http://cms.horus.be/files/99935/MediaArchive/publications/shadow%20report%202011-12/Denmark.pdf> (accessed 24.04.2015).*

nationality, while 13% associate it to their skin colour (this reaches 56% among people of Sub-Saharan origins)¹⁷⁶;

- 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 researched¹⁷⁷.

This lack of inclusivity within schools can also reflect a lack of integration within wider society. The ghettoization of certain neighbourhoods, for example, can lead to an **insufficient understanding of 'cultural codes'** necessary to be a teacher. As observed in France, there is a 'need to learn social codes and appropriate language of the mainstream French population' for those who have grown up in ghettos¹⁷⁸.

5.3 Barriers to completion of initial teacher education

Although there is a lack of empirical evidence in the majority of Member States, available data appears to indicate that students with a migrant/minority background on initial teacher education (ITE) programmes drop out at a higher rate than 'native' ITE students (see section 2.3.2 for a review of the relevant available data). Based on evidence collated through the study, the following have been identified as key barriers faced by ITE students with a migrant/minority background to complete their training: financial costs to complete initial teacher education; lack of cultural and social support groups at the initial teacher education stage; a mono-cultural approach to initial teacher education; and discrimination encountered by ITE candidates from a migrant/minority background.

As noted in the previous section, initial teacher education involves a significant investment of **time and financial costs**. The lower average incomes of migrant groups in Europe¹⁷⁹ suggests that students from a migrant/minority background face, on average, greater financial challenges in completing initial teacher education than their peers. In France – similar to a number of other Member States (i.e. Cyprus, Greece) – teaching qualifications require a significant investment of time (at least 5 years of study). The evidence from the **Jobs of the Future: Teachers** (*Emplois d'Avenir Professeur - EAP*) case study (case study 2) suggests that students of disadvantaged socio-economic groups often struggle to fund prolonged tertiary studies, and often have to work in parallel.

¹⁷⁶ Brinbaum, Y., Primon, J-L. (2013). *Parcours scolaires et sentiment d'injustice et de discrimination chez les descendants d'immigrés (Educational pathways and sentiments of injustice and discrimination for descendants of migrants)*, *Économie et Statistique* N° 464-465-466.

¹⁷⁷ Teachers' Union of Ireland (2010). *Behaviour and Attitude Survey*, available at: http://www.tui.ie/Directive_on_Class_Size/news-events/%9146-of-respondents-aware-of-racist-incidents-in-schools-in-previous-month%92.1184.html (accessed 02.05.2015).

¹⁷⁸ *Emplois d'Avenir Professeur (EAP) case study (Jobs of the Future-Teachers)*, France.

¹⁷⁹ As indicated by the data collated through the EU-SILC survey, see <http://ec.europa.eu/eurostat/web/income-and-living-conditions/data/database> (accessed 24.5.2015).

Qualitative evidence collated in the study research also suggests that the **lack of cultural and social support groups** at the initial teacher education (ITE) stage is a barrier to completion. For example, one of the ITE students from the **Project Teaching staff with migration history in North Rhine-Westphalia** (*Projekt Lehrkräfte mit Zuwanderungsgeschichte in Nordrhein-Westfalen*) case study (case study 10) asserted that many ITE students with a migration history are from a non-academic background and have no one to support them in their studies or guide them in how to organise their work (e.g. family members). The **South East BME** case study (case study 7) in the UK also reported that the lack of support networks, as well as the lack of access to shadow teaching experiences (which were often gained through acquaintances and informal channels), were a significant contributory factor in students of migrant/minority origin dropping out of initial teacher education.

Other studies in Europe – for example in Sweden and the Netherlands – have highlighted that the predominant **mono-cultural approach to initial teacher education (ITE)** can act as a barrier by potentially isolating those ITE students who do not fit readily into this model¹⁸⁰. As a report from the OECD points out, the extent to which ITE students of a migrant/minority background feel part of the 'learning environment' – in other words, the extent to which they are socially and academically integrated – can play a significant role in successful completion of their studies¹⁸¹. Research from the US in particular links the culture of an educational institution or degree programme to the ethnic background of the student. For example, the study by Hobson, Horton and Owens – which looked at successful methods for keeping ethnic minority students in a degree programme – found that motivation, interaction with peers and lecturers, course content, challenging experiences, perceptions and expectations were all important factors¹⁸².

A number of studies in the UK and Germany have indicated that **racial discrimination** was found to impact upon the retention of trainee teachers from a migrant/minority background¹⁸³. A report by Wilkins and Lall reported a number of negative experiences faced by some student teachers with black and ethnic minority background in the UK such as social isolation, stereotypical attitudes amongst White peers and instances of overt racism, particularly in school placements¹⁸⁴. In Germany,

¹⁸⁰ Severiens, S. et al. (2007). *Waarom stoppen zoveel allochtone studenten met de pabo? (Why do so many minority students drop-out of initial teacher education?)* Rotterdam: Risbo, Erasmus Universiteit

¹⁸¹ OECD (2010). *Educating Teachers for Diversity: Meeting the Challenge*, p.140.

¹⁸² Hobson- Horton, L. and Owen, L. (2004). *From Freshman to Graduate: Recruiting and Retaining Minority Students*, *Journal of Hispanic Higher Education*, Vol. 3, pp.86-107.

¹⁸³ Basit, TN & McNamara O (2004). *Equal Opportunities or Affirmative Action? The Induction of Minority Ethnic Teachers*, *Journal of Education for Teaching*, vol. 30, pp 97-115; Basit TN, Roberts L, McNamara O, Carrington B, Maguire M & Woodrow D (2006) *Did they Jump or were they Pushed? Reasons why Minority Ethnic Trainees withdraw from Initial Teacher Training Courses*, *British Educational Research Journal*, vol. 32, pp 387-410; Carrington, B. & Skelton, C. (2003) *Re-thinking 'Role Models': Equal Opportunities in Teacher Recruitment in England and Wales*, *Journal of Education Policy*, 18(3): 1-13.

¹⁸⁴ Wilkins, C., Lall, R. (2011). *You've got to be tough and I'm trying': Black and minority ethnic student teachers' experiences of initial teacher education*, *Race Ethnicity in Education*, Volume 14, Issue 3: 365-386, available at: <http://diteireland.weebly.com/uploads/3/0/0/9/30097613/wilkins2011youvegottobetough.pdf> (accessed 20.05.2015).

a number of 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 ethnic or religious background. For example, a regional study on students in initial teacher education in Germany found qualitative evidence of discrimination during practical training and showed that any deficits of trainee teachers with a migrant background are often attributed to their background by career support staff¹⁸⁵. However it should be noted that these experiences did not necessarily lead to trainee teachers leaving their respective courses.

5.4 Barriers to entering the teaching profession

Following the completion of initial teacher education, barriers identified to entering the teaching workforce in the study research include: high levels of competition; a lack of targeted and affirmative recruitment practices in Member States; discriminatory recruitment practices; and prolonged or complicated processes for recognising foreign teacher qualifications.

High levels of competition for entry level positions in schools, as well as the potential **bias of certain assessors**, may detrimentally affect newly qualified teachers with a migrant/minority background. For example, in the Netherlands, when the skills and qualifications of a set of candidates were analysed, it was shown that schools avoided perceived 'risks' and thus often selected the candidate with a native background, rather than the candidate with the migrant/minority background with similar skills and qualifications¹⁸⁶.

Our research found **minimal evidence of targeted recruitment practices** seeking to recruit teachers from a migrant/minority background into schools, as illustrated by the example below:

¹⁸⁵ Wojciechowicz, A. (2013). ‚Kulturelle Differenz‘ als positionszuweisendes Deutungsmuster von Akteurinnen und Akteuren in der Praktikumsbegleitung von Lehramtsstudierenden aus Einwanderungsfamilien (Cultural difference as determining pattern of interpretation of actors in the supervision of practice elements of initial teacher education students with migration background) , in Bräu, K. Georgi, V., Karakaşoğlu, Y., Rotter, C. (eds.), *Lehrerinnen und Lehrer mit Migrationshintergrund - Zur Relevanz eines Merkmals in Theorie, Empirie und Praxis (Teachers with migrant background - on the relevance of an attribute in theory, empiricism and practice)*.

¹⁸⁶ Grootsholte, M. and Jettinghof, K. (2010). *Diversiteitsmonitor. Cijfers en feiten over diversiteit in het po, vo, mbo en op lerarenopleidingen (Diversity Monitor 2010 - Facts and figures concerning diversity in primary, secondary, vocational and teacher education)*. The Hague: Education Sector Employment (Sectorbestuur Onderwijsarbeidsmarkt).

In the Netherlands, a schools survey 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 policy¹⁸⁷. 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-thirds of the schools find it important to have teachers with a migrant/minority background as role models¹⁸⁸. As such, whilst a significant number of education professionals in the Netherlands acknowledge that employing teachers with a migrant/minority background is important, it appears that only a small proportion of schools are actively seeking to address this through targeted recruitment policies.

Although there is only limited substantive evidence of **discriminatory recruitment practices within schools**, it is clear that fear of discrimination can discourage teachers from applying for positions, particularly in schools with few pupils of migrant/minority origin. Research in the UK found that ethnic minority teachers' fears of discrimination often led them to seek work in schools based in more ethnically diverse areas¹⁸⁹. Additionally, studies indicate that teachers in Germany with a migration background fear discrimination during the application process¹⁹⁰. Two other country reports also highlighted specific legal cases brought forward by teachers with a migrant/minority background:

- In Italy, a recent Italian court ruling in March 2015 - originally put forward by two teachers with a migrant background residing in Italy - indicates evidence of discrimination within the recruitment process. 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 when these look to recruit new teachers. The court ruled that the requirement of holding Italian or EU citizenship to apply for state-funded teaching positions discriminatory¹⁹¹;

¹⁸⁷ Berg, D. van den, Dijk, M. van and Grootsholte, M. (2011). *Cijfers en feiten over diversiteit in het po, vo, mbo en op lerarenopleidingen (Diversity Monitor 2011 - Facts and figures concerning diversity in primary, secondary, vocational and teacher education)*, The Hague: Education Sector Employment (Sectorbestuur Onderwijsarbeidsmarkt).

¹⁸⁸ Grootsholte, M. and Jettinghof, K. (2010). *Diversiteitsmonitor - Cijfers en feiten over diversiteit in het po, vo, mbo en op lerarenopleidingen (Diversity Monitor 2010 - Facts and figures concerning diversity in primary, secondary, vocational and teacher education)*, The Hague: Education Sector Employment (Sectorbestuur Onderwijsarbeidsmarkt).

¹⁸⁹ See for example: McNamara, O., Howson, J., Gunter, H., & Fryers, A. (2009). *The leadership aspirations and careers of black and minority ethnic teachers*, NASUWT. (McNamara, Howson, Gunter, & Fryers 2009)

¹⁹⁰ Georgi, V., Ackermann, L., & Karakas, N. (2011). *Diversity in the teacher's lounge. Self-conception and school integration of teachers of migration background in Germany*; Lengyel, D., & Rosen, L. (2012). *Diversity in the teacher's lounge?! - First insights into a teaching and research project with teacher trainees of migration background at the University of Cologne*.

¹⁹¹ CUB (2015). *Requisito della cittadinanza italiana per l'accesso alle graduatorie' la CUB vince ricorso dal Giudice del lavoro (The requirement of Italian citizenship for the access to substitute teacher candidate lists' CUB wins appeal at the tribunal)*, March 2015, accessed at: <http://www.cub.it/index.php/CUB-Scuola-Universita-Ricerca/ricorso-al-tar-sul-requisito-della-cittadinanza-italiana-per-l-accesso-alle-graduatorie-la-cub-vince.html> (accessed 24.04.2015).

- A similar case was also reported in Slovakia, in which the claimants cited racial discrimination when applying for teaching jobs at several schools over a period of 4 years without success. The court ruled, however, that no discrimination practices were found in the subsequent inspection by state authorities¹⁹².

In terms of **religious barriers**, the high number of faith schools and the perception amongst the minority/migrant community that these are sometimes not inclusive workplaces was also highlighted as a barrier to applying for positions in these schools. In Ireland, 96% of primary schools are under the patronage of the Catholic Church, whereas many more recent migrant groups have a more diverse religious profile than the majority population. 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. Schools in Ireland are also currently exempt from the provisions of the Employment Equality Act (Section 37i), and therefore schools can recruit teachers on the basis of faith 'in order to maintain the religious ethos of the institution'¹⁹³. The impact of the ban in some Member States on teachers displaying religious affiliation was also identified as a barrier. For example, in France, civil servants, including teachers, are forbidden from displaying any signs of religious affiliation (i.e. Christian crosses, Muslim veils, Jewish kippahs, etc.) according to law 2004-228 of 15 March 2004. This may dissuade certain groups of migrant/minority origin from entering the teaching profession, as well as deterring others to train to become teachers.

Finally, the process of **recognising foreign teacher qualifications** was highlighted as a barrier in five country reports: Belgium, Hungary, Portugal, Spain, and Sweden. Evidence from these countries indicates that the process can be relatively lengthy and burdensome, with reportedly minimal opportunities in some countries to 're-qualify' or attend additional training to obtain any missing country-specific qualifications. In Portugal, the recognition of foreign teaching diplomas follows a complex procedure sets by law. Foreign diplomas have to be recognised as academic qualifications by a Portuguese university, which will assess the relevant documentation and examine the academic curriculum and final dissertation of applicants¹⁹⁴. In Belgium, on the other hand, the issue appears to relate to the recognition of qualifications (not just teaching qualifications) obtained abroad. The Regional Integration Centres (CRI) in Wallonia state that 40% of the people who use their services have a diploma that has not been

¹⁹² 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 Samkové ukázali diery v zákone, 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> (accessed 24.04.2015).

¹⁹³ Section 37i of Employment Equality Act (2004), <http://www.irishstatutebook.ie/2004/en/act/pub/0024/> (accessed 02.05.2015). See also: Coolahan, Hussey, Kilfeather, (2012). *The Forum on Patronage and Pluralism in the Primary Sector- Report of the Forum's Advisory Group*, <https://www.education.ie/en/Press-Events/Conferences/Patronage-and-Pluralism-in-the-Primary-Sector/The-Forum-on-Patronage-and-Pluralism-in-the-Primary-Sector-Report-of-the-Forums-Advisory-Group.pdf> (accessed 02.05.2015)

¹⁹⁴ See Ministry of Education and Science, <http://www.dges.mctes.pt/NR/rdonlyres/DEF331EC-2119-4F03-9B52-F322F3C42FBB/5397/Guia17vers%C3%A3ofinal270410.pdf> (accessed 10.04.2015).

recognised in Belgium¹⁹⁵. Previous research in the country has also indicated 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-demanding¹⁹⁶. In addition, evidence from certain countries, such as Hungary, indicates that the process of recognising foreign teaching diplomas is more difficult for migrants from third countries than for migrants from within the EU.

5.5 Barriers to staying in the teaching profession

Identified barriers to remaining in the teaching workforce from the study research include: burn-out due to working in less well-resourced schools; relative marginalisation/isolation as the 'minority staff member' within the teaching workforce; a lack of desire to play the role of the 'intercultural ambassador'; discrimination in the workplace; and a lack of career progression.

Although, as seen in Chapter Three, there is a lack of data on the drop-out rates of teachers with a migrant/minority background across the EU28, there is some research within the US which may be relevant to some Member States in the EU. For example, Ingersoll & May (2011) found higher attrition rates for non-white teachers than white teachers in the United States¹⁹⁷. According to Villegas et al. (2012), this high attrition rate could be due to the fact that **ethnic minority teachers often teach in high-poverty, high ethnic minority, urban schools where the working conditions tend to be challenging for all teachers**¹⁹⁸. This may also apply in European countries with highly diverse populations in certain urban areas, such as the UK, France, Germany and the Netherlands.

There is also evidence that teachers with a migrant/minority background can **feel marginalised or distinct** to other members of the staff. Many of the teachers consulted in a recent study in Germany voiced their desire to become a 'normal' part of the school staff rather than as an intercultural ambassador¹⁹⁹. For many of the teachers, this desire arose from an uncertainty about their role in the school – particularly in terms of when and to what extent they should use their own language resources inside and outside of the classroom. Similarly, research carried out by Cunningham and Hargreaves in the UK found that many of the teachers in the study felt that the national curriculum prevented them from fully supporting pupils from a minority background²⁰⁰. For instance, some teachers in the study felt that school leaders had excessively rigid and prescriptive interpretations of the national

¹⁹⁵ CEMIS (2014). *Integration of Vulnerable Migrant Groups, ASSESS national report Belgium*, available at: https://lirias.kuleuven.be/bitstream/123456789/470736/2/2014_ASSESS_national-report-belgium.pdf (accessed 24.04.2015).

¹⁹⁶ *Ibid.*

¹⁹⁷ Ingersoll, R., & May, H. (2011). *Recruitment, retention and the minority teacher shortage*.

¹⁹⁸ Villegas, A. M., Strom, K., & Lucas, T. (2012). *Closing the racial/ethnic gap between students of color and their teachers: An elusive goal*.

¹⁹⁹ Lengyel, D., & Rosen, L. (2012). *Diversity in the teacher's lounge?! – First insights into a teaching and research project with teacher trainees of migration background at the University of Cologne*.

²⁰⁰ Cunningham, M., & Hargreaves, L. (2007). *Minority ethnic teachers' professional experiences: Evidence from the Teacher Status Project*. DfES Publications.

curriculum, which led to a mono-cultural focus that holds other cultures in low esteem. According to the teachers, this type of interpretation hinders their ability to develop content that is responsive to the needs of ethnic minority pupils and imparts culturally relevant knowledge to them. Whilst there is no specific evidence that such experiences lead teachers with a migrant/minority background to leave the profession, it is logical to assume that it is a cumulatively demotivating factor in their day-to-day role.

Whilst **discrimination** against potential and practising teachers of a migrant/minority background was reported as a barrier to remaining in the profession by over 60 percent of country reports, there was little direct evidence cited specific to the teaching profession. The majority of country reports focused upon evidence of discrimination against migrants and minorities in the labour market more generally. Based upon the literature review, evidence on the impact of discrimination on teachers with a migrant/minority background seems to be based primarily on data from surveys and qualitative case studies and is limited to individual countries. For example, a study on the experience of 200 teachers with a migrant background conducted at the Humboldt University Berlin²⁰¹ found 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. For some of the stakeholders interviewed as part of the **Leadership, Equality and Diversity Fund** case study (case study 3), discrimination has become more pronounced within the education sector, and linked to issues concerning extremism in the country²⁰². Similarly, evidence from France reported that the impact of the current international context – such as rise of Islamist movements and recent national terrorist attacks (i.e. Charlie Hebdo) – provided a difficult context for teachers of Muslim origin.

A **lack of career progression** amongst teachers from a migrant/minority background has also been identified as a barrier. In the Netherlands, teachers with a migrant or minority background felt they must prove their abilities more than their majority colleagues, and also appeared to be less satisfied with their level of career progression in comparison to their colleagues²⁰³. In the UK – one of the exceptions where such

²⁰¹ Georgi, V. (2010). *Lehrende mit Migrationshintergrund in Deutschland: Eine empirische Untersuchung zu Bildungsbiographien, professionellem Selbstverständnis und schulischer Integration (Teachers with migration background in Germany: An empirical study on education biographies, professional self-image and school integration)*, unpublished, press information here: http://www.fu-berlin.de/presse/informationen/fup/2010/fup_10_281/index.html (accessed 26.02.2015).

²⁰² Leadership, Equality and Diversity Fund case study, National College for Teaching and Leadership (NCTL), UK.

²⁰³ Berg, D. van den, Dijk, M. van and Grootsholte, M. (2011). *Cijfers en feiten over diversiteit in het po, vo, mbo en op lerarenopleidingen (Diversity Monitor 2011 - Facts and figures concerning diversity in*

data is collated - the Department for Education School Workforce Census data indicates that, over the 2012 school year, 2.4% of headteachers and 4.2% of deputy and assistant heads are from a Black and Minority Ethnic (BME background), compared to an overall proportion of 6.9% teachers from a BME background across the teaching workforce²⁰⁴. The lack of promotion and career prospects can reduce the motivations for some belonging to this group to remain in the profession. The lack of diversity within key school bodies - such as school governing boards - can also act as a barrier to promoting diversity amongst the senior leadership of the school workforce.

Finally, in a number of Central and Eastern European Member States, there have also been **legislative and policy changes which have had implications for national minority teachers**. In Lithuania for example, stricter language requirements for national minority teachers have been introduced in the amended Law on Education (XI-1281, coming into force on 1st September 2012), which requires that teachers who obtained their training in Russian or Polish language instruction during the Soviet times to have a specified higher proficiency level of Lithuanian. This was regarded by many to be a particular issue for the majority of teachers from minority schools - especially those in rural areas - to fulfil these requirements. However, minority teachers can access intensive language training courses and are offered free tuition in Lithuanian to obtain the required level²⁰⁵. In Estonia, new language requirements can also present a barrier to teachers in Russian medium schools since teachers must now have the 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%)²⁰⁶. The inadequate language proficiency of Russian-speaking teachers in Estonian is also likely to impact upon their continuing 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 peers²⁰⁷. It is not known how many teachers have subsequently left the profession as a result of these recent language requirements.

primary, secondary, vocational and teacher education), The Hague: Education Sector Employment (Sectorbestuur Onderwijsarbeidsmarkt).

²⁰⁴ Department for Education (2013). *Statistics: School workforce*. Available at <https://www.gov.uk/government/collections/statistics-school-workforce> (accessed on 17.07.2015).

²⁰⁵ Sirius (2012). *Lithuanian country overview - policy implementation analysis*.

²⁰⁶ Ministry of Education and Research (2014). *Analüüs ja ettepanekud eesti keele õppe tõhustamiseks põhikoolis (Analysis and proposals for improving the efficiency of Estonian language teaching in basic schools)*, available at

https://www.hm.ee/sites/default/files/analuus_ja_ettepanekud_eesti_keeale_õppe_tõhustamiseks_põhikoolis.pdf (accessed 24.04.2015).

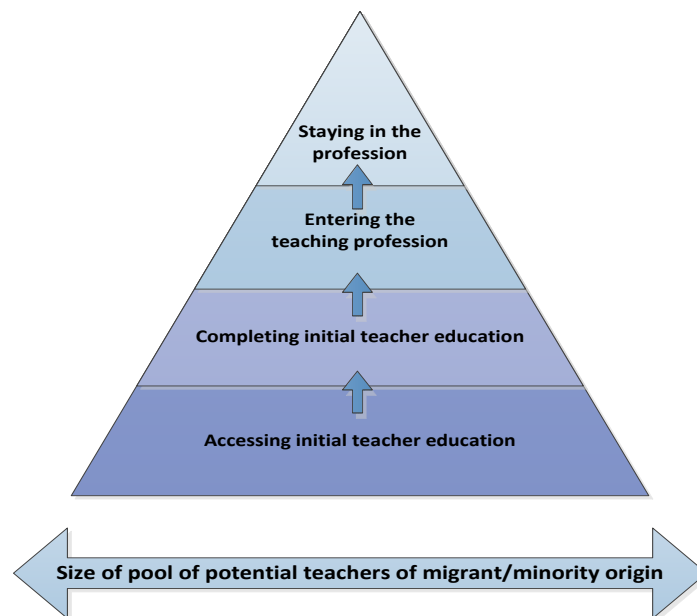
²⁰⁷ Kirss, L. (2010). *Eraldatud haridus, eraldatud kodanikud, (Divided education, divided citizens), Praxis*, URL: http://www.praxis.ee/wp-content/uploads/2014/03/2010_Eraldatud_haridus_eraldatud_kodanikud.pdf.

5.6 Summary

The barriers presented above along the different stages of the ‘teacher pathway’ are intersectional and cumulative. There was evidence of barriers at each stage of the pathway, the impact of which is likely to be compounded over time when progressing along the teacher pathway.

Evidence from the study suggests that the barriers faced by those from a migrant/minority background seeking to enter initial teacher education are more prevalent than those experienced by migrant/minority teachers working in schools. As such, it can be hypothesised that a large number of potential teachers of migrant/minority origin may leave the ‘pathway’ before beginning or completing initial teacher education, and thus that the pool of teachers of migrant/minority background diminishes at each stage of the ‘pathway’ with each new set of barriers. Those who do complete the journey to the final stage (staying in the teaching profession) can be considered to be highly resilient, and are likely to remain within the profession. This decline in the numbers of potential teachers of migrant/minority origin can be illustrated as a pyramid, as seen below.

Figure 4.1 Impact of barriers on the pool of potential teachers of migrant/minority origin when progressing through the teacher pathway



This process is not, however, linear. The extent and impact of the identified barriers varies significantly for different minority and migrant groups. It is also dependent on a range of factors such as: the national (and regional) context; the relative size of the migrant/minority population; and the timing of migration flows.

6.0 Mapping of the policy landscape

6.1 Introduction

Over the past two decades, governmental and non-governmental actors at Member State level have taken a variety of approaches to tackle the spectrum of barriers outlined in Chapter Four with the aim of increasing the diversity of the teaching workforce with regards to migrant and/or minority background. Using the concept of the 'pathway' introduced in the previous chapter, these policies and initiatives can be divided into four broad categories: those aimed at 1) attracting more pupils to take up initial teacher education; 2) supporting students in initial teacher education to finalise their studies; 3) helping trained teachers to access the profession; and, 4) supporting teachers within the profession. Individual policies, strategies or initiatives may address one or more stages of this pathway.

As part of the country level research for this study, national experts mapped existing policies, strategies and initiatives seeking to tackle the issue of teacher diversity in their respective Member States. The 28 full country profiles can be consulted in Annex One of this report. The experts reviewed research and literature and conducted interviews where necessary to collate information on the rationale, target groups, actors involved in design and delivery, as well as the key activities, tools and mechanisms to address these barriers of the different policies. This chapter presents the findings from this mapping of policies, strategies and initiatives, thereby providing an overview of the policy landscape for increasing teacher diversity in Europe. This chapter is structured as follows:

- It first discusses cross-country differences in the prevalence of policies, strategies and measures, highlighting those countries where many policies exist to address these barriers and others where there are none or only a limited number of relevant policies in place;
- Then, it provides an overview of existing policies at different stages of the teaching 'pathway': 1) attracting more pupils to take up initial teacher education; 2) supporting students in initial teacher education to finalise their studies; 3) helping trained teachers to access the profession; 4) supporting teachers within the profession. It highlights the rationale behind each of these types of policies, the key target groups, actors and different activities, tools and mechanisms employed;
- Finally, a brief summary of the key findings is provided.

Throughout the chapter, examples of good or interesting practice from the case studies are presented in boxed format in the relevant sections. Summarised versions of every case study can be found in Annex Two of this report.

It should be noted that, as stated in the introduction to this report, an inclusive approach has been taken to the measures presented in this chapter which include policies, initiatives, strategies and other measures implemented by a range of actors. The term 'policies' is used in several instances to englobe the range of measures,

policies, initiatives and programmes implemented and should not be understood in the narrow sense of governmental policy.

6.2 The prevalence of policies, strategies and initiatives across the EU28

The country experts identified and explored a wide selection of measures promoting teacher diversity in the context of the country profiling phase; the final set comprised 67 relevant policies and initiatives. It is important to note however from the outset that only a small number of measures had the clear objective of increasing diversity in the teaching profession. A much larger number of policies and initiatives target diversity in the classroom more widely, including through curriculum reform, learner-centred approaches, or intercultural education to deliver education in more diverse classroom settings, but these policies are outside the scope of this particular study. Notably, even where increasing teacher diversity was one of the key objectives or activities, it was often implemented alongside other mechanisms aimed at improving the situation of migrant and/or minority pupils, such as upskilling the existing teaching workforce in intercultural education, or indirectly, for example by the provision of teaching in the pupil's native languages.

The 67 policies and initiatives identified which did seek to increase the diversity of teaching staff are primarily clustered in few Member States. More than 80% of all identified policies are found in the following 12 countries: Austria (5), Belgium (4), Cyprus (5), the Czech Republic (4), Denmark (4), Finland (5), France (3), Germany (7), Greece (5), Italy (3), Sweden (3) and the United Kingdom (6). In some other countries - including Bulgaria, Ireland, Malta, Poland, Slovakia and Slovenia - national experts did not identify any relevant policies with the specific aim of increasing teacher diversity.

By comparing the number of relevant policies to the share of 15-year old migrant learners (as set out in Chapter Two), we can see that there often seems to be a positive relationship between the share of migrant learners and the number of relevant policies identified. For example:

- Austria, Germany and the UK feature relatively high shares of migrant learners and were found to have a relatively large number of relevant policies to increase the diversity of the teaching workforce;
- At the other end of the spectrum, a number of Central and Eastern European Member States - namely Bulgaria, Poland and Slovakia - as well as Malta, have very small shares of migrant learners and no policies addressing teacher diversity were identified.

However, this relationship is far from perfect, with some countries featuring high shares of migrant learners (e.g. Ireland, Slovenia and the extreme outlier case Luxembourg) and no/limited relevant policies identified in these countries. Due to a lack of data on the proportion of minority learners, it is not possible to perform the same comparison with this population.

Overall, we can conclude that, while some Member States have identified the need for and the relevance of increased diversity of the teaching profession in their national contexts, others either have not identified the need or have chosen not to implement policies in this field. The absence of policies targeting teacher diversity does not of course indicate that these Member States do not implement any initiatives targeted at improving the outcomes of migrant and/or minority learners and/or addressing diversity in the classroom; however, it does often mean that these initiatives tend to focus on other approaches such as intercultural education or diversity training for teaching staff.

Qualitative evidence from the case study research suggests that a number of Member States, which may have been front-runners in developing and implementing policies, strategies and initiatives to increase teacher diversity, such as Germany and the United Kingdom, are in the process of phasing out some of these policies. This shift appears to be due to changing political priorities and a greater focus on 'diversity' more generally (including age, gender, disability, sexual orientation), without specifying migration or minority background as 'filters' for support.

Before moving on to the detailed mapping of the policy landscape in the following subsections, it should be noted that the policies, strategies and initiatives under analysis are only a sample of potentially relevant policies, as selected by national experts. Hence, the mapping of policies is illustrative of the approaches to increasing teacher diversity implemented throughout the European Union rather than comprehensive. For instance, while some national experts cited policies focusing on the recognition of foreign teaching qualifications as relevant policies, they often did so in the absence of other more specific policies developed to increase teacher diversity. The fact that similar procedures for the recognition of teaching qualifications are not mentioned in other countries does not mean that do not exist, but rather that other, more specific policies are of greater interest.

6.3 Policies to attract pupils to take up initial teacher education

6.3.1 Rationale

As outlined in Chapter Two, there are a number of obstacles for pupils from a migrant and/or minority background to take up initial teacher education. These obstacles can, on the one hand, relate to 'soft barriers' such as a lack of confidence and knowledge to identify teaching as a desirable and feasible career choice and, on the other hand, to 'hard barriers' such as the lack of qualifications, language skills or financial resources needed to take part in initial teacher education. The policies presented below aim to address both types of barriers.

6.3.2 Target groups and actors

Unsurprisingly, the main target group for the policies identified in this category are potential students of initial teacher education with a migrant or minority background. Some policies do not exclusively target potential students based on migrant or minority characteristics, but more widely address potential students from disadvantaged backgrounds (as is the case for the French measures for example) or

those entering the profession from more diverse pathways, e.g. after having already attained different qualifications (as is the case for the German measures **Horizons** (*Horizonte*) (case study 1) and **Practically oriented training for pre-school teachers** (*Praxisorientierte Erzieherausbildung - PIA*) for example). While not generally made explicit, these policies typically target people of a migrant/minority background who are residing in the country and have undertaken part – or all – of their education and training in the country, in contrast to newly-arrived migrants. The majority of policies, initiatives and measures discussed below addresses potential students of initial teacher education for all ISCED levels. Where pre-primary teachers (ISCED level 0) are trained via vocational education and training, such as in Germany, specific measures sometimes exist for this target group.

With regards to the key actors involved in the design and delivery of the policies, the vast majority are developed and implemented by initial teacher education institutions, sometimes in collaboration with local migrant organisations (e.g. in the case of the **'We want you days'** in Salzburg, Austria). Ministries of education and related bodies are primarily involved when it comes to the implementation of nationwide scholarship/financial support programmes (e.g. in the case of the two French measures focused on financial support presented below) or in the provision/regulation of specific teacher education programmes for minority groups (e.g. in the Finnish case). Several policies in Germany were initiated by charitable organisations, such as the Hertie and Zeit Foundations, and developed and implemented locally involving the relevant ministries and initial teacher education institutions. Stakeholders who feature less prominently in this category of policies are teacher networks, except the Belgian project **Choose consciously the teaching profession** (*Klimop! Bewuster kiezen voor het beroep leraar*), implemented by the Flemish network of teacher trainers.

It stands out that, while the vast majority of measures is developed and implemented by one key actor alone, the two German measures (e.g. **Horizons** (*Horizonte*) (case study 1) and the **Campus for pupils - more migrants are becoming teachers** (*Schülercampus - mehr Migranten werden Lehrer*)) involve local partnerships of relevant actors, including charitable organisations, the responsible ministries and providers of initial teacher education.

6.3.3 Key activities, tools and mechanisms

Policies and initiatives identified aimed at attracting pupils to take up a career in teaching include information and awareness-raising campaigns aiming to highlight teaching as a viable career option, the provision of financial support through scholarships and paid work experience, as well as specific initial teacher education programmes for national minorities.

Information and awareness-raising campaigns

The most frequently observed tools for attracting young people with a migrant and/or minority background are information and awareness-raising campaigns which highlight teaching as a viable career option. This type of approach is most frequently applied at local level and at the initiative of individual providers of initial teacher education .

In Germany for example, a nationwide programme which is implemented in collaboration with local universities is the **Campus for pupils - more migrants are becoming teachers** (*Schülercampus - mehr Migranten werden Lehrer*). Since 2008, the ZEIT Foundation and the Federal Office for Migration and Refugees have implemented targeted career counselling for students at upper secondary level who are interested in a teaching career and who have a migration background. The first Schülercampus took place in Hamburg, but since then the project has been transferred to 10 Länder across Germany with workshops delivered in 15 locations. Schülercampus offers a 4-day intensive, residential engagement opportunity for upper secondary students (age 16 upwards) with a migration background to enable them to explore the opportunities and requirements for becoming a teacher. It involves: individual and group activities, seminars, question and answer sessions; practical work experience in a school to enable participants to explore different aspects of the profession such as access qualifications, studying, salary and progression and personal qualities required for teaching; and, direct discussion and exchange opportunities with teaching students who have a migration background. Participation enables young people to make an informed decision about a career as a teacher and provides the starting point for local support networks.

A similar initiative is implemented at the initial teacher education institution in Salzburg (Austria), which organises '**We want you!**' days for migrant pupils in cooperation with migrant associations where pupils are introduced to teaching as a career option. Similarly, this approach is adopted by an initial teacher education institution in proximity to Stockholm (Sweden) with a conscious diversity and intercultural profile, which has set itself the goal of recruiting student teachers from the impoverished suburbs south of Stockholm which also tend to be ethnically diverse. In the UK, a specific policy focus is to increase the share of teachers from Black and Minority Ethnic (BME) groups in the teaching profession. Between 2007 and 2009 the Teaching Development Agency (TDA), a former Government agency that was responsible for initial teacher education and continuing professional development of teachers, managed a £6 million (over €8 million) initiative to encourage people from BME communities to enter the teaching profession.

In Denmark, one teacher education institution (**KDAS**) has been a pioneer with regards to diversity in initial teacher education. As a college where the share of students in initial teacher education from migrant and/or minority backgrounds was already significant, the school received just over 500,000 DKK (approximately €67,000) from the Ministry of Education for two simultaneous projects, which had the aim of attracting and retaining more candidates with a migrant background in initial teacher education. Activities implemented involved advertising in relevant media, the use of role models and mentors, and training of faculty staff. The role models, who were students with a migrant background in initial teacher education, visited schools and participated in educational fairs in order to inform potential future candidates in initial teacher education about KDAS and the programme of study. KDAS also conducted small-scale interviews with faculty and candidates of migrant origin in initial teacher education in order to better understand the barriers to recruitment and retention in initial teacher education (ITE).

Also using a research perspective to address the issue, the Belgian project **Choose consciously the teaching profession** (*Klimop! Bewuster kiezen voor het beroep leraar*) consulted 51 pupils with a migrant background to understand their perceptions of the teaching profession and subsequently launched a website informing potential ITE candidates with a migrant background about their career options. The website contained filmed testimonies of teachers, concrete information about initial teacher education in Antwerp and a test to the person's fit to the teaching profession. A further research project which aimed to generate knowledge regarding the recruitment of BME minority groups to the teaching profession in the UK was the **South East BME Project** (case study 7). This project is a regional collaboration of institutions of initial teacher education (ITE) that was funded by pooling BME recruitment and retention budgets held within the individual institutions (both internal budget and 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 which might otherwise have been possible with disparate, smaller budgets at an individual institution level. Activities focused on how teaching is communicated and perceived and on the factors which may contribute to disproportionate rejection rates of BME applications to initial teacher education and access to work experience in schools. The study mainly contributed to the generation of knowledge regarding BME applicants' recruitment and retention in initial teacher education and in the teaching profession.

While most of the above measures focus on attracting young people to become teachers of compulsory education, the German initiative **Prepared for the Pre-school Institution** (*Fit für die Kita*) explicitly targets young people to take up training to become early-childhood teachers. Implemented by the charitable Hertie Foundation, the initiative organises three-day job orientation seminars for students with a migrant background and those considering a change in career with some experience in pedagogy. The seminars revolve around questions such as 'Am I a good fit for the profession?' or 'How can I finance the training?'. Participants also visit pre-school and initial teacher education institutions. Each seminar involves around 30 participants and has been replicated in different settings. Based on the experiences in the seminar, a training guidebook for the implementation of the seminar has been developed for the use of local authorities amongst others.

Financial support

Four policies which address the financial barriers experienced by some pupils from a migrant and/or minority background to take up initial teacher education (ITE) were identified. All identified policies were located in France or Germany. Financial support comes in the form of specific scholarship programmes for ITE students specifically with a migration (or, in the French case, disadvantaged) background or in the form of a salary while undertaking practical training/part-time work placements.

The only scholarship programme which specifically targeted students in initial teacher education identified was the **Horizons** (*Horizonte*) (case study 1) programme in Germany (see case study below).

Horizons (*Horizonte*), Germany (case study 1)

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

Type of measure

Implemented by the charitable Hertie foundation, *Horizonte* comprises two scholarship programmes: one for students in initial teacher education (*Horizonte für angehende Lehrkräfte*), and one for pre-primary teachers/instructors in initial teacher education (*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 with a migrant background in initial teacher education. It aims to enable them to make use of their personal experience with cultural diversity in their daily work in schools and early childhood institutions²⁰⁸ 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'²⁰⁹), support.

- The teacher programme is a two-year programme and comprises²¹⁰ 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 teacher programme is a three year programme and comprises²¹¹:

- Financial support of €550 per term and one-off support for the purchase of IT equipment of €750;
- In-kind support, including seminars, study workshops on topics such as 'the early childhood institution and its social environment'. Additionally, there are networking events, also involving participants of the training programme for primary and secondary school teachers.



²⁰⁸ *Horizonte (2015a). Projektskizze: das Horizonte-Programm für angehende Lehrkräfte mit Migrationshintergrund (project sketch: the Horizons Programme for initial teacher education students with migrant background), 15.01.2015; Horizonte (2015b). Projektskizze: Das Horizonte-Programm für angehende Erzieherinnen und Erzieher (project sketch: the Horizons Programme for early-childhood teachers in training with a migrant background), 15.01.2015.*

²⁰⁹ *Idealistic support is typically understood to be non-material support, and often consists of moral support, value and personality development and networking.*

²¹⁰ *Horizonte (2015a). Projektskizze: das Horizonte-Programm für angehende Lehrkräfte mit Migrationshintergrund (project sketch: the Horizons Programme for initial teacher education students with migrant background).*

²¹¹ *Horizonte (2015b). Projektskizze: Das Horizonte-Programm für angehende Erzieherinnen und Erzieher (project sketch: the Horizons Programme for early-childhood teachers in training with a migrant background), 15.01.2015.*

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 alumni²¹². Upon completion in 2017, the programme will have supported 200 initial teacher education candidates²¹³. As of January 2015, the pre-primary teacher programme had 34 participants, as well as 11 alumni²¹⁴.

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.

Also in Germany, a pilot project with a focus on pre-primary teachers - **Practically oriented training for pre-school teachers** (*Praxisorientierte Erzieherausbildung - PIA*) - offers an alternative entry route to becoming a pre-school teacher, in particular for those for which pre-school initial teacher education is not otherwise a financially viable option. In contrast to the usual training - which is primarily school-based and unpaid apart from the final practical year - PIA: a) pays a training allowance for all three training years, b) has a stronger practical component, and c) targets applicants with completed vocational training diplomas or university entry qualifications. One of the announced aims is to attract specific groups to pre-school initial teacher education, such as men, mature students and people with a migrant background. In 2014/2015 more than 1,400 students started the programme.

In a similar manner, the French government initiative **Jobs of the Future: Teachers** (*Emplois d'avenir professeur - EAP*) (case study 2) seeks to provide an alternative entry route to teaching in order to address financial barriers for students from disadvantaged backgrounds. The aim is to allow a greater number of students to complete the higher studies necessary to enter the teaching profession in France (five years of tertiary education) and thus ensure that the teaching profession better reflects the sociological composition of French society. Based on meeting certain criteria (i.e. students who already receive a grant based on social criteria, students who have lived/went to school for at least 2 years in a 'sensitive urban area' (ZUS) or in a 'priority education' school establishment, etc.), EAP beneficiaries receive an average income of 900 euros per month. The students carry out a part-time job in a school (approximately 12 hours per week) with an in-house tutor, and also carry out theoretical studies at a university/ initial teacher education institution.

While the above programmes target students in teacher or educator training, the **Grant for diversity in the public service** (*Allocation pour la diversité dans la fonction publique*) provides grants to support able candidates to take part in competitions to enter the civil service, including the teaching profession. The amount of financial support varies depending on the region. In Poitou-Charentes, for example,

²¹² Horizonte (2014). *Fact Sheet, December 2014*.

²¹³ Interviewee information, Lezius.

²¹⁴ Horizonte (2015b). *Projektskizze: Das Horizonte-Programm für angehende Erzieherinnen und Erzieher (project sketch: the Horizons Programme for early-childhood teachers in training with a migrant background), 15.01.2015*.

the grant amounts to 2,000 euros. Those who wish to apply for a grant complete an application form and are selected based on income levels, prior academic results and considerations of any material, family-related, educational or social difficulties the candidate may have faced.

Specific initial teacher education programmes

A number of countries provide specific initial teacher education programmes for national minorities, which may be a way to attract young people with a minority background to the profession. This is in particular the case in countries with important linguistic or cultural minorities, such as Cyprus, Denmark, Estonia, Finland, Greece and Hungary. This includes the **Narva College** (case study 4) in Estonia, which was founded in 1999 and is the only institution of higher education in Estonia which focuses mainly on the preparation of teachers for Estonian schools with Russian as the language of instruction. There is also specialised teacher education for the Sami (at the University of Oulu since 2001), Roma (at the University of Helsinki) and Swedish (at the University of Helsinki and the Abo Akademi University in Turku) minority teachers in Finland. In Greece, the **Special Pedagogical Academy of Thessaloniki (EPATH)** trains teachers from minority groups, notably the Muslim group in Thrace, to be able to teach at minority schools. In Denmark, a Masters Degree in Education has been newly set up to qualify candidates for teaching in schools for the German-speaking minority population. In Hungary, while not only focused on entry into initial teacher education, the **Network of Christian Roma Specialisation Colleges** (*Keresztény Roma Szakkollégiumi Hálózat*) aims at increasing the number of Roma professionals including teachers and supports them towards the acquisition of a degree.

6.3.4 Gaps in policy provision

One of the key barriers identified across Member States for the take-up of initial teacher education courses and programmes was the lack of the appropriate qualifications needed to enter the training. In the Austrian education system for example, young people with a migrant and/or minority background often do not achieve the qualifications which would allow them to take up initial teacher education. Only 16% of non-German speaking children attend academic secondary schools²¹⁵ 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)²¹⁶. As highlighted before, these lower learning outcomes reduce the pool of young people with a migrant and/or minority background that can enter into initial teacher education. This highlights the fact that, in many countries, more comprehensive policies - which help young people with a migrant and/or minority background to achieve the relevant qualifications or which provide alternative pathways to entering the teaching profession - may indirectly lead to increased teacher diversity.

²¹⁵ Herzog-Punzenberger, B., Bruneforth, M., Lassnigg, L. (2012). *National Education Report Austria 2012. Indicators and Topics*, Graz: Leykam: p. 6.

²¹⁶ Eurostat data, accessed 29.04.2015.

6.4 Policies to support students in initial teacher education

6.4.1 Rationale

Barriers to students with a migrant and/or minority background to complete initial teacher education are closely related to the obstacles to accessing initial teacher/educator education outlined above. They include 'harder barriers' such as the financial and opportunity costs of completing initial teacher education, language capabilities and cultural knowledge, as well as 'softer barriers' such as a lack of support, in particular when confronted with mono-cultural approaches to initial teacher education, and sometimes discriminatory practices in institutions of initial teacher education. Policies addressing these barriers are presented below.

6.4.2 Target groups and actors

Policies in this category support students who are currently in initial teacher education for the range of ISCED levels. While the mentorship programmes described below address the broad range of students with a migrant and/or minority background in initial teacher education, some of the language and academic support programmes address a narrower target group. The **Danish Preparatory course for immigrants and refugees** (*Forberedende kursus for indvandrere og flygtninge – FIF*) (case study 6) and other measures of this type are typically addressed at refugees and/or newly-arrived migrants who lack an in-depth knowledge of the linguistic and cultural context of their country of residence. However, it is interesting to note that one of these programmes - the additional language support offered in the Salzburg teacher education institution in Austria - deliberately does not specify the target group with the aim of not stigmatising people with a migrant background.

Key actors implementing policies and initiatives in this category are again providers of initial teacher education, but also networks of teachers with a migrant/minority background in the case of the two discussed mentorship programmes. These networks work in collaboration with teacher education institutions and the relevant ministries.

6.4.3 Key activities, tools and mechanisms

Perhaps surprising, only a small number of policies, measures or initiatives to support students of migrant/minority origin in initial teacher education in the completion of their qualifications were identified. These initiatives included a small number of mentorship programmes, which address students in initial teacher education (often amongst others) and specific linguistic and other academic support during their studies or training. It should be noted that some of the measures outlined above that attract pupils to the teaching profession may also support them in completing their studies, in particular the financial support measures.

Mentorship programmes

A small number of measures identified in the study are mentorship programmes for students with a migrant and/or minority background in initial teacher education. Such measures often include mentoring of students in initial teacher education by practising teachers who themselves have a migrant and/or minority background. For example,

the German project **MigraMentor** was an ESF-funded mentoring programme which ran between 2011 and 2014. It aimed to support three different target groups: 1) potential students of initial teacher education, 2) actual students of initial teacher education, and 3) practising teachers. Mentors were trained and matched with mentees. The **Project teaching staff with migration history in North Rhine-Westphalia** (*Projekt Lehrkräfte mit Zuwanderungsgeschichte in Nordrhein-Westphalen*) (case study 10) supports students in initial teacher education since 2007 in addition to working to attract young people to the profession and develop/retain them once they have joined the teaching profession. A mentorship programme is also part of the comprehensive support to students in initial teacher education offered by the KDAS teacher education institution in Denmark.

Language and other forms of academic support

In Austria, the Salzburg teacher education institution has offered German language support for candidates in initial teacher education. The offer is open to everyone since 2013, not only those with migrant and/or minority backgrounds, in order to avoid stigmatising migrant and/or minority groups who may have less proficient German language skills. Similarly, in Sweden, students with a migrant background in initial teacher education at Stockholm University can receive additional language support. Implemented as a year-long programme, the students who take part in the course receive intensive instruction in not only Swedish language, but also political science and pedagogy.

In Denmark, a special one-year **Preparatory course for immigrants and refugees** (*Forberedende kursus for indvandrere og flygtninge – FIF*) (case study 6) focused on Danish language, culture and society works as a form of pre-education for migrants wishing to enter initial teacher education after completion of their first degree (or equivalent experience in their native country). It also applies, in some cases, to qualified teachers from third countries (see case study below).

Preparatory course for immigrants and refugees (<i>Forberedende kursus for indvandrere og flygtninge – FIF</i>), Denmark (case study 6)
Type of measure
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.
Aims and objectives
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).

Activities
<p>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:</p> <ul style="list-style-type: none"> a) to improve participants’ language skills through the integration of language instruction in the core classes of FIF, and b) to educate participants about Danish culture. FIF also teaches participants the guiding principles behind the Danish compulsory education system (teaching traditions & didactics). <p>Participants need to pass an exam in order to graduate and be able to apply for the actual (pre-) school initial teacher education programme.</p>
Results
<ul style="list-style-type: none"> • There is high demand for the programme. Since 1994 the preparatory course for pre-school candidates in initial teacher education has been offered twice a year, and the average number of students that enrol per session is 20; • 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; • 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 substantially increase their language and cultural insight substantially. Participants also improve their networks with other immigrants and ethnic Danes, and experience increased self-esteem.

Similarly, in Finland, **Specima** Teacher Education (case study 8) is a programme funded by the Ministry of Education and Culture. The programme is targeted at people with a migrant background who wish to work in early childhood education, primary education, secondary education, vocational education and training within immigrant education, guidance and/or counselling. The training is also targeted at people 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 their skills to work in Finnish or Swedish language in the teaching profession. The Universities of Helsinki, Turku, Tampere and Jyväskylä all organise Specima training (case study 8).

A somewhat different approach, focusing on the practical education of migrant and/or minority teachers, is implemented by the **University of Exeter** in the UK. This university ran a project focused on improving the recruitment and retention of Black and Minority Ethnic (BME) trainee teachers in their initial teacher education programme. It worked with partner schools to ensure an environment in which trainees with BME backgrounds are given the same opportunities as their white counterparts to thrive in their school-based work.

6.4.4 Gaps in policy provision

While the policies described above address both the harder and softer barriers faced by students of migrant/minority origin in initial teacher education to some degree, the overall existence of policies supporting people in teacher and educator training is low. One specific gap that is not specifically addressed by any of the identified policies

relates to issues emerging from the mono-cultural approach to initial teacher education or more directly or indirectly discriminatory practices that aspiring teachers and educators may experience during their training. While networks and mentorship approaches may raise awareness on these issues to some degree, it seems that a more structured approach may be needed to address these barriers.

6.5 Policies to support access to the teaching profession

6.5.1 Rationale

When aspiring teachers with a migrant and/or minority background have completed their training and want to join the profession, they often continue to face obstacles. Recruitment practices can constitute an obstacle, where they exclude teacher candidates based on their ethnic, cultural or religious background, either implicitly or explicitly. Barriers relating to the recognition of their foreign qualifications also exist for aspiring teachers who have acquired their qualification in a different country. The policies presented below aim to break down these obstacles.

6.5.2 Target groups and actors

The types of policies identified to support people of migrant/minority origin to enter the teaching profession often have very specific target groups. On the one hand, those policies on the recognition of foreign qualifications target migrants who have obtained their teaching diploma elsewhere and may often be relatively recent migrants. On the other hand, those policies which aim to recruit people with migrant/minority background into specific roles target specific sub-groups of the population of teachers with a migrant/minority background. These sub-groups include for example teachers with specific native language skills or with specific minority backgrounds, e.g. Roma. While some policies target people of migrant/minority origin with teaching qualifications, others specifically target those with no or little qualifications and train them for assistant or mediator positions.

Actors in the area of recognition are typically the responsible ministries, which provide the framework for the recognition procedures, or executing recognition bodies such as the National Academic Recognition Information Centre (NARIC) in Belgium.

Equally, targeted recruitment always involves the responsible ministries, often in collaboration with school authorities and representatives of minority groups, as for example the case for the Maronite Arabic, Armenian and Greek-Turkish minority schools in Cyprus, or local charities, as for example the Czech Association for opportunities of young migrants, which is involved in the provision of bilingual assistants to schools.

6.5.3 Key activities, tools and mechanisms

A relatively large number of policies, initiatives and measures were identified to support people of a migrant/minority origin to enter the teaching profession. These measures fall into two categories: firstly, recruitment into specific roles such as native language teachers or cultural mediators/assistants and, secondly, the recognition of foreign teaching diplomas.

Recruitment into specific roles

One of the key findings from the mapping of policies is that a large number of countries increase the diversity of the teaching profession by recruiting staff with a migrant and/or minority background into specific roles. This includes the hiring of staff to deliver native language or bilingual education, most notably in schools that cater to or are frequented by national minorities, but also into specific assistant roles often in the form of intercultural mediation.

A number of countries offer positions for teachers with a migrant/minority background in the area of bilingual or native language instruction. In the case of Austria, **Native Language Teaching** (*Muttersprachenunterricht Österreich*) is delivered to help pupils with a migrant background to master German; there are more than 420 native language teachers across Austria (2012/2013). Native language teachers typically have a migrant background themselves, so the measure indirectly also increases the diversity of the teaching workforce. Native language teachers are most frequently from Turkish or Bosnian/Croatian/Serbian origin, but teaching is provided in 22 languages. There is also an **Austrian Association of Native Language Teachers** (*Verein der Muttersprachenlehrerinnen Österreich*), which serves as an advocacy body for the group of native language teachers in relation to the relevant ministries and has a networking function for its members through the organisation of events and seminars. Similarly, national minorities in the Czech Republic have the right of instruction in their language, generating a need for native language teachers.

Bilingual teachers are also hired in Greece to teach in the **Zones of Educational Priority** (ZEP), to teach in the context of education of repatriated and foreign students as well as in cross-cultural and inter-cultural schools. Bilingual teachers are also employed in the education provided to the minority children of Thrace. Similarly, Cyprus employs bilingual teachers in a number of educational programmes, including in the **Programme against Early School Leaving, School Failure and Delinquency** in Zones of Educational Priority (ZEP). This kind of initiative can also be observed at a very local level. In Cyprus, lessons to Turkish-Cypriot pupils are provided in Turkish by Turkish-Cypriot teachers upon an initiative by the **Ayios Antonios Mixed Public School**, teachers of the Maronite religious minority of Cyprus are hired at the **St. Maronas School** and teachers of the Armenian minority at the **Armenian School** (Nareg) in Nicosia and Limassol.

Migrants and/or minority teaching staff are also recruited in the role of cultural mediators or assistants. An ESF-funded pilot project in Austria trained unemployed third country nationals as intercultural employees (*Interkulturelle MitarbeiterInnen*), with the objective of providing qualified additional support to schools and establishing a bridging function between children and parents with a migrant background and teaching staff. 27 people underwent the 2-year training between 2009 and 2013. In Italy for example, cultural mediators are often immigrants who facilitate the linguistic and cultural integration of (newly-arrived) immigrant school children or foreign assistants (*Assistenti stranieri in Italia*) – cultural exchange and movement of language assistants across borders (primarily from other EU countries). The cultural mediator must possess a strong linguistic and cultural knowledge of the country,

which he/she is covering. Similarly, in the Czech Republic **META – the Association for opportunities of young migrants** (*Společnost pro příležitosti mladých migrant / project Cizinci jako asistenti pedagogů*) implements a project where people with migrant background are employed in schools as assistants.

The approach is in particular relevant in schools with high shares of Roma pupils. Bilingual minority teachers and teaching assistants, who act as a bridge between teachers, pupils and parents, are hired in the context of the Cyprus National Roma Integration Strategy or the Latvian project **Teaching Assistants of Roma Background** (see case study 9 below). In the Czech Republic, the **New School** (*Nová škola, o.p.s.*), a non-profit organisation, has introduced Roma teaching assistants in primary schools. There has also been a Roma school mediator programme in Romania since the 1990s and Roma trainers, teachers and cultural agents are recruited in Portugal in the context of the **National Strategy for the Inclusion of Roma people 2013-2020** (*Estrategia Nacional Para a Integração das Comunidades Ciganas 2013 – 2020*).

Teaching Assistants with Roma Background, Latvia (case study 9)

<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 organized 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 at schools;
- Qualitative evidence suggests that results of the project were highly valued by school principals, teachers, parents and children involved;
- The evaluation of the project clearly showed that teacher's assistants of Roma background foster the educational achievements of Roma children and help to change the attitude of Roma parents as regards the necessity to include their children in educational processes at school. The number of Roma children attending inclusive classes of pre-school, primary and secondary school educational institutions has increased.

Other specific roles for migrant/minority teaching staff lie in the area of cultural education. In Spain, two agreements with Morocco and with Portugal facilitate the hiring of Moroccan and Portuguese teachers for the purpose of language and culture lessons.

Recognition of foreign diplomas

Several countries have outlined the recognition of foreign diplomas as one of the – or often the main – policy to tackle the greater diversity of the teaching workforce. This was highlighted for example: in Belgium (**NARIC Coaching Tree** - *NARIC begeleidingsboom*); in Denmark, where foreigners who have completed initial teacher education abroad can request a formal recognition of their diploma by the Ministry of Education and Research through a simple application procedure; in Finland, where migrants who have acquired a teacher qualification in their country of origin can apply for the recognition of their qualification; in Germany (**Recognition in Germany** - *Anerkennung in Deutschland*); in the Czech Republic (**Application for recognition of professional qualifications obtained in a Member State of the European Union for the profession of teaching staff in the Czech Republic** - *Žádost o uznání odborné kvalifikace získané v členském státě Evropské unie pro výkon povolání pedagogického pracovníka v České republice*); in Lithuania; and, in Italy (**Recognition of Foreign Teaching Diplomas** - *Iconoscimento Professione Docente*). In the French community in Belgium, a decree specifies that access to the teaching profession is also open for foreign nationals who speak French, are born and live in Belgium.

In Sweden, people with foreign teaching qualifications can receive complementary support to fulfil the requirements to enter the teaching profession by attending bridging courses.

In some cases these measures address the general recognition of foreign diplomas rather than specifically focusing on teaching qualifications.

6.5.4 Gaps in policy provision

Policies to support teachers with a migrant and/or minority background to join the profession primarily relate to recruitment into specific - and often assistant or supporting - positions. For teachers with foreign teaching diplomas, many countries offer specific recognition procedures to enter the profession. While these policies address some of the relevant obstacles, they do not fully address the obstacles occurring at this stage of the 'pathway' to joining the teaching workforce.

The key gap in policies, measures or initiatives to support in accessing the profession seems to relate to more direct affirmative action, such as targets or quotas to increase teacher diversity, as well as other activities to reduce disadvantageous or discriminatory recruitment practices. One of the few examples collected in the context of this study was a social partner agreement in the Netherlands, which aimed to increase teacher diversity to 50% in 2011. However, there is no information or evidence how this aim was being pursued and its effects.

6.6 Policies to support teachers to remain in the profession

6.6.1 Rationale

Teachers with a migrant and/or minority background who have successfully entered the profession often continue to experience obstacles in schools and classrooms, including overt or indirect discrimination, but also pressures relating to having to take on a role as intercultural/diversity ambassador with effects on workload and stress levels. Additionally, as elsewhere, people with a migrant and/or minority background may find it more difficult to progress their careers and, when unsuccessful, decide to leave the profession. The following policies address some of these barriers.

6.6.2 Target groups and actors

Policies in this category typically support people with a migrant/minority background in the teaching profession, including those with aspirations of career progression to take up leadership roles. While networks of teachers are primarily implemented with the engagement of teaching staff with a migrant/minority background in the profession, who often volunteer their time to develop and implement network activities, the two measures identified that support career progression typically have a more top-down perspective. The UK **Leadership, Equality and Diversity Fund** (case study 3) for example is implemented by the National College for Training and Leadership.

6.6.3 Key activities, tools and mechanisms

Policies to support teachers to stay in the profession can be grouped into two types: firstly, networks of teachers with a migrant/minority background and sometimes local actors and, secondly, efforts to promote greater cultural diversity in school leadership through specific projects.

Networks of teachers and local actors

Networks of teachers to support greater diversity of the teaching workforce were identified as an initiative in a limited number of Member States. One of the most prominent examples is the project **Teaching Staff with Migration History in North Rhine-Westphalia** (*Projekt Lehrkräfte mit Zuwanderungsgeschichte in Nordrhein-Westfalen*) (case study 10). The project was launched in 2007 as the 'Network of teachers with migrant background' in cooperation with two responsible ministries (education and integration) in North Rhine-Westphalia. It has since expanded its scope significantly and now implements a variety of activities around three objectives: 1) attracting young people with a migrant background to the profession, 2) accompanying them throughout their studies through networks, and 3) retaining and developing them within the profession. In Austria, there is an association of native language teachers (*Verein der Muttersprachenlehrerinnen Österreich*) and, in Scotland, the **Scottish Association of Minority Ethnic Educators (SAMEE)** was established to support and develop ethnic minority educators whilst empowering ethnic minority parents to engage proactively in their children's education and schools.

**Teaching Staff with Migration History in North Rhine-Westphalia
(Projekt Lehrkräfte mit Zuwanderungsgeschichte in Nordrhein-Westfalen), Germany
(case study 10)**

<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.

In France, the **National Network Against Discrimination in School** (*Réseau national de lutte contre les discriminations à l'école*), which has existed for over three years, aims to combat discrimination in schools in France. 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.

In the UK, the **National Association of Schoolmasters Union of Women Teachers** supports Black and Minority Ethnic (BME) members within both the Union and the workplace. The National BME Advisory Committee informs on policy development on issues of concern to BME members with advice on race equality legislation, Islamophobia and on strategies for recruiting and retaining BME members. Another UK based network is the **Scottish Association of Minority Ethnic Educators** (SAMEE), which is minority ethnic educator-led.

Promoting more diversity in school leadership

Particularly in the UK, there are a number of policies that address the issue of diversity in leadership positions in schools. For example, the National College for Teaching and Leadership (NCTL) has been running a **Leadership, Equality and Diversity Fund** (case study 3) since 2014, with the aim of supporting under-represented groups as defined by the Equality Act 2010 (including ethnic minorities) to attain senior school leadership positions.

In the Netherlands, a **Taskforce for Diversity on School Boards** has also been introduced. The Taskforce had two objectives: increasing awareness about diversity in School Boards and increasing the number of Board members with a migrant/minority background. Activities include the recruitment and coaching of suitable candidates to act as members of School Boards.

Other support

A final measure supporting existing migrant/minority ethnic teaching staff is the development of language learning 2011-2013 programme, where Russian-speaking school teachers study the Estonian language with the support of language mentors, as a way to develop minority teachers in their profession.

6.6.4 Gaps in policy provision

Gaps in this area, as previously highlighted in the area of teacher recruitment, relate to more direct activities to combat discriminatory or otherwise excluding and differentiating practices, including awareness-raising of these issues amongst school and other education stakeholders and affirmative action, such as targets and quotas for career progression.

6.7 Summary

This chapter mapped existing policies, initiatives and other measures with the direct or indirect aim to increase the diversity of the teaching workforce across the EU Member States. It showed that, while a small number of policies had the clear objective of increasing diversity in the teaching profession, **the vast majority of policies either increased teacher diversity as part of programmes targeting other objectives** (e.g. recruitment of native language teachers to improve pupil performance), or in the context of embedded policies to tackle diversity in the classroom more widely (e.g. in priority education zones).

Overall, this chapter has presented **67 relevant policies, initiatives and measures**, showing that a **variety of approaches** to tackling the barriers along the 'pathway' towards greater teacher diversity exist. These approaches can be divided into four groups, aimed at: 1) attracting more pupils of migrant/minority origin to take up initial teacher education; 2) supporting students of migrant/minority origin initial teacher education to finalise their studies; 3) helping people of migrant/minority origin to access the teaching profession; 4) supporting teaching staff of migrant/minority origin within the profession. However, several policies intervene at several stages along the pathway. The majority of policies identified aimed to support those with a migrant and/or minority background in accessing initial teacher education or subsequently the profession, while a smaller share of policies offered support to either students in initial teacher education or teaching staff who are already in the profession.

The existence of policies, initiatives and measures is not equally spread across EU Member States, but typically **clusters in those countries where the learner population is more diverse**, such as Austria, Germany and the United Kingdom. In some other countries, national experts did not identify any relevant policies, including Bulgaria, Ireland, Malta, Poland, Slovakia and Slovenia.

The **main actors** in the design and implementation of the measures identified in the area of policies for (aspiring) students of migrant/minority origin in initial teacher education are initial teacher education institutions, NGOs, charitable foundations and networks. The principal actors for policies addressing the recruitment and retention of migrant and/or minority teachers are relevant education authorities, schools and representatives of minority groups.

The principal **mechanisms and tools** implemented included awareness raising campaigns, financial support, networks and mentoring programmes, specific teacher education programmes for minority teachers, additional language and academic support, recruitment into specific roles such as native language teachers or cultural assistants, recognition of foreign diploma and the promotion of diversity in school leadership. It is interesting to note that one of the most frequently implemented approaches implemented in this field across the European Union – the recruitment of those with migrant and/or minority background into specific roles such as intercultural mediators – typically does not have the specific objective of increasing the diversity of the teaching workforce. Such programmes create specialist, non-mainstream roles for

those with a migrant and/or minority background instead of increasing their share amongst mainstream teachers.

While the policies identified address most of the barriers at the different stages of the pathway towards increased teacher diversity, **some gaps remain**, most notably around more structural approaches to tackling teacher diversity, including changes to the mono-cultural approach to teacher education, policies tackling differentiating and/or potentially discriminatory practices, as well as more affirmative recruitment and promotion policies, such as the implementation of targets and quotas.

7.0 Effectiveness and transferability of selected measures

7.1 Introduction

In this chapter, we present the evidence gathered from the study on the effectiveness and transferability of initiatives targeting teacher diversity. The chapter begins with an overview of the existing research on the impact of teacher diversity on the outcomes for students of minority/migrant background, before setting out the evidence gathered from the primary research carried out for this study, particularly via the ten case studies (which can be consulted in Annex Two and are numbered for easy reference). The chapter provides an overview of the outcomes and impacts of the measures, their key success factors, areas for development and a review of the conditions for their successful implementation and transferability.

7.2 Overview of evidence from existing literature

This sub-section sets out evidence from existing literature on the impact of a greater ethnic diversity of teaching staff on the performance of students from a migrant/minority background. It provides an overview of the existing evidence on the relationship both at the classroom level and at a school or district level. Overall, it should be noted here that there is a relatively small body of empirical evidence investigating this relationship and that the vast majority of this research has been carried out in the USA. While evidence from these studies provides a relevant contribution to this study, it is important to bear in mind that the USA has a very different history, perspective and context in relation to migration, reflected in the terminology used. These studies tend to focus on either the situation for all US ethnic minorities or the situation of the principal ethnic minority groups (i.e. African Americans and Latin Americans), and often do not make a distinction between newly-arrived migrants and people of migrant/minority origin who may have lived in USA for multiple generations²¹⁷.

When exploring this link, researchers have tended to take two distinct approaches, either exploring the impact of: 1) matching teachers and learners from the same ethnic/racial background; or 2) increasing the share of ethnic minority teachers within a school.

Researchers that study same-race teaching (also known as race-matched teaching) ask whether pairing teachers and pupils of the same race or ethnicity in a classroom leads to improved outcomes for pupils. An early study in this field was unable to prove a strong association between same-race teachers and positive academic outcomes²¹⁸. More recent studies however seem to provide convincing evidence of this link. For

²¹⁷ Nusche, D. (2009). *What Works in Migrant Education?: A Review of Evidence and Policy Options*, OECD Education Working Papers. No. 22, OECD Publishing.

²¹⁸ Ehrenberg, R. G., Goldhaber, D. D., & Brewer, D. J. (1995). *Do teachers' race, gender, and ethnicity matter? Evidence from the National Educational Longitudinal Study of 1988*, *Industrial & Labor Relations Review*, 48(3), 547-561.

instance, Dee (2004)²¹⁹ re-analysed test score data from the Tennessee Project STAR class size experiment, in which students had been randomly assigned to teachers in participating schools. He found that, in classes where teachers and pupils were paired according to race, the reading and mathematics achievement scores of African American pupils rose by three to four percentage points compared to their non-matched peers. These effects were particularly strong for low socioeconomic status African American pupils (those receiving subsidised school lunch) in racially segregated schools. Similarly, Clewell, Puma, & McKay (2001)²²⁰ analysed whether exposure to a same-race teacher increases the reading and mathematics achievement scores of African American and Hispanic students in elementary schools. The study found that Hispanic fourth and six graders taught by Hispanic teachers had significantly higher test score gains in mathematics than those with racially dissimilar teachers; a similar effect was found for reading, however only for fourth grade pupils. In an analysis of a large, nationally-representative data set, Dee (2005)²²¹ studied whether being of a similar ethnic background influences a teacher's subjective evaluation of a pupil's performance and behaviour. The results of the study suggest that racial/ethnic dynamics have a substantial impact on how pupils are perceived by their teachers. However, he only found statistically significant results in the Southern region of the United States, which indicates that these effects may be context specific.

In Europe, an evaluation of the effectiveness of a remedial language support programme in Germany – although limited in scope compared to the above-mentioned studies – also found evidence for the importance of racial/ethnic dynamics in education. As of 2009, this programme had provided language support to approximately 6,500 pupils (the vast majority of whom were of migration background) throughout Germany. The evaluation found that the positive academic effects of the programme were particularly strong for pupils paired with ethnically similar instructors²²². It is important, however, to note that the above-mentioned studies did not examine the exact mechanisms by which same-race teachers may impact student achievement. Dee (2004) cautions that this gap in the literature may lead to the narrow interpretation of such studies as evidence supporting increased racial segregation of teachers and students²²³. He argues that a more appropriate interpretation of these results would be that they demonstrate the relevance of the racial dynamics between teachers and pupils and indicate the need for further investigation into the mechanisms driving the phenomenon.

²¹⁹ Dee, T. S. (2004). *Teachers, race, and student achievement in a randomized experiment*, *Review of Economics and Statistics*, 86(1), 195-210.

²²⁰ Clewell, B. C., Puma, M. J., & McKay, S. A. (2001). *Does it Matter If My Teacher Looks Like Me?: The Impact of Teacher Race and Ethnicity on Student Academic Achievement*, Urban Institute, Education Policy Center.

²²¹ Dee, T. S. (2005). *A teacher like me: Does race, ethnicity, or gender matter?* *American Economic Review*, 158-165.

²²² *European forum for migration studies (2009). Förderunterricht für Kinder und Jugendliche mit Migrationshintergrund - Evaluation des Projekts der Stiftung Mercator (Remedial courses for children and youth of migration background - Evaluation of the Mercator foundation's project.) Retrieved from: <http://www.efms.uni-bamberg.de/prinevud.htm> (accessed 09.01.2015).*

²²³ Dee, T. S. (2004). *Teachers, race, and student achievement in a randomized experiment*.

Research also indicates that, beyond providing benefits to same-race students within a single class, an increase in ethnic minority teachers is associated with improved outcomes for ethnic minority learners in entire schools and school districts^{224,225,226,227,228,229}. In contrast to the above-mentioned studies, these focus on correlations at the aggregate level, enabling the researchers to explore the link between the ethnic diversity of the teaching workforce and both academic achievement and other outcomes (e.g. reducing discrimination).

The studies focusing on academic outcomes found that, in schools or school districts where the ethnic diversity of the teaching workforce is similar to that of the learner population, ethnic minority learners achieved at a higher level than their peers in less ethnically representative schools or school districts. For example, Lindahl's (2007) analysis – which is the sole large-scale quantitative study that empirically investigates the impact of ethnic minority teachers on ethnic minority learners' academic achievement in a European country – finds an aggregate-level correlation between teaching workforce ethnic diversity and ethnic minority pupils' achievement²³⁰. Based on data for all pupils in grade nine in Sweden, Lindahl analysed the effect of the share of ethnic minority teachers in schools on two academic performance outcomes: teacher evaluations and comprehensive national test scores. The analysis shows that, in schools with a higher share of ethnic minority teachers, ethnic minority students, on average, obtained better test scores in mathematics. However, the study did not find a similar statistically significant effect on test scores in Swedish or English. Nor did the study find any effect of a higher share of ethnic minority teachers on teachers' evaluations of ethnic minority pupils. In a similar study in the USA, Pitts (2007)²³¹ analysed data from all public school districts in the state of Texas, controlling for a variety of environmental factors. He found that, in school districts where the racial/ethnic distribution of the teacher workforce was similar to that of the pupil population, ethnic minority pupils had lower drop-out rates and a significantly higher rate of passing the high school graduation exams.

Other studies explored the impact of increased ethnic representation of the teacher workforce on discrimination against ethnic minority learners. High levels of

²²⁴ Lindahl, E. (2007). *Gender and ethnic interactions among teachers and students: evidence from Sweden (No. 2007: 25)*. Working Paper, IFAU-Institute for Labour Market Policy Evaluation.

²²⁵ Pitts, D. W. (2007) *Representative Bureaucracy, Ethnicity, and Public Schools Examining the Link Between Representation and Performance*, *Administration & Society*, 39(4), 497-526.

²²⁶ Braddock, J. H., & Dawkins, M. P. (1993). *Ability grouping, aspirations, and attainments: Evidence from the National Educational Longitudinal Study of 1988*, *Journal of Negro Education*, 324-336.

²²⁷ Skiba, R., & Peterson, R. (1999) *The dark side of zero tolerance: Can punishment lead to safe schools?*. *Phi Delta Kappan*, 372-382.

²²⁸ Rocha, R. R., & Hawes, D. P. (2009). *Racial Diversity, Representative Bureaucracy, and Equity in Multiracial School Districts*, *Social Science Quarterly*, 90(2), 326-344.

²²⁹ Grissom, J. A., Nicholson, Crotty, J., & Nicholson, Crotty, S. (2009). *Race, region, and representative bureaucracy*, *Public Administration Review*, 69(5), 911-919.

²³⁰ Lindahl, E. (2007). *Gender and ethnic interactions among teachers and students: evidence from Sweden (No. 2007: 25)*, Working Paper, IFAU-Institute for Labour Market Policy Evaluation.

²³¹ Pitts, D. W. (2007). *Representative Bureaucracy, Ethnicity, and Public Schools Examining the Link Between Representation and Performance*, *Administration & Society*, 39(4), 497-526.

discrimination have been shown to lead to decreased student performance and increased dropouts^{232,233}; as such, reducing discrimination can have a major impact on performance. For instance, Rocha & Hawes (2009) found that increasing the share of ethnic minority teachers in a school district was consistently associated with substantially lower levels of 'second-generation' discrimination of ethnic minority learners²³⁴. They measured second-generation discrimination by determining the relative probability of Latin American or African-American pupils being suspended, classified as 'mildly retarded', and/or enrolled in a 'Gifted and Talented' programme. These conclusions are particularly interesting because the authors analysed data from all US school districts with a pupil population of at least one per cent African American and one per cent Latin American and thus were able to control for socio-economic disparities, regional differences, and total enrolment in each school district. However, another national study of more than 3,000 public schools suggests that this effect may vary between US regions. The authors found that the statistical association between higher percentages of African-American teachers in a school and lower discrimination levels – measured by numbers of out-of-school suspensions and assignments to Gifted and Talented programmes – was substantially stronger (and of a higher magnitude) for African-American students in schools in the Southern region of the United States than in other regions²³⁵.

As these studies demonstrate, there is a growing, if still limited, body of evidence pointing to the positive effects that a diverse teaching workforce can have on the performance of learners from minority/migrant backgrounds. The findings show that both race-matched teaching and/or an increase in the share of ethnic minority teachers in general are associated with improvements in academic achievement, teachers' perceptions, and lower discrimination against ethnic minority learners.

7.3 Outcomes, impact and effectiveness

The in-depth examination of the ten case studies in the context of this study has allowed an exploration of the effectiveness of each of the measures. In this section, we set out briefly the learning on measuring the effectiveness of this type of initiative, before providing a more in-depth consideration of the key outputs, outcomes and impacts of the measures.

7.3.1 Monitoring and measuring effectiveness

Very few of the initiatives examined in the study have been the object of a formal evaluative process. Indeed, of all ten case studies, only the German **Horizons** (*Horizonte*) (case study 1) programme has been formally evaluated by external

²³² Braddock, J. H., & Dawkins, M. P. (1993). *Ability grouping, aspirations, and attainments: Evidence from the National Educational Longitudinal Study of 1988*, *Journal of Negro Education*, 324-336.

²³³ Skiba, R., & Peterson, R. (1999). *The dark side of zero tolerance: Can punishment lead to safe schools?*, *Phi Delta Kappan*, 372-382.

²³⁴ Rocha, R. R., & Hawes, D. P. (2009). *Racial Diversity, Representative Bureaucracy, and Equity in Multiracial School Districts*, *Social Science Quarterly*, 90(2), 326-344.

²³⁵ Grissom, J. A., Nicholson, Crotty, J., & Nicholson, Crotty, S. (2009). *Race, region, and representative bureaucracy*, *Public Administration Review*, 69(5), 911-919.

assessors, while an external evaluation of the Finnish **Specima** measure (case study 8) is underway. Two other programmes - **Pupil campus: More Migrants are Becoming Teachers** (*Schülercampus: Mehr Migranten werden Lehrer*) (case study 5) and the **Latvian Teaching Assistants of Roma Background** programme (case study 9) - had carried out internal evaluations or assessments.

Many of the programmes have however set targets and/or indicators to measure the success of the programme, and monitored performance against these indicators, at least to some degree; in some cases monitoring was systematic, while in others it was more informal. A range of different indicators have been used to measure effectiveness including: number of pupils/teacher trainees/teaching staff participating in the programmes; number/proportion of participants who took part in events, completed the training, went on to become teachers and/or be employed in the teaching profession or achieved promotions; participant feedback on training/events; and, in certain cases, performance of pupils of migrant/minority origin in schools linked to the initiative. For example, the **Leadership, Equality and Diversity Fund** (case study 3) in the UK had a target that 100% of participants should be promoted in phase 1. Some programmes also monitor the outcomes of students for a number of years after graduation; for example, **Narva Teacher Training College** (case study 4) in Estonia monitors where graduates begin work after completion of their degree course and then subsequently where they are working after three years. In some cases, reaching agreed targets is a condition for receiving ongoing funding from the relevant ministries (e.g. **Project Teaching staff with migration history in North Rhine-Westphalia** (*Projekt Lehrkräfte mit Zuwanderungsgeschichte in Nordrhein-Westfalen*) (case study 10)).

For initiatives promoting teacher diversity, interviewees and experts have highlighted that it can be challenging - or even impossible in Member States where the collection of data based on ethnic/religious status is against the law - to set targets or provide a quantitative assessment of progress. Some programmes, such as the **Jobs of the Future: Teachers** (*Emplois d'Avenir Professeur*) (case study 2) programme in France, choose to target instead disadvantaged students in general (based on socio-economic criteria and geographical area); while this target group may include a significant proportion of students of migrant/minority background, there is no specific targeting of this group.

Other experts and managers of teacher diversity programmes have underlined the risk of using purely quantitative measurements of effectiveness. The **Network Coordinator of Project Teaching staff with migration history in North Rhine-Westphalia** (*Projekt Lehrkräfte mit Zuwanderungsgeschichte in Nordrhein-Westfalen*) (case study 10) highlighted for example that promoting diversity should have a clear focus on long-term shifts in cultural mindsets, systemic change and fostering ongoing intercultural dialogue, which can be difficult to capture through quantitative measures. For this type of programme, there can be a risk in focusing on quantity rather than quality, and it is important to ensure that assessments also include qualitative indicators of success. Danish stakeholders linked to the **Preparatory course for immigrants and refugees** (*Forberedende kursus for indvandrere og flygtninge - FIF*)

(case study 6) programme also stressed the fact that enhancing the linguistic and cultural skills of non-Danish students in initial teacher education, and their entourage, is a long-term outcome which is difficult to measure.

7.3.2 Outputs

Several of the schemes examined have met and even exceeded their output targets. For example:

The German programme **Pupil campus: More Migrants are Becoming Teachers** (*Schülercampus: Mehr Migranten werden Lehrer*) (case study 5) aimed to engage 100 young people in the Hamburg area over a three-year period. However, after the first year of operation, the project was extended to other German regions. Over the last seven years, it has now been implemented in 10 different Länder (in 15 different locations), involving nearly 800 young people²³⁶.

For other measures, while there were a very large number of beneficiaries and certain key targets were met or even exceeded, it is also important to nuance the figures to gain a clearer picture of successes and challenges in implementation, as set out below:

In the French **Jobs of the Future: Teachers** (*Emplois d'Avenir Professeur - EAP*) programme (case study 2), the number of contracts signed exceeded the target set for the first year of operation (2013); while the State had budgeted for 6,000 contracts, some 9,000 had been signed by the end of the year²³⁷. The French government's initial goal had been to recruit 18,000 EAP posts by 2015. By December 2014, 17,973 contracts had been signed²³⁸; however, several of the contracts signed were renewals of existing contracts (which are possible up to twice under the scheme), and hence there were only some 7,900 actual beneficiaries²³⁹. In addition, the achievement of the targets set (places available) in different French regions varied substantially. While, in regions such as Burgundy or Corsica, it was possible to fill the number of places available (respectively 100 and 200 places), areas such as Créteil (Parisian suburbs), with extensive teacher shortages and high levels of disadvantage, the regional authorities struggled to recruit a sufficient number of EAP students; in the academic year 2013-2014, only approximately 600 of the 1,200 places available were filled²⁴⁰.

²³⁶ Source from interviews.

²³⁷ Durand, J., Rostam, W. (2014). *Les emplois d'avenir. Des contrats longs en faveur des jeunes en difficulté* (*Emplois d'Avenir: Long-term contracts for disadvantaged young people*), DARES Analyses no. 081, Ministère du travail, de l'emploi, de la formation professionnelle et du dialogue social, October 2014.

²³⁸ Institut Bertrand Schwartz (2015). *Les emplois d'avenir – présentation* (*Presentation of the Emplois d'Avenir*), available at <http://www.institutbertrandschwartz.org/lagora/actualites-de-linstitut/parution-de-letude-action-sur-les-emplois-davenir.html> (accessed 04/09/2015).

²³⁹ Floc'h, B. (2015). *Faute d'un franc succès, les emplois d'avenir professeur sont repensés* (*Victim of its own clear success, the Emplois d'Avenir scheme is reinvented*), *Le Monde*, 27 juillet 2015, available at www.lemonde.fr/societe/article/2015/07/27/faute-d-un-franc-succes-les-emplois-d-avenir-professeur-sont-repenses_4700567_3224 (accessed 04/09/2015).

²⁴⁰ Source from interviews.

Although no quantitative targets were set, demand substantially outstrips available places in the German **Horizons** (*Horizonte*) (case study 1) programme; there are six applicants for every available place²⁴¹. It is anticipated that 200 candidates in initial teacher education will have been supported by 2017. There has also been strong demand for places in the Finnish **Specima** programme (case study 8), with over 1,100 students completing the programme since 2009. In Latvia, 20 Roma teaching assistants have been trained in the context of the **Teaching Assistants of Roma Background** programme (case study 9). The bilingual (Russian-Estonian) **Narva Teacher Training College** (case study 4) in Estonia currently has some 500 students, in both regular as well as distance learning courses; in 2014, 6,000 teachers and other professionals participated in continuing professional development (CPD) courses provided by the college²⁴².

In the Danish **Preparatory course for immigrants and refugees** (*Forberedende kursus for indvandrere og flygtninge - FIF*) (case study 6) programme however, there have been however less graduates than had originally been planned. The average number of annual graduates between 1999 and 2004 was 33 per year, while the target when the measure was first introduced in 1994 was to have 200 graduates annually²⁴³.

7.3.3 Outcomes and impacts

The teacher diversity initiatives examined in the detail have given rise to wide range of outcomes and impacts. In this section, we set out the minimum outcomes, providing examples from the case studies, at three different levels: direct impacts on individuals who were participants in the programmes; collective impacts to particular groups, institutions, or education systems; and, likely wider long-term impacts.

²⁴¹ *Horizonte* (2015). *Projektskizze: das Horizonte-Programm für angehende Lehrkräfte mit Migrationshintergrund (project sketch: the Horizons Programme for initial teacher education students with migrant background)*, 15.01.2015.

²⁴² Source from interviews.

²⁴³ *Politiken* (2004). *For få nydanskere på lærerseminarierne, Copenhagen*, available at: <http://politiken.dk/indland/ECE102899/for-faa-nydanskere-paa-laererseminarierne> (accessed 8.6.2015).

(i) **Direct impacts on programme participants**

At the most immediate level, the case studies illustrated a number of direct impacts on beneficiaries participating in the teacher diversity initiatives. Programme participants included secondary school pupils or university students who may be interested in a teaching career, students in initial teacher education and teachers with a migrant/minority background, as well as – on some occasions – other teachers and school managers/authorities. Some of the main direct outcomes for individuals are set out below.

- **Improved linguistic skills and intercultural awareness.** In programmes such as **Specima** (case study 8) in Finland or **Preparatory course for immigrants and refugees** (*Forberedende kursus for indvandrere og flygtninge - FIF*) (case study 6) in Denmark where teachers or (potential) trainee teachers of migrant/minority background are directly targeted, one of the key goals is to improve their linguistic and cultural skills in order to increase their chances of entering the teaching profession and/or being employed as a teacher. Participants, managers and assessors alike reported that gaining these new linguistic competences and cultural understanding was one of the most important outcomes of programme participation. One FIF participant for example stated that the course 'had made him feel like he'd lived in Denmark for twenty years'. The skills gained through FIF included not only Danish language and culture but also in-depth understanding of the Danish education system and its guiding principles, as well as specific terminology used in education, preparing them for teaching in Danish schools.
- **Increased confidence and self-esteem.** A very important outcome on participants which was highlighted repeatedly in almost all of the teacher diversity programmes examined was a marked increase in self-esteem and self-confidence, empowering them to feel that they could enter into and progress within the teaching profession, providing a valuable contribution to society through this role. In the German **Horizons** (*Horizonte*) (case study 1) programme for example, one participant stated that - as a result of the programme - 'I felt that being a migrant was a good thing', while another highlighted that 'everyone is very proud to be a part of the programme'. A beneficiary of the French **Jobs of the Future: Teachers** (*Emplois d'Avenir Professeur - EAP*) programme (case study 2) also underlined that her experience of working within a school had strongly boosted her self-confidence and belief that she could succeed in the teaching profession: 'The other teachers really listen to me and are open to my thoughts and opinions'. Interviewees in the UK's **Leadership, Equality and Diversity Fund** (case study 3) programme also strongly emphasised that one of the key outcomes had been increasing the confidence of teachers of migrant/minority origin to apply for senior leadership roles. A participant in the Danish **Preparatory course for immigrants and refugees** (*Forberedende kursus for indvandrere og flygtninge - FIF*) (case study 6) said that the course had 'made her believe that she'll be able to work as a teacher in a foreign country'. 90% of participants of the German **Pupil campus: More Migrants are Becoming Teachers** (*Schülercampus: Mehr Migranten werden*

Lehrer) (case study 5) reported that they had been previously unaware that more teachers with a migrant background were in demand, and 92% indicated that they felt better equipped to deal with obstacles to becoming a teacher as a result of participating in the programme.

- **Social capital.** Several of the case studies also highlighted that the programmes provided participants with crucial social capital, often in the form of networks either specific to teachers/students of migrant/minority origin or more general links with other teachers, schools and the national education system. Networks of migrant teachers, for example as set up in the German **Pupil campus: More Migrants are Becoming Teachers** (*Schülercampus: Mehr Migranten werden Lehrer*) (case study 5), were viewed as an important tool for mutual support and providing sounding boards for ideas. Alumni of the German **Horizons** (*Horizonte*) (case study 1) programme also strongly underlined the importance of the networks and friendships developed through programme participation which created 'a circle of excellence' which is a lasting resource for developing a career in teaching. In the Danish **Preparatory course for immigrants and refugees** (*Forberedende kursus for indvandrere og flygtninge - FIF*) (case study 6), it has been noted that the preparatory course provides students of migrant/minority origin with a strong network including other immigrants or refugees, as well as native Danes.
- **Confirmation of career choice.** Participating in a programme also had important benefits by raising the awareness of pupils or students with a migrant/minority background of the possibility of a career in teaching, as well as allowing them to test and confirm their career choice before engaging in the profession. This aspect was for example particularly highlighted in the following programme:

In the French **Jobs of the Future: Teachers** (*Emplois d'Avenir Professeur - EAP*) programme (case study 2), beneficiaries have the opportunity to gain paid work experience in teaching. Stakeholders highlighted that this was one of the key benefits of the programme, allowing students to test out and understand the realities of teaching. This experience has served 'to reassure them in their choice of career', and also, from the perspective of the education system, helped to 'restore the image of teaching'. An EAP beneficiary particularly highlighted this aspect stating that 'It allowed me to learn about the reality of being a teacher in practice, not just in theory... and to learn by observation... and to see what it's really like! It was important for me to confirm my choice of career before taking the exams'.

Feedback from participants in the German **Pupil campus: More Migrants are Becoming Teachers** (*Schülercampus: Mehr Migranten werden Lehrer*) (case study 5) also showed that 87% felt more sure about their choice of study subject, while 94% had a clearer understanding of the teaching profession and its demands, and 92% had a better insight into whether teaching was the right career choice for them.

- **Financial security during initial teacher education.** Two of the initiatives studied had a strong focus on providing financial support for teacher trainees of migrant/minority origin in order to allow them to complete their teaching studies. This was particularly important in countries like France, where all teachers need to complete five years of tertiary education, which can exclude people from disadvantaged socio-economic backgrounds, within which people of migrant/minority backgrounds tend to be disproportionately represented. Stakeholders involved in **Jobs of the Future: Teachers** (*Emplois d'Avenir Professeur - EAP*) programme (case study 2) underlined the importance of the paid teaching posts provided as part of the programme, which allow students to continue in their teaching studies, while also gaining relevant experience in teaching. As one French stakeholder stated: 'It is considerably more relevant employment than selling chips in McDonalds to pay for their studies!'. The financial support provided by the German **Horizons** (*Horizonte*) (case study 1) programme was also cited as one of the three most important benefits of the programme for individuals.
- **Benefits for native teachers and pupils.** Several of the experiences studied also demonstrated the benefits of programmes for teachers and pupils of non-migrant/minority origin. Stakeholders involved in the Danish **Preparatory course for immigrants and refugees** (*Forberedende kursus for indvandrere og flygtninge - FIF*) (case study 6) highlighted that teachers of Danish origin had reported that they too had greatly benefited from the programme through 'getting more used to interacting with people of migrant/minority origins' and 'understanding the issues they face... as well as their culture and history', which they found beneficial for developing their roles as teachers in an increasingly multicultural environment. In the French **Jobs of the Future: Teachers** (*Emplois d'Avenir Professeur - EAP*) programme (case study 2), stakeholders considered that the programme had allowed existing teachers to develop skills as tutors of the EAP beneficiaries, learning to transfer their know-how and experience and also better valorising their profession.

(ii) **Collective impacts on participants, teachers and/or the teaching system**

Policies and measures promoting teacher diversity also had a range of positive impacts and outcomes on participants, teachers and the teaching/education system as a whole. Some of the key outcomes are set out below.

- **Increase in access to initial teacher education of people with a migrant/minority background.** A key result of a number of initiatives has been an increase in the number of people with a migrant/minority background accessing the teaching profession. For example:

Results from a participant survey carried out of the 121 participants of the first five workshops carried out in the German programme **Pupil campus: More Migrants are Becoming Teachers** (*Schülercampus: Mehr Migranten werden Lehrer*) (case study 5) showed that 90 participants had subsequently successfully graduated from high school and, of those, two-thirds had enrolled in initial teacher education programmes at university²⁴⁴.

Similarly, results from the Danish **Preparatory course for immigrants and refugees** (*Forberedende kursus for indvandrere og flygtninge - FIF*) (case study 6) and the French **Jobs of the Future: Teachers** (*Emplois d'Avenir Professeur - EAP*) programme (case study 2) have shown that, as a result of the programme activities, more people of migrant/minority origin are entering initial teacher education. Although no formal evaluation of the scheme's impacts has yet been undertaken, stakeholders involved in the UK **South East BME** (Black and Minority Ethnic) Project (case study 7) consider that there is likely to have been an increase in the recruitment and retention of people of migrant/minority origin to initial teacher education.

- **Improved completion and success rate in teaching courses and exams for programme participants.** Results from a number of case studies demonstrate that teacher diversity measures have led to a higher success rate in teaching exams as well as, in some cases, other diplomas. For example, the team running the Danish **Preparatory course for immigrants and refugees** (*Forberedende kursus for indvandrere og flygtninge - FIF*) programme (case study 6) has found that pre-school students in initial teacher education who had completed the FIF course had a higher likelihood of completing the pre-school initial teacher education programme. As a result of this outcome, some Danish universities have considered extending similar pre-training courses to students of migrant/minority background in other disciplines. Positive results were also observed in certain regions where the French **Jobs of the Future: Teachers** (*Emplois d'Avenir Professeur - EAP*) programme (case study 2) was implemented, as set out below:

In Corsica, the initial teacher education institution reported that EAP beneficiaries had a higher success rate in the teaching exams (24%) than the average of other students (12.5%). The initial teacher education institution in Burgundy also reported that EAP beneficiaries had a higher success rate (92%) in obtaining their diplomas (in all disciplines) than the average of other students (75%); in addition, the rate of EAP beneficiaries sitting exams was higher than for the average of other students, with only 8% not showing up. The picture was however more inconclusive in Créteil where, while EAP beneficiaries performed better than their peers in teaching exams in the first year of the programme, they performed significantly worse in the second year.

²⁴⁴ Matthiesen, T. (2011). *Bringing more diversity to Germany's teaching workforce*, *Effect*, Vol 5 (2), (Autumn 2011), p.13.

The evaluation of the pre-school teacher programme in the context of the German **Horizons** (*Horizonte*) (case study 1) programme also indicated that a measure of its success was that there had been no drop-outs from the scheme²⁴⁵.

- **Improved employment prospects for qualified teachers of migrant/minority origin in the teaching profession.** Several of the case studies demonstrated that participation in the teacher diversity initiatives had improved the participants' prospects of successfully gaining jobs in the teaching profession. For example:

In the German **Horizons** (*Horizonte*) (case study 1) programme, 69% of alumni surveyed in a follow-up study stated that participation in the programme had made it easier to enter the teaching profession, while 80% confirmed that they had developed a profile which made them more attractive for potential employers. Results also showed that 60% of alumni of the programme were employed at the time of the survey, 17% took part in practical initial teacher education in schools, 12% were studying and 11% were doing a PhD related to education and teaching²⁴⁶.

- **Greater likelihood of teachers of migrant/minority origin achieving promotions to senior roles within schools.** Some of the programmes examined in detail also led to an increase in the number of promotions to more senior roles within schools. For example:

Initial results from the 2014/2015 academic year of the **Leadership, Equality and Diversity Fund** (case study 3) in the UK show that, in one initiative in the West Midlands, four promotions of teaching staff with migrant/minority backgrounds have already been achieved, two of which were in the schools where the programme participants already worked.

- **The development of networks to support teaching staff of migrant/minority origin.** A key outcome of several of the teacher diversity programmes examined was the establishment of networks to support teaching staff of migrant/minority origin. Networks of trainee teachers of migrant/minority origin were for example set up in the German programmes **Pupil campus: More Migrants are Becoming Teachers** (*Schülercampus: Mehr Migranten werden Lehrer*) (case study 5) and **Horizons** (*Horizonte*) (case study 1). Similarly, a social media group for BME (Black and Minority Ethnic) teachers was set up in the context of the UK **Leadership, Equality and Diversity Fund** (case study 3). Under the **Specima** programme (case study 8) in Finland, a network of teacher education institutions who deliver **Specima** training (case study 8) was established to exchange experiences and share good practice. One of the initiatives studied was specifically dedicated to

²⁴⁵ Schwab, J., Wegner-Steybe (2014). *Zwischenevaluation des Projekts Horizonte für angehende Erzieherinnen und Erzieher der gemeinnützigen Hertiestiftung (Interim Evaluation of the Project Horizons for future educators of the charitable Hertie foundation)*

²⁴⁶ *Horizonte* (2014). *Verbleibsstudie zum Horizonte Stipendienprogramm für angehende Lehrkräfte mit Migrationshintergrund – Zusammenfassung der Studienergebnisse (Follow-up Study on the Horizons scholarship programme for initial teacher education students with migrant background – summary of study results)*, October.

establishing a network to support teachers and those considering a career in teaching with a migrant/minority background, as set out below:

The aim of the **Project Teaching staff with migration history in North Rhine-Westphalia** (*Projekt Lehrkräfte mit Zuwanderungsgeschichte in Nordrhein-Westfalen*) (case study 10) was to set up a network to attract new talent to the teaching profession, to support local teacher networks, to provide continuing training for teachers with a migrant/minority background to develop their leadership potential, and to encourage diversity initiatives in schools. 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) and for those who are qualified and in schools through network events and continued professional development to break down stereotypes, remove information barriers, support in capacity development and leadership development. The programme has succeeded in setting up the network, with a rapid growth in membership and, through a large amount of media exposure, has established itself as a key stakeholder for intercultural dialogue.

- **Development of continuing professional development for teachers of migrant/minority origin.** In order to continue to boost the skills and career development of qualified teachers of migrant/minority origin, some teacher diversity initiatives have successfully established courses for continuing professional development. For example:

In the bilingual (Russian-Estonian) **Narva Teacher Training College** (case study 4) in Estonia in 2014, 6,000 bilingual teachers and other professionals participated in continuing professional development (CPD) courses provided by the college; this constitutes 1/5 of the total number of participants in CPD courses provided by the University of Tartu (30,000 participants in total)²⁴⁷. The CPD programmes aim to boost the skills of teachers in Russian-medium schools, and particularly in recent years to aid the transition to Estonian-medium studies in all secondary schools in Estonia²⁴⁸.

In the **Specima** programme (case study 8) in Finland, long-term further training programmes, lasting for one year, for teachers and guidance counsellors with a migrant/minority background have also been developed by the participating initial teacher education institutions.

- **Provision of trained bilingual teaching staff for non-native speaker pupils.** An outcome of several of the teacher diversity programmes has been the provision of appropriately trained teaching staff (i.e. teachers and classroom assistants) who can provide a linguistic as well as cultural bridge for non-native speaker children. Examples include the teachers trained under the **Specima** programme (case study

²⁴⁷ Sources from interviews.

²⁴⁸ The Basic Schools and Upper Secondary Schools Act was adopted in 1993. Transition planning began in 1997 and preparations for transition took place gradually over 14 years. Since the approval of the Act in 1993, this transition has been the object of sustained criticism, which has delayed its application. The transition to the partial use of Estonian as a language of instruction in Russian-language secondary schools began in 2007, after ten years of preparations. Each year after that, one mandatory subject to be taught in Estonian was added to the school curriculum.

8) to allow the delivery of 'Home Language Teaching' in Finnish primary schools²⁴⁹, the bilingual Russian-Estonian teachers trained at **Narva Teacher Training College** (case study 4) in Estonia, and the Roma teacher assistants trained in the **Teaching Assistants of Roma Background** (case study 9) programme in Latvia. Programme managers have highlighted in many cases the positive impact which this type of provision also has for relations between the school/education system and parents of children of migrant/minority origin.

- **Improved performance of pupils of migrant/minority origin** at school. Finally, a crucial outcome reported by the stakeholders of some of the teacher diversity initiatives was the improvement in the performance of pupils of migrant/minority origin. The results of the assessment of the Latvian **Teaching Assistants of Roma Background** programme (case study 9) clearly showed that the teaching assistants with a Roma background had fostered improved educational achievements of children of Roma origin and that there were now more Roma children attending school at all levels (pre-primary, primary and secondary). The improvement in performance was also noted in the Estonian example:

Stakeholders reported that the bilingual (Russian-Estonian) initial teacher education programme at **Narva Teacher Training College** (case study 4) in Estonia has had a clear impact on the achievement of pupils from the Russian-speaking minority. The main evidence for this improvement comes from the results of pupils of Russian-medium schools in PISA tests. The 2012 PISA results show that the performance of pupils of Russian-medium schools in Estonia had made an unprecedented leap in six years. Although the competences of young people of Russian origin are still lower than those of the average Estonian young people, the gap is narrowing quickly. The results of the Russian-language schools have improved two times as fast as Estonian language schools over the same period²⁵⁰. While it is difficult to attribute this improvement directly to the programme, it is likely that it has been a key contributing factor.

(iii) Longer-term/wider impacts

Analysis of the selection of teacher diversity initiatives has also shown that there are a number of wider and longer-term impacts. We set out some of the principal outcomes below.

- The **creation of linguistic and cultural bridges** between schools and the communities they serve. A key outcome of almost all the initiatives examined in-depth was the role they had played in establishing linguistic and cultural bridges between the schools (and wider education system) and the families and

²⁴⁹ This nationwide scheme, set up within the Finnish school system to give children of immigrant or mixed linguistic background extra lessons in any other languages they may speak at home, provides funding enabling local education authorities to set up free classes in any language wherever they can connect suitably skilled teachers with at least four school-age children who speak the target language at home. See <http://finland.fi/life-society/finland-makes-multilingualism-easy/> for further information.

²⁵⁰ Foundation Innove:

http://www.innove.ee/UserFiles/%C3%9CIdharidus/PISA%202012/PISA_2012_uuringu_tulemuste_kokkuvote.pdf

communities which they serve. These bridges provide two-way benefits for both the schools and the communities. On the one hand, migrant/minority communities gain a better understanding and closer ties with the schools/national education system. On the other hand, the schools and wider education system also benefit by gaining a better understanding of the communities who they work with. Stakeholders involved in the Latvian **Teaching Assistants of Roma Background** programme (case study 9) highlighted for example that the programme had helped change the attitude of Roma parents about the importance of enrolling their children in formal educational processes in schools. The positive benefits were also clear in the scheme examined in France:

A beneficiary of the French **Jobs of the Future: Teachers** (*Emplois d'Avenir Professeur - EAP*) programme (case study 2) highlighted the importance of a more diverse teaching workforce in being able to liaise with parents of migrant/minority origin who may feel alienated from an education system which they are not familiar with. She herself was able to speak and explain school processes to parents of North African origin in their own language at the school where she was carrying out her work experience. As she highlighted, this 'reinforces the message to children/parents of migrant origin that they have integrated here like everyone else and have their place here' as well as 'giving the teaching profession a better understanding of the whole community'. Another stakeholder highlighted that gaining a better understanding of teaching and the school system is important not only for those who want to become teachers, but also for everyone, since they are potential future parents.

- **Contributing to ongoing intercultural dialogue.** At a wider level, several of the programme stakeholders underlined that a wider positive outcome of the schemes has been that they have instigated and maintained an ongoing cultural dialogue. As seen above, networks set up such as that in the **Project Teaching staff with migration history in North Rhine-Westphalia** (*Projekt Lehrkräfte mit Zuwanderungsgeschichte in Nordrhein-Westfalen*) (case study 10) or specialised institutes such as the **Narva Teacher Training College** (case study 4) in Estonia are now recognised as key authorities for wider intercultural dialogue and debate, both within the education system and beyond.
- **Contributing to systemic change in education systems.** The research clearly indicated that several of these initiatives are contributing to gradual systemic change in education systems, helping them to become more inclusive, more open to all communities/culturally sensitive and ultimately more effective for all. As highlighted by stakeholders involved in the Latvian **Teaching Assistants of Roma Background** programme (case study 9), the ultimate measure of success would be that teaching assistants for children from cultural minorities would no longer be required as all teachers would be appropriately trained and have the necessary cultural sensitivities.
- **Raising awareness of issues for teachers (and pupils) of migrant/minority origin.** It was clear that many of the initiatives examined have been a very successful platform for raising awareness of the issues faced by teacher trainees,

teachers and indeed pupils of migrant/minority origin. Awareness has been raised at all levels: within institutions providing initial teacher education, schools and in education authorities, at a political level, and – in certain cases – with the wider public. The development of knowledge and awareness-raising for the wider education system on issues and barriers related to the recruitment of people of minority/migrant background into teaching was one of the main impacts for example of the **South East BME** (Black and Minority Ethnic) Project (case study 7) in the UK. Similarly, actors involved in the German **Horizons** (*Horizonte*) (case study 1) programme underlined the wider impact on raising awareness on these issues in education authorities and universities.

7.4 Conditions for success

In this section we consider the key success factors of the policies and initiatives examined, as well as areas for development which could improve their effectiveness and impact.

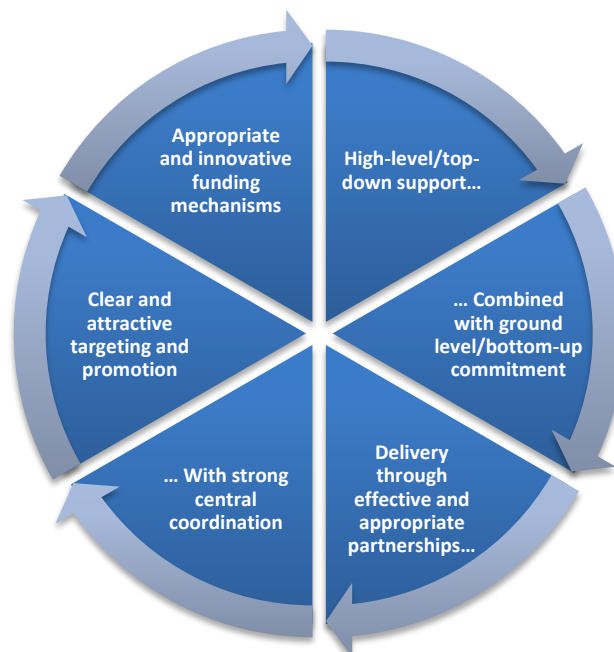
7.4.1 Key success factors

The analysis of the range of teacher diversity initiatives has allowed the identification of a number of key success factors. The main success factors are set out below, firstly for programme design, and secondly for programme contents.

(i) Success factors in programme design

The main success factors identified for programme design are summarised in Figure 6.1 below, and then described below, incorporating examples from the case studies.

Figure 6.1 Overview of success factors for programme design



- **High-level/top-down support...** A key factor of the success of some of the initiatives studied was the high-level support which they received from national ministries and politicians. As highlighted by the **Project Teaching staff with migration history in North Rhine-Westphalia** (*Projekt Lehrkräfte mit Zuwanderungsgeschichte in Nordrhein-Westfalen*) initiative (case study 10), high-level cross-departmental and cross-party support demonstrated to all stakeholders the importance and national commitment to address the issues of diversity in the classroom, as well as in wider society, leading to a stronger motivation to participate. Similarly, in the German **Pupil campus: More Migrants are Becoming Teachers** (*Schülercampus: Mehr Migranten werden Lehrer*) (case study 5), support and buy-in at a political level also supported the success of the measure; for example, the involvement of high-level politicians (usually the Minister for Education and Culture) gave the activities visibility and exposure in local and regional media. There has also been strong ministerial support for the establishment and ongoing activities of the **Narva Teacher Training College** (case study 4) in Estonia since its inauguration in 1999, which has been a strong contributory factor to its success and ability to continue to innovate and improve its programmes.
- **... Combined with ground level/bottom-up commitment and dedication.** High levels of personal motivation and commitment of programme managers, as well as scheme beneficiaries, were found to be an important success factor in the majority of programmes examined. In light of the barriers and public sensitivities which still exist in relation to teacher diversity, a high level of personal drive and dedication was in general necessary in order for programmes to succeed. Stakeholders consulted in relation to the **French Jobs of the Future: Teachers** (*Emplois d'Avenir Professeur - EAP*) (case study 2) all underlined the strong dedication and motivation of all actors involved in concrete implementation to make the programme succeed, including students, initial teacher education providers, university staff, and employers and tutors in schools. The importance of such commitment was also underlined by actors involved in the German **Project Teaching staff with migration history in North Rhine-Westphalia** (*Projekt Lehrkräfte mit Zuwanderungsgeschichte in Nordrhein-Westfalen*) initiative (case study 10). As the network coordination highlighted: 'You have to have something to offer to your members and make it attractive. We are combining the social aspect as well as the network and development support.'
- **Delivery through effective and appropriate partnerships...** Implementing the teacher diversity programmes with a range of suitable and committed partners was also found to be a key factor for success in most of the schemes. Such partnerships varied in scope and composition but included for example teacher education institutions, universities, education authorities/ministries at national or regional level, representatives of migrant/minority groups, NGOs, local schools and/or student representatives. In the German **Horizons** (*Horizonte*) (case study 1) programme for example, the joint development of the measure with the education ministries and universities, as well as the involvement of education authorities in the

selection of participants, was a key factor in its success. The partnership and cooperation model was also a cornerstone of the UK **South East BME** (Black and Minority Ethnic) Project (case study 7), bringing together 16 higher education institutions providing initial teacher education. As stated by one delivery organisation: 'The strength was really in the collective action of the group in terms of providers of teacher education. The knowledge that we gathered collectively was very helpful'. Within the Finnish **Specima** programme (case study 8), stakeholders also highlighted that the cooperation between different tertiary teacher education institutions had contributed to the continuous improvement of the quality of the programme. For the Latvian **Teaching Assistants of Roma Background** programme (case study 9), cooperation with local municipalities was critical to its success.

- **... With strong central coordination.** It was clear however that, to ensure that partnerships were successful, it was necessary to ensure effective and clear coordination of partners by a centralised body: in the French **Jobs of the Future: Teachers** (*Emplois d'Avenir Professeur - EAP*) (case study 2), coordination of the measure, and all the local partners involved, was carried out in some regions (e.g. Burgundy) by the institution of initial teacher education, while the German **Horizons** (*Horizonte*) (case study 1) programme was coordinated by the Hertie Foundation.
- **Clear and attractive targeting and promotion.** Ensuring that the teacher diversity programmes were targeted and promoted in an appropriate and attractive manner to the selected target groups was also an important element in their effectiveness. For example, in the German **Horizons** (*Horizonte*) (case study 1) programme, there was a strong focus on the selective recruitment of grant beneficiaries, which contributed to developing the prestige of the programme and hence its attractiveness to applicants. The promotion of the French **Jobs of the Future: Teachers** (*Emplois d'Avenir Professeur - EAP*) programme (case study 2) was also a key part of its implementation, carried out actively by providers of initial teacher education (ITE) and seeking to encourage a wide range of applicants who may be interested in a career in teaching. The good reputation of organisations delivering the programmes, such as the **Narva Teacher Training College** (case study 4) in Estonia, was also a key factor in attracting participants to enrol in the courses.
- **Appropriate and innovative funding mechanisms.** All programme stakeholders agreed that appropriate levels of funding were essential in order to implement programmes effectively, and expand them where possible. Funding was essential for both covering programme costs (e.g. **Specima** (case study 8) in Finland where special funding from the ministry had facilitated cooperation and further development of the programme) and for individual grants allowing students of migrant/minority origin to enter and remain in initial teacher education (e.g. **Jobs of the Future: Teachers** (*Emplois d'Avenir Professeur - EAP*) (case study 2) in France or **Horizons** (*Horizonte*) (case study 1) in Germany). Innovative funding mechanisms were also used in some teacher diversity projects to maximise

available resources. For example, in the British **South East BME** (Black and Minority Ethnic) Project (case study 7), the teacher education institutions involved grouped their funding. As one stakeholder stated: 'It seemed more economically viable to pool the money together and set up a collective project that would be more effective than several small ones'. In order to facilitate participation in the programme, the UK **Leadership, Equality and Diversity Fund** (case study 3) programme covers the cost of staff cover for teachers to participate in training days.

(ii) Success factors in programme contents

There were also a number of programme features which were found to have particularly contributed to the success of different teacher diversity programmes. The main success factors are summarised in Figure 6.2 and described, including examples, below.

Figure 6.2 Overview of success factors in programme contents



- A strong practical/vocational component.** Stakeholders involved in several of the teacher diversity measures, whether as managers or beneficiaries, strongly emphasised the importance of the vocational/practical component of the programmes, involving work experience in schools with qualified teachers. This element was found to be particularly important in helping people of migrant/minority origin to see for themselves the realities of the teaching profession and break down any negative pre-conceptions. The importance of this practical experience was underlined for example in the case of the German programme **Pupil campus: More Migrants are Becoming Teachers** (*Schülercampus: Mehr*

Migranten werden Lehrer) (case study 5), which allowed the students to see the teaching profession 'from a different angle', or in the case of the Danish **Preparatory course for immigrants and refugees** (*Forberedende kursus for indvandrere og flygtninge - FIF*) programme (case study 6), where the in-school internships were one of the most effective parts of the programme, also giving participants the opportunity to make contact with Danish teachers and students. Programmes such as **Horizons** (*Horizonte*) (case study 1) in Germany have successfully made the link between theory and practice, by helping beneficiaries to report back on the application of their learning outcomes in schools or early childcare institutions. Teachers who participated in the UK **Leadership, Equality and Diversity Fund** (case study 3) programme also underlined the importance of the internship/work shadowing element of the course which provided an opportunity to see how another school works and bring back ideas to their own school, serving as a tool for empowerment and confidence building. Practical teaching experience was also a key success factor of the French **Jobs of the Future: Teachers** (*Emplois d'Avenir Professeur - EAP*) (case study 2) programme, formalised through an employment contract which brought other benefits in itself; as one stakeholder stated, the employment contract 'requires a real commitment from the student... but also provides a guarantee and framework to them on the conditions of their employment'.

- **Individualised support and tutoring/mentoring.** The provision of individualised support, in the form of tutoring, mentoring or peer-to-peer support, was shown to be particularly important for the success of teacher diversity programmes. A key success factor of the UK **Leadership, Equality and Diversity Fund** (case study 3) programme was the matching of participants with coaches/mentors from a similar background who worked in senior teaching roles. Similarly, each beneficiary of the French **Jobs of the Future: Teachers** (*Emplois d'Avenir Professeur - EAP*) (case study 2) programme was assigned a tutor in the school where they were working who could help them manage their timetable, carry out regular catch-ups and answer any queries; in some French regions, they were also provided with a second tutor in the initial teacher education institution. One programme manager highlighted that the individual accompaniment was 'particularly important for 'fragile' students'. The Finnish **Specima** programme (case study 8) also provides individual study plans (HOPS) for each student on the programme. Peer-to-peer support via networking activities was also one of the key success factors of the German **Project Teaching staff with migration history in North Rhine-Westphalia** (*Projekt Lehrkräfte mit Zuwanderungsgeschichte in Nordrhein-Westfalen*) initiative (case study 10).
- **Tailoring linguistic support to technical terms used in education.** For first generation migrants considering a career in teaching, programmes such as the Danish **Preparatory course for immigrants and refugees** (*Forberedende kursus for indvandrere og flygtninge - FIF*) (case study 6) programme provided valuable language training. The language training however was distinguished from that which

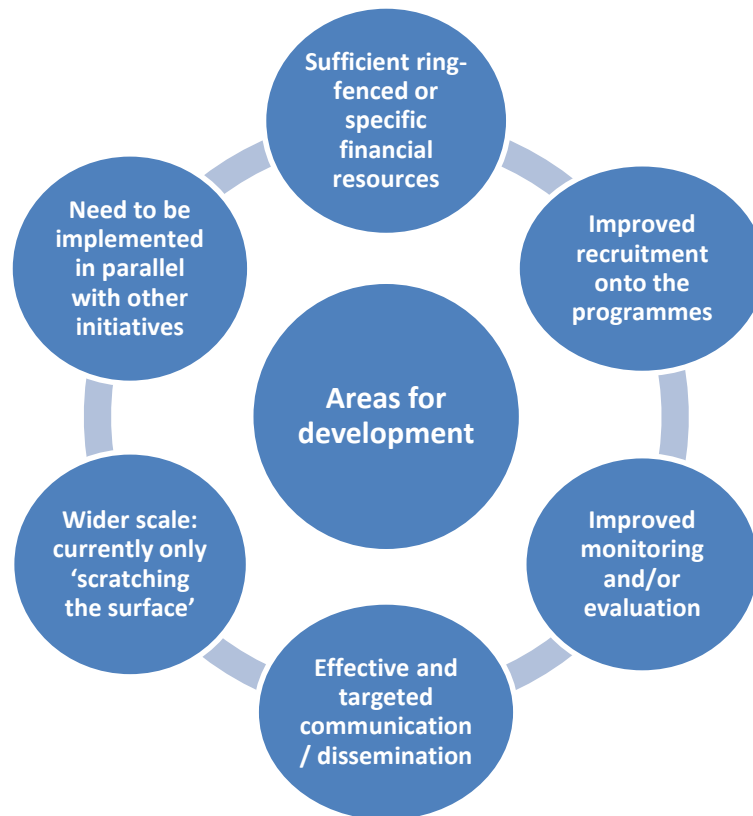
would be provided by a standard language school by the provision of technical vocabulary focused on the field of education, which was particularly appreciated by programme participants.

- **Allowing sufficient time for participation in programme activities.** Analysis of the range of teacher diversity programmes showed that, in order to succeed, it was important to build in mechanisms for ensuring that participants were given sufficient time to take part in activities. The German **Horizons** (*Horizonte*) (case study 1) programme is designed for example to allow participants to reconcile mainstream teacher education with the additional support programme. Similarly, students participating in the French **Jobs of the Future: Teachers** (*Emplois d'Avenir Professeur - EAP*) programme (case study 2) are allowed to plan their work in the schools around their study timetables; in some regions, the practical training also provides credits counting towards diplomas.
- **Flexibility allowing tailoring to local needs.** A particular strength of the UK **Leadership, Equality and Diversity Fund** (case study 3) programme was the flexibility of the approach, which allowed schools to design their programmes individually according to local needs, rather than being coordinated centrally.

7.4.2 Areas for development

The examination of the case studies also highlighted some key areas for development which provide valuable lessons for future programmes. The main identified areas for development are set out in Figure 6.3 below, and then described below.

Figure 6.3 Overview of main areas for development



Firstly, it was clear that a **lack of sufficient ring-fenced or specific financial resources** hampered the teacher diversity programmes in various ways. The voluntary (unpaid) nature of the engagement of teachers and trainee teachers in the **Project Teaching staff with migration history in North Rhine-Westphalia** (*Projekt Lehrkräfte mit Zuwanderungsgeschichte in Nordrhein-Westfalen*) (case study 10) was highlighted as a fragility of the programme, which significantly limits the time and commitment which the network members can make. It was felt that the Danish **Preparatory course for immigrants and refugees** (*Forberedende kursus for indvandrere og flygtninge - FIF*) programme (case study 6) could be more effective if it had funding to provide ongoing guidance to students after completion of the preparatory course. In the Latvian **Teaching Assistants of Roma Background** programme (case study 9), while there has been funding to train the assistants, insufficient resources are available to employ the assistants; only six of the twenty trained assistants were employed at the time of this study. Even successful programmes such as **Horizons** (*Horizonte*) (case study 1) in Germany have struggled to get their activities mainstreamed into regional funding mechanisms at the end of the programme.

Secondly, challenges were also encountered in some initiatives in terms of **recruitment onto the programmes** of both participating schools and teachers or trainee teachers of migrant/minority origin. The German **Project Teaching staff with migration history in North Rhine-Westphalia** (*Projekt Lehrkräfte mit Zuwanderungsgeschichte in Nordrhein-Westfalen*) initiative (case study 10) found that

attracting schools to participate in the programme had been very time-consuming and in part frustrating, perhaps due to the broad range of initiatives on offer to schools. In the UK **Leadership, Equality and Diversity Fund** (case study 3) programme, schools had a limited incentive to give the teachers time off from their duties to participate in training which may lead to them finding work in other schools. Schools also struggled to recruit sufficient beneficiaries onto the programme, in particular in areas with a less ethnically diverse population. In the French **Jobs of the Future: Teachers** (*Emplois d'Avenir Professeur - EAP*) programme (case study 2), particular challenges were encountered to fill the large number of places available in the regions with the highest levels of disadvantage and greatest teacher shortages. On some programmes, such as **Specima** (case study 8) in Finland, Finnish language requirements had originally been high leading to a lack of participants; the level has now been lowered however which has boosted participation, but brought challenges for the institutions providing initial teacher education to run the programme successfully.

Thirdly, there was a **lack of sufficient monitoring and/or evaluation** of several of the programmes, making it difficult to build a case for further funding, or to assess the success of different strands of the measure and adjust the activities accordingly. Stakeholders in Denmark for example felt that an evaluation of the **Preparatory course for immigrants and refugees** (*Forberedende kursus for indvandrere og flygtninge - FIF*) programme (case study 6) was long overdue. Similarly, stakeholders in the Finnish **Specima** (case study 8) and UK **South East BME** (Black and Minority Ethnic) Project (case study 7) felt that it would be important to assess the extent to which the scheme is removing barriers to access to teaching for people of migrant/minority origin, as well as the impacts and effectiveness of the measure.

Fourthly, the analysis of the measures demonstrated the **importance of effective and targeted communication**. For example, in the French **Jobs of the Future: Teachers** (*Emplois d'Avenir Professeur - EAP*) programme (case study 2), while there was effective communication to potential beneficiaries in some regions, there was insufficient communication on the measure to other actors, including schools and existing teachers, who struggled to understand the benefits and aims of the scheme, even considering sometimes that the scheme was devaluing their own teaching diplomas. In other programmes, such as the UK **South East BME** (Black and Minority Ethnic) Project (case study 7), there was insufficient dissemination of the knowledge developed by the network, which clearly limited its impact.

Fifthly, the experience of the implementation of several teacher diversity initiatives served to underline that, while the programmes provided an important bridge between communities, they were **not sufficient on their own and needed to be supplemented by other activities to build bridges**. Stakeholders involved in the **Narva Teacher Training College** (case study 4) in Estonia felt for example that it would be important in addition to ensure that there was support for exchanges between young people and teachers from both communities (Russian and Estonian) to 'bring them out of their relatively closed community'.

Finally, there is a concern by certain actors that these measures are ‘**only scratching the surface**’ of the issue and that there is a need for their much wider generalisation and upscaling in order to have a significant impact.

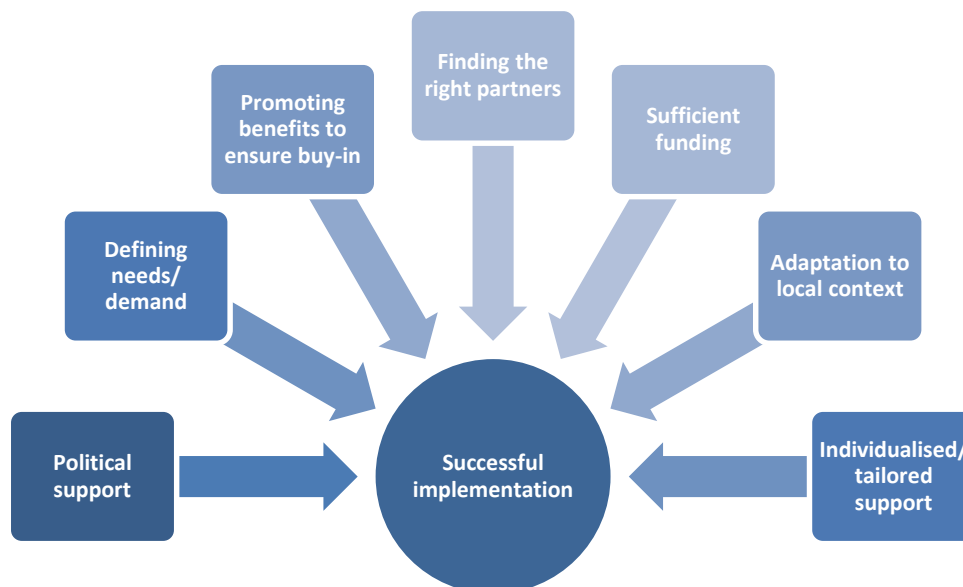
7.5 Transferability

In this section, we consider the potential for transferability of the different teacher diversity initiatives by examining the conditions needed for their successful implementation and evidence of their replication in other contexts.

7.5.1 Conditions for successful implementation

A cross-analysis of the teacher diversity measures selected for the study highlights a number of conditions required for their successful implementation. These are summarised in Figure 6.4 below, with examples and further explanation set out below.

Figure 6.4 Conditions for successful implementation



- **Political support.** To be successful, several of the initiatives examined (e.g. the UK **South East BME** Project (case study 7), the German **Horizons** (*Horizonte*) (case study 1) programme, etc.) have demonstrated that political support is an important pre-condition for implementation. Such support ensures the allocation of funding and provides an outward sign of the importance of the measure to all stakeholders.
- **Establishing the need/demand for the measure.** The experience of the implemented measures has shown the importance of establishing the need/demand for initiatives before implementation. Stakeholders involved in the German **Project Teaching staff with migration history in North Rhine-Westphalia** (*Projekt Lehrkräfte mit Zuwanderungsgeschichte in Nordrhein-Westfalen*) initiative (case study 10) underlined for example that it would be important to identify locations where there was a critical mass of potential or qualified teachers with a

migrant/minority background before setting up a network. The interests and needs identified should be reflected in the design of programmes.

- **Identifying and promoting the benefits of the programme.** To ensure buy-in to the initiative, it is essential to communicate effectively on expected benefits of the programme, not only for the direct beneficiaries but also for pupils, schools and the wider community. The benefits of participating and supporting the programme should be made clear to all partner organisations.
- **Bringing on board the right partners.** As seen above, a collaborative approach with a range of relevant stakeholders is a key success factor in teacher diversity initiatives. To ensure successful implementation, it is therefore essential to identify and bring on board the right partners, who are passionate about the topic and prepared/able to provide the right level of commitment, including in particular providers of initial teacher education. In addition, as shown in several initiatives such as the French **Jobs of the Future: Teachers** (*Emplois d'Avenir Professeur - EAP*) programme (case study 2), it is important to define clear lines of responsibility and appropriate coordination mechanisms.
- **Sufficient levels of funding.** To be effective, teacher diversity initiatives require sufficient resources both for inception and ongoing implementation. The **Specima** programme (case study 8) in Finland has for example highlighted the importance of the specific, ring-fenced funding from the government. The German **Horizons** (*Horizonte*) (case study 1) programme underlined the need for initial investment to kick-start the measure. Stakeholders involved in the UK **Leadership, Equality and Diversity Fund** (case study 3) programme have shown the importance of being able to demonstrate evidence of positive impact on students in order to trigger funding.
- **Appropriate adaptation of measures to the local context.** When preparing the implementation of a teacher diversity initiative, it is essential to adapt the programme to the local context, ideally working with relevant local partners and stakeholders. Programmes such as the UK **Leadership, Equality and Diversity Fund** (case study 3) programme have used a flexible approach to the design and delivery of activities, led by individual schools.
- **Provision of individualised and tailored support for beneficiaries.** The different initiatives to promote teacher diversity have shown that the provision of individualised support is crucial to supporting people from a migrant/minority background in entering and remaining in the teaching profession. Such support can be delivered for example through peer-to-peer support, mentoring or tutoring. The individualised support is particularly important in developing self-confidence and finding solutions to overcome any barriers. The establishment of networks for sharing experience and good practice can also be a valuable tool for supporting individual teachers or student teachers.

7.5.2 Evidence of replicability in other contexts

Some of the initiatives examined have already been replicated in other contexts, providing some valuable lessons about their replicability. These examples, and the key learning points from their replication, are set out below.

Table 6.1 Examples of the (potential) replication of teacher diversity programmes

- The German programme **Pupil campus: More Migrants are Becoming Teachers** (*Schülercampus: Mehr Migranten werden Lehrer*) (case study 5) is a particularly successful example of replication in other contexts across Germany, currently now running in ten of Germany's sixteen federal states. The concept has been successfully replicated in particular due to the coordination and quality control by ZEIT-Stiftung, who co-financed the workshops, provided the concept, supervised the local implementation, worked closely with local partners, and helped coordinate publicity and media.
- Both programmes (for pre-school teachers and mainstream education teachers) implemented under the German **Horizons** (*Horizonte*) (case study 1) programme have been replicated in different regional contexts in Germany. Stakeholders reported that these experiences have underlined the need to carry out a thorough needs analysis for each local context and to adapt the programme accordingly. Some elements of the programme can be easily transferred with limited resource implications (e.g. the summer schools, seminars or networking events), however other parts would require more financial investment, which may only be worthwhile if there is a critical mass of beneficiaries.
- In addition to UCC University College in Copenhagen, the **Danish Preparatory course for immigrants and refugees** (*Forberedende kursus for indvandrere og flygtninge - FIF*) (case study 6) programme is also on offer at VIA University College in Aarhus and Holstebro, and UCN University College in Aalborg. There is for the moment however no contact between the implementing colleges to share experiences.
- Similar networks of migrant teachers to that established by the German **Project Teaching staff with migration history in North Rhine-Westphalia** (*Projekt Lehrkräfte mit Zuwanderungsgeschichte in Nordrhein-Westfalen*) (case study 10) have been established elsewhere in Germany. However, many of these other networks lack the same level of political support and are built entirely on voluntary inputs, making them more fragile.
- Although the UK **South East BME Project** (case study 7) has not yet been replicated elsewhere, project stakeholders felt that certain elements would be suitable to be transferred, including for example the key messages, the partnership and cooperation model, the research and the funding model (which itself was inspired by another project). However, they have underlined that the project would need to be strongly tailored to the local/national context, particularly in terms of the population composition, policy and political context, and the situation of people of migrant/minority origin, in particular that of second generation migrants.
- The **Narva Teacher Training College** (case study 4) in Estonia operates in a similar cultural and linguistic context to that of universities in other regions such as the Free University of Bozen-Bolzano (Italy), the Alpen-Adria University (Austria) or the University of Primorska (Slovenia). There is therefore a good potential for a successful transfer of their experience to these universities which are located in an area with a significant national minority group speaking another language.

These examples show that replication of certain teacher diversity initiatives, or elements of the initiatives, are transferable to other contexts. In order to **facilitate the replication process**:

- The replication of the initiative should ideally be **coordinated – and where possible cofinanced – by a central organisation**, which can provide the concept, supervise local implementation and help coordinate publicity and promotion;
- It is important to seek to gain the **same level of political support and funding** in the new context. Political support is a particularly crucial element for the acceptance by all local stakeholders of teacher diversity initiatives, as well as for securing funding;
- The replication of the initiative must be **tailored to the specific local/regional/national context**. This is likely to include the population composition (including specific migrant/minority groups), the political context, existing policies and key stakeholders;
- Where initiatives are transferred, it is important to set up exchanges between implementing organisations to **share experience, innovative approaches/tools and good practice**.

7.6 Summary

In this chapter, we have presented the evidence gathered from the study research on the effectiveness and transferability of initiatives targeting teacher diversity.

The chapter begins with an overview of the **existing empirical research** on the impact of teacher diversity on the outcomes for students of minority/migrant background. This empirical research base is relatively limited, focusing mainly on research in the USA and on long-established migrant groups as opposed to more recent migrant groups. There is some limited evidence however that increased teacher diversity can lead to improved academic and non-academic outcomes for learners with a migrant/minority background. The potential reasons put forward in the research for this positive relationship are that teachers who have a migrant/minority background may have different expectations of performance from pupils with a migrant/minority background, a better understanding of their cultural experiences, and the ability to serve as role models and advocates.

The chapter then sets out the evidence gathered from the primary research carried out for this study, particularly via the ten case studies. After a consideration of the ways of measuring the impact and effectiveness of policies targeting teacher diversity, it presents some of the key outputs, impacts and outcomes of the programmes examined. **Direct impacts** on beneficiaries of teacher diversity initiatives included: improved linguistic and cultural skills; improved self-confidence; increased social capital; confirmation of the choice of a career in teaching; financial security; and, other benefits from native teachers who were involved in programme activities. Important **collective impacts** were also clear across the case studies including: an increase in access to initial teacher education of people with a migrant/minority

background; improved completion and success rate in teaching courses and exams for programme participants; improved employment prospects for qualified teachers of migrant/minority origin in the teaching profession; greater likelihood of teachers of migrant/minority origin achieving promotions to senior roles within schools; the development of networks to support teaching staff of migrant/minority origin; the development of continuing professional development programmes for teachers of migrant/minority origin; and, crucially, the improved performance of pupils of migrant/minority origin at school. Finally, certain case studies pointed to the existence or likelihood of other **longer-term/wider impacts** including: the creation of linguistic and cultural bridges between schools and communities; contributing to ongoing cultural dialogue; contributing to systemic change in education systems; and, raising awareness of issues for teachers (and pupils) of migrant/minority origin.

The chapter then considers the reasons for success and areas for development. Key **success factors of programme design** included: high-level/top-down support combined with ground level/bottom-up commitment; delivery through effective and appropriate partnerships with strong central coordination; clear and attractive targeting and promotion; and, appropriate and innovative funding mechanisms. **Success factors of programme content** included: strong practical/vocational component; individualised support and tutoring/mentoring; tailoring linguistic support to technical terms used in education; allowing sufficient time for participation in programme activities; and, flexibility allowing tailoring to local needs. **Areas for development** comprised: a lack of sufficient ring-fenced or specific financial resources; a greater focus on recruitment onto the programmes; a lack of sufficient monitoring and/or evaluation; more emphasis on targeted communication; need to complement projects on teacher diversity with other activities to build bridges between communities; and, the need for a wider generalisation of measures.

Finally, the chapter focused on the **potential for transferability** of the different teacher diversity initiatives by examining the conditions needed for their implementation and evidence of their replication in other contexts. **Conditions for successful implementation** included: political support; establishing the need/demand for the measure; identifying and promoting the benefits of the programme; bringing on board the right partners; sufficient levels of funding; appropriate adaptation of measures to the local context; and, provision of individualised and tailored support for beneficiaries. Several of the initiatives examined have been replicated, in part or as whole, mostly however within their own Member State. The main **lessons on facilitating replication** were: coordination by a central organisation; the existence of political support and funding; the importance of tailoring to the specific context; and, the benefits of setting up exchanges between implementing organisations to share experience.

8.0 Conclusions and recommendations

This study has provided a unique opportunity to explore the issue of teacher diversity in relation to migrant and minority background within the European Union. In particular, the study has:

- Identified and analysed the existing data on the diversity of the teaching workforce against the backdrop of the increasing diversity of the learner population;
- Identified and explored the prevalence of the different barriers to teacher diversity at each stage of the “teacher pathway”;
- Mapped and analysed the policies, initiatives and other measures implemented across the European Union to promote teacher diversity including their prevalence in different Member States, the typology of approaches adopted, the key implementing actors, the principal tools and mechanisms used, and the policy gaps;
- Explored the evidence on the effectiveness of the policies and initiatives promoting teacher diversity, with a particular focus on their impacts, success factors, areas for development, and conditions for successful implementation and transferability.

The research has been carried out using a range of methods including: a literature review drawing on both European and international research; primary research in all 28 EU Member States leading to the compilation of 28 country profiles (presented in Annex One); the selection and analysis of 10 policies/initiatives as in-depth cases studies (summary overviews of which are presented in Annex Two); a comparative analysis of findings; and, the review of findings with high-level experts in diversity in education with a view to formulating conclusions and recommendations via a virtual Policy Delphi and two high-level expert seminars.

Throughout the study, the research team has ensured that the views and perspectives of all relevant stakeholders have been taken into account, including the European Commission, other key European stakeholders (e.g. the ETUC), international organisations (e.g. the OECD), academic institutions focusing on diversity in education, organisations representing migrants and minorities, national education authorities, teacher education institutions, leaders and staff in educational establishments, as well as teachers and potential teachers (including those of migrant and minority origin). These views have been gathered through a range of methods including interviews, meetings, seminars, online consultation (via the virtual Policy Delphi) and review of relevant reports.

In this final chapter, we draw together all the research findings to present the key conclusions and recommendations emerging from the study.

8.1 Conclusions

In this section, we set out the main conclusions emerging from the different phases of the study research in relation to the four main fields of exploration: data on the diversity of the teaching workforce; an examination of the barriers and obstacles to teacher diversity; mapping and analysis of the policies and initiatives which promote

teacher diversity; and, an overview of the effectiveness, impacts and transferability of teacher diversity initiatives.

8.1.1 Diversity of the teaching workforce

Data on the diversity of the teaching workforce in terms of migrant/minority background is overall limited across the different Member States of the European Union. The lack of data was most frequently explained by data protection concerns, with several countries having laws in place which prohibit the collection of data on religious, ethnic or cultural background; in other cases, data was not collected since teacher diversity was not considered as a particular area of policy concern.

Where data does exist, it is often not directly comparable due to a lack of consistency in the indicators used in the different countries, as well as the absence of any EU-level comparative data source. Amongst the Member States which collect some data on the diversity of the teaching workforce, five different types of indicators are used: migrant background (those who were born outside the reference country or whose parents were); foreign background (those who do not hold citizenship of the reference country); ethnicity (usually self-reported as belonging to an ethnic group); cultural diversity (loosely defined as coming from a minority socio-cultural and ethnic background); minority background (those teaching or learning in other languages than the reference language).

The limited data that is available, bearing in mind the above caveats, indicates that **teachers and students with a migrant background in initial teacher education are generally under-represented** compared to the actual diversity of the learners. For example, in Denmark, 8.9% of 15-year old learners have a migrant background²⁵¹, compared to 3.3 % of teaching staff in Danish schools²⁵²; in England, 29.5% of pupils in state-funded primary schools belong to an ethnic group other than 'White British', while only 12% of teachers declare another ethnicity than 'White British'. The main exceptions - where available information suggests that there is a smaller disparity between the diversity of teachers and learners - are the countries where both the share of learners and teachers with a migrant background are very low, such as Hungary and Slovakia. Where differentiated data is available, there seems to be a **greater diversity of teaching staff at pre-primary level** than at other levels of education; which may in part be due to lower entry requirements at this level of teaching. Available data indicated that, compared to practising teachers, there is a **slightly higher proportion of students in initial teacher education with a migrant/minority background**; however, this difference is not large enough to suggest that there is likely to be a pipeline of more diverse teaching staff in the foreseeable future.

The data available on teachers with a minority background does however paint a slightly different picture. In Central and Eastern European Member States with a high

²⁵¹ OECD (2013). *Excellence through Equity (Volume II)*, Paris: OECD Publishing.

²⁵² Local Government Denmark (KL) (2009). *De bedste lærere til en attraktiv folkeskole (Association of Municipalities – The Best Teachers for an Attractive School)*, p. 9.

proportion of students from minorities, the diversity of learners seems to be more closely matched to a proportionate diversity of teachers from minority groups. For example, in Estonia, 24.6% of learners in compulsory education are native Russian speakers²⁵³, while approximately one-fifth of teachers have a minority background (i.e. have a first language that is not Estonian)²⁵⁴.

8.1.2 Barriers to diversity in the teaching profession

The relatively low level of diversity of the teaching workforce with regards to migrant and/or minority background can be explained by the **wide range of barriers faced by aspiring and practising teachers with a migrant/minority background at key points of the teacher “pathway”**: accessing initial teacher education; finalising and graduating from initial teacher education; entering the teaching profession; and, staying in the teaching profession. The main barriers identified for each stage of the pathway are as follows:

- **Barriers to accessing initial teacher education:** comparatively lower learning outcomes of students with a migrant/minority background during their school careers; language barriers; lack of financial resources; lack of confidence and awareness to opt for a teaching career; low prestige and low salaries associated with the teaching profession; structural barriers; and, negative/discriminatory experiences in schools deterring young people from a migrant/minority background to train as teachers themselves.
- **Barriers to completion of initial teacher education:** financial costs; lack of cultural and social support groups at the initial teacher education stage; a mono-cultural approach to teacher education; and, discrimination encountered by students from a migrant/minority background in initial teacher education.
- **Barriers to entering the teaching profession:** high levels of competition; a lack of targeted and affirmative recruitment practices in Member States; risk of discriminatory recruitment practices; and, prolonged or complicated processes for recognising foreign teacher qualifications.
- **Barriers to staying in the teaching profession:** burn-out due to working in less well-resourced schools; relative marginalisation/isolation as the ‘minority staff member’ within the teaching workforce; a lack of desire to play the role of the ‘intercultural ambassador’; risk of discrimination in the workplace; and, a lack of career progression.

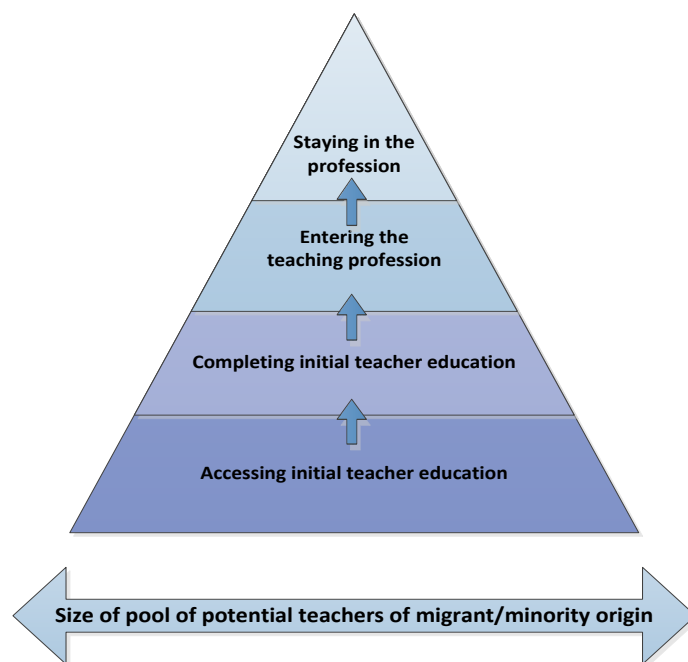
Barriers faced by those from a migrant/minority background seeking to enter the teaching profession appeared to be more prevalent than those experienced by migrant/minority teachers working in schools. It is important however to note that there was limited evidence or existing research on barriers in the workplace.

²⁵³ Ministry of Education and Research Estonia (EHIS) (2015). *Estonian Education Information System, pupil register, 2014-2015*.

²⁵⁴ *Ibid.*

The barriers presented above along the different stages of the ‘teacher pathway’ are intersectional and cumulative. Evidence from the study suggests that the barriers faced by those from a migrant/minority background seeking to enter initial teacher education are more prevalent than those experienced by migrant/minority teachers working in schools. As such, it can be hypothesised that a large number of potential teachers of migrant/minority origin may leave the ‘pathway’ before beginning or completing initial teacher education, and thus that the pool of teachers of migrant/minority background diminishes at each stage of the ‘pathway’ with each new set of barriers. This decline in the numbers of potential teachers of migrant/minority origin can be illustrated as a pyramid, as seen in Figure 7.1 below.

Figure 7.1 Impact of barriers on the pool of potential teachers of migrant/minority origin when progressing through the teacher pathway



8.1.3 Policies and initiatives to promote teacher diversity

In order to address these barriers, a number of policies, initiatives and other measures have been implemented across the EU Member States with the direct or indirect aim to increase the diversity of the teaching workforce. While a small number of policies had the clear objective of increasing diversity in the teaching profession, **the vast majority either increased teacher diversity as part of programmes targeting other objectives** (e.g. recruitment of native language teachers to improve pupil performance), or in the context of embedded policies to tackle diversity in the classroom more widely (e.g. in priority education zones). In addition, the existence of policies, initiatives and measures is not equally spread across EU Member States, but typically clusters in those countries where the learner population is more diverse, such as Austria, Germany and the United Kingdom.

67 relevant policies, initiatives and measures are presented in the study, including 10 in-depth case studies, illustrating the **variety of approaches** to tackling the barriers

along the 'pathway' towards greater teacher diversity. These approaches can be divided into four groups aimed at: 1) attracting more pupils of migrant/minority origin to take up initial teacher education; 2) supporting students of migrant/minority origin in initial teacher education to finalise their studies; 3) helping people of migrant/minority origin to access the teaching profession; and, 4) supporting teaching staff of migrant/minority origin within the profession. However, several policies intervene at several stages along the pathway. The majority of policies identified aimed to support those with a migrant and/or minority background in accessing initial teacher education or subsequently the profession, while a smaller share of policies offered support to either students in initial teacher education or teaching staff who are already in the profession.

The **main actors** in the design and implementation of the measures identified in the area of policies for (aspiring) ITE (initial teacher education) students of migrant/minority origin are initial teacher education institutions, NGOs, charitable foundations and networks. The principal actors for policies addressing the recruitment and retention of migrant and/or minority teachers are relevant education authorities, schools and representatives of minority groups.

The **principal mechanisms and tools** implemented included awareness-raising campaigns, financial support, networks and mentoring programmes, specific teacher education programmes for minority teachers, additional language and academic support, recruitment into specific roles such as native language teachers or cultural assistants, recognition of foreign diplomas and the promotion of diversity in school leadership. It is interesting however to note that one of the most frequently implemented approaches implemented in this field – recruitment into specific roles such as intercultural mediators – typically does not have the objective of increasing the diversity of the teaching workforce, and can even be considered as creating special (and inferior) roles outside mainstream education.

While the policies identified address most of the barriers at the different stages of the pathway towards increased teacher diversity, some **gaps** remain, most notably around more structural approaches to tackling teacher diversity, including changes to the monocultural approach to initial teacher education, policies tackling differentiating and/or potentially discriminatory practices, as well as more affirmative recruitment and promotion policies, such as the implementation of targets and quotas.

8.1.4 Effectiveness, impacts and transferability of measures

While the study highlighted that policies and initiatives to increase teacher diversity exist in a number of EU Member States, it also showed that there has been limited analysis of the effectiveness of policies to date. Primary research carried out by the study team, in particular on the ten case studies, was however able to examine the effectiveness and impacts of these policies and initiatives, including success factors, areas for development, and conditions for successful implementation and transferability.

The **empirical research base** on the impact of teacher diversity on the outcomes for students of minority/migrant background **is limited**, focusing mainly on research in

the USA and on long-established migrant groups as opposed to more recent migrant groups. There is **some limited evidence however that increased teacher diversity can lead to improved academic and non-academic outcomes for learners with a migrant/minority background.**

Very few of the initiatives examined in the study have been the object of a formal evaluative process. Many of them did **set targets and/or indicators** to monitor and measure the success of the programme, at least to some degree. A range of different indicators were used including: number of pupils/teacher trainees/teaching staff participating in the programmes; number/proportion of participants who took part in events, completed the training, went on to become teachers and/or be employed in the teaching profession or achieved promotions; participant feedback on training/events; and, in certain cases, performance of pupils of migrant/minority origin in schools linked to the initiative. Overall, **measurement and monitoring of effectiveness of programmes was weak.**

The **scale of outputs differed considerably** between the programmes examined. The number of participants ranged for example from 18,000 in the French Jobs of the Future: Teachers (*Emplois d'Avenir Professeur*) programme (case study 2), to 20 in the Latvian Teaching Assistants of Roma Background programme (case study 9). The majority of programmes were however **generally of a relatively small scale.** Demand outstripped the number of places in certain successful initiatives (such as the German Horizons (*Horizonte*) (case study 1) programme), whereas other programme managers reported difficulties in filling available spaces.

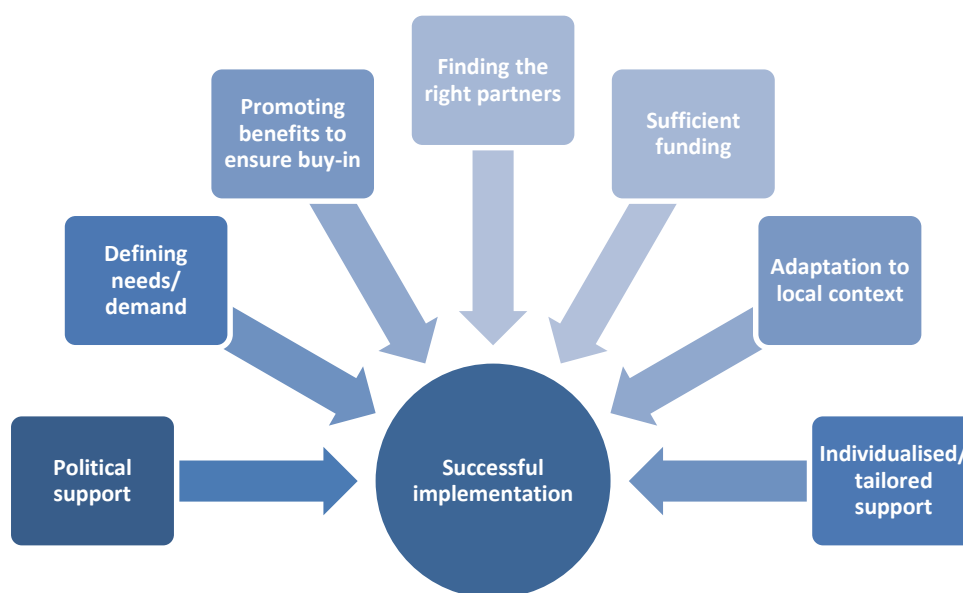
The study was able to identify a **number of positive impacts** of teacher diversity policies and initiatives of the policies and initiatives examined, including direct impacts on individual beneficiaries, collective impacts (on participants, teachers, pupils and education systems) and some wider long-term impacts, including the following:

- **Direct impacts on individual beneficiaries:** improved linguistic and cultural skills; improved self-confidence; increased social capital; confirmation of the choice of a career in teaching; financial security; and, other benefits from native teachers who were involved in programme activities.
- **Collective impacts:** an increase in access to initial teacher education of people with a migrant/minority background; improved completion and success rates in teaching courses and exams for programme participants; improved employment prospects for qualified teachers of migrant/minority origin in the teaching profession; greater likelihood of teachers of migrant/minority origin achieving promotions to senior roles within schools; the development of networks to support teaching staff of migrant/minority origin; the development of further training programmes for teachers of migrant/minority origin; and, the improved performance of pupils of migrant/minority origin at school.
- **Longer-term/wider impacts:** the creation/facilitation of linguistic and cultural bridges between schools and communities; contributing to ongoing cultural dialogue; contributing to systemic change in education systems; and, raising awareness of issues for teachers (and pupils) of migrant/minority origin.

Key **success factors of programme design** included: high-level/top-down support combined with ground level/bottom-up commitment; delivery through effective and appropriate partnerships with strong central coordination; clear and attractive targeting and promotion; and, appropriate and innovative funding mechanisms. **Success factors in relation to programme content** included: strong practical/vocational component; individualised support and tutoring/mentoring; tailoring linguistic support to technical terms used in education; allowing sufficient time for participation in programme activities; and, flexibility allowing tailoring to local needs. **Areas for development** comprised: a lack of sufficient ring-fenced or specific financial resources; a greater focus on recruitment onto the programmes; a lack of sufficient monitoring and/or evaluation; more emphasis on targeted communication; the need to complement projects on teacher diversity with other activities to build bridges between communities; and, the need for a wider generalisation of measures.

The **potential for transferability** of the different teacher diversity initiatives was established by examining the conditions needed for their implementation and evidence of their replication in other contexts. Conditions for successful implementation are illustrated in Figure 7.2 below.

Figure 7.2 Conditions for successful implementation



Several of the initiatives examined have been replicated, in part or as whole, mostly however within their own Member State. The **main lessons on facilitating replication** were: coordination by a central organisation; the existence of political support and funding; the importance of tailoring to the specific context; and, the benefits of setting up exchanges between implementing organisations to share experience.

8.2 Recommendations

Based on the key findings of our research set out above, we present below a number of recommendations. The recommendations are targeted firstly at policy-makers and practitioners at Member State level, secondly at key EU stakeholders and, thirdly, at relevant actors for improving the evidence base in this field.

8.2.1 Recommendations for policy-makers and practitioners at Member State level

9. Teacher diversity initiatives should **provide support to people of migrant/minority origin at every stage of the teaching 'pathway'**. Attracting and retaining teaching staff with a migrant and/or minority background in the profession are equally important. As seen in Chapter Four of this study, barriers to diversity exist at every stage of the pathway, and can be intersectional and cumulative. In order to create a level playing field and promote teacher diversity, **systematic intervention** is needed at all stages of the pathway into and through the teaching profession.
10. In order to increase the pace of change, **more specific policies and initiatives** focusing on teacher diversity should be implemented. As seen in Chapter Five of this study, there are very few programmes specifically targeting teacher diversity. Political rhetoric about increasing teacher diversity should be transformed into practice through the implementation of targeted measures.
11. A **range of different approaches and mechanisms** (e.g. raising awareness, developing incentives, providing financial support, establishing networks, mentoring, etc.) can and should be used to promote teacher diversity, of which many examples can be found in Chapter Five of this study. In light of the multi-dimensional nature of the barriers to teacher diversity (as set out in Chapter Four), it is important to use a range of different approaches in order to tackle different obstacles, ideally within an overarching coordinated strategy.
12. A number of **conditions for successful implementation** have been identified in Chapter Six of this study, which should be taken into account when planning and implementing policies or initiatives to promote teacher diversity. Evidence from the in-depth case studies (see Annex Two) has shown for example that **top-down and bottom-up approaches should be combined** to ensure both high profile and effective policies. They have also shown that it is important to identify **agents of change** in the process and support them. Effectively replicating successful approaches and tools requires **tailoring to the local context**, for example in terms of the composition of the migrant/minority population and local political will; this can be facilitated for example by a franchising approach, as used in the German Horizonte (*Horizons*) case study (case study 1).

13. Policies and initiatives for teacher diversity should where relevant **distinguish the needs of migrants from within the EU and those originating from third countries**, who may have a more complex set of needs. Similarly, it can be helpful to consider the distinctive needs, and barriers experienced by, **first generation as opposed to second or third generation migrants**, as well as of different **minority groups**.
14. Policies and initiatives on teacher diversity should be **more closely monitored and more comprehensively evaluated** in order to facilitate ongoing improvements and learn lessons for future policies. As seen in Chapter Six, evaluation of existing policies/initiatives is weak. Lessons learnt should be shared and disseminated with other practitioners and policy-makers. The nature and focus of policies and initiatives to promote teacher diversity should constantly be reviewed and updated; for example, in light of recent mass inflows of refugees in Europe, there may be an urgent need to focus on the recognition of foreign teaching diplomas.
15. Teaching staff of migrant/minority origin should **not be ascribed automatically to take on a role of intercultural mediator in schools**; this was a very clear message emerging both from our primary research for the country fiches and case studies and in exchanges with high level experts. They are first and foremost members of the teaching staff, and may/may not wish to take on a wider role in relation to diversity.
16. Increasing teacher diversity is desirable for a variety of reasons, but it is important to recognise that it is **not the only way to help schools address increasing diversity in the classroom**. There is also a need for other approaches, including intercultural education and training, both in initial teacher education and in continuing professional development, and the integration of transversal guidelines on diversity in curricula (as in certain Nordic countries). To achieve more inclusive education for all, it will also be essential to ensure a greater focus on **tackling social inequalities** resulting in different chances in education.

8.2.2 Recommendations for EU level stakeholders

6. EU stakeholders (in particular the European Commission, but also other EU institutions and representatives of civil society such as social partners or EU-level NGOs) have an important role to play in **raising awareness** on the current lack and potential benefits of teacher diversity. As has been found in our country-level research for this study (see Annex One), there is very limited awareness of these issues across the Member States. It is important that teacher diversity is framed as an asset for the improved quality of education systems rather than as a duty/obligation. Preventing talented individuals from entering the teaching profession is not only an issue of equality of opportunity, but also a waste of resources; addressing teacher diversity can also help alleviate teacher shortages.

Good practices should also be proactively disseminated across EU Member States by the European Commission, keeping in mind contextual differences, for example in relation to national education systems.

7. The European Commission should encourage Member States to **include relevant policies and initiatives on teacher diversity in their national education strategies**. To do so, it could draw on relevant provisions in EU treaties²⁵⁵ or directives²⁵⁶, or other international declarations such as the UNESCO Declaration on Cultural Diversity²⁵⁷ which serve as a reminder of the commitment to tackle discrimination and promote diversity. Where particular challenges in relation to classroom diversity are faced in specific Member States, Country-Specific Recommendations (CSRs) can be used to propose a focus on increasing teacher diversity as a potential part of the solution. However, while policies should be promoted at EU level, it is important that they are **developed at national level to facilitate buy-in and appropriate adaptation to national contexts**. The European Commission should not seek to promote or impose one model, but share the full range of potential approaches to increasing teacher diversity and any lessons learnt on successful implementation.
8. The European Commission should **provide targeted funding** to support the development and implementation of policies and measures to increase teacher diversity, and to encourage the **evaluation** of the initiatives implemented. Such funding could include both resources for implementing or upscaling policies or initiatives at national level (e.g. via the European Social Fund), or activities at EU level such as the establishment/maintenance of networks (e.g. SIRIUS) or the organisation of regular events to share learning and good practice on teacher diversity initiatives in the different Member States, and bring in relevant expertise from high level experts in this field. EU stakeholders have a crucial role to play in stimulating dialogue and discussion at a transnational level to frame concepts, as well as exchange experience.
9. Initiatives taken by DG EAC should be **more closely linked to other relevant Commission initiatives at EU level** in fields such as migration, anti-discrimination and social inclusion. Where relevant the European Commission should cooperate with other EU stakeholders working in this field, such as the Council of Europe.

²⁵⁵ For example, article 10 TFEU specifies that 'in defining and implementing its policies and activities, the Union shall aim to combat discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation'.

²⁵⁶ e.g. Council Directive 2000/43/EC implementing the principle of equal treatment between persons irrespective of racial or ethnic origin [2000] OJ L 180/22 (Race Directive) and Council Directive 2000/78/EC establishing a general framework for equal treatment in employment and occupation [2000] OJ L303/16. (Framework Directive).

²⁵⁷ UNESCO (2002). Universal Declaration on Cultural Diversity. Available at: <http://unesdoc.unesco.org/images/0012/001271/127162e.pdf>.

10. The European Commission has a key role to play in **supporting intra-EU labour mobility**. In this light, it should aim to ensure that teaching staff with diplomas from one Member State are able to exercise their profession in other Member States. It should also seek to facilitate the recognition of relevant teaching diplomas from third countries.

8.2.3 Recommendations for improving the evidence base

1. The **collection of data on teacher diversity to inform evidence-based policy making** should be strengthened considerably, taking into account data protection concerns in many Member States. As seen in our study (Chapter Three), no comparable data is currently available. Comparable data should be collected at EU level, ideally at different points of the teaching 'pathway' and could either be embedded in regular national education data collection or be implemented locally with the help of teaching unions and universities. Relevant quantitative data could also be collected via international surveys such as TALIS²⁵⁸, or through for example a revised EU Framework for National Integration Strategies. There may be benefits to collecting data not only on specific indicators of migrant or minority background alone, but rather on a broad set of variables to reflect (cultural) background, such as mother tongue and/or languages spoken, ethnicity, nationality, as well as age, sex, gender, sexual-orientation, nationality, and socio-economic background. It will be important to work with Member States with data protection concerns to find appropriate solutions.
2. In order to be useful, **data collected should clearly distinguish** between: first and second/third generation migrants; migrants as opposed to national minorities; different minority groups (as relevant); and, migrants from within the EU and from outside of the EU. Without doing so, the data will mask the heterogeneity of realities including life conditions and legal status.
3. Concerted efforts should be made to **improve the empirical evidence base on teacher diversity**. This study is the only study in Europe which has specifically reviewed the data and existence of policies on teacher diversity. While it provides an important first step, further studies will be necessary to strengthen the evidence base around policies and practice to increase teacher diversity, using both qualitative and quantitative approaches. Further research could be carried out for example with students in initial teacher education and teachers from under-represented groups around factors of attraction and retention, or to examine in more detail the impact of teacher diversity on academic and non-academic outcomes of pupils or on the wider education systems. A variety of specific issues would merit further exploration including for example why there is a higher level of diversity among teaching staff in pre-primary education and whether this level of education can provide a pathway for people of migrant/minority background into primary or secondary teaching.

²⁵⁸ The OECD Teaching and Learning International Survey: <http://www.oecd.org/edu/school/talis.htm>.

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