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# Structural indicators for monitoring education and training systems in Europe 2023

## The teaching profession

Eurydice report



European Education  
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## INTRODUCTION

This policy brief presents the results of the 2023 data collection on the structural indicators for monitoring education and training systems regarding **the teaching profession**, which aims to provide evidence and analysis for the Education and Training Monitor (ETM).

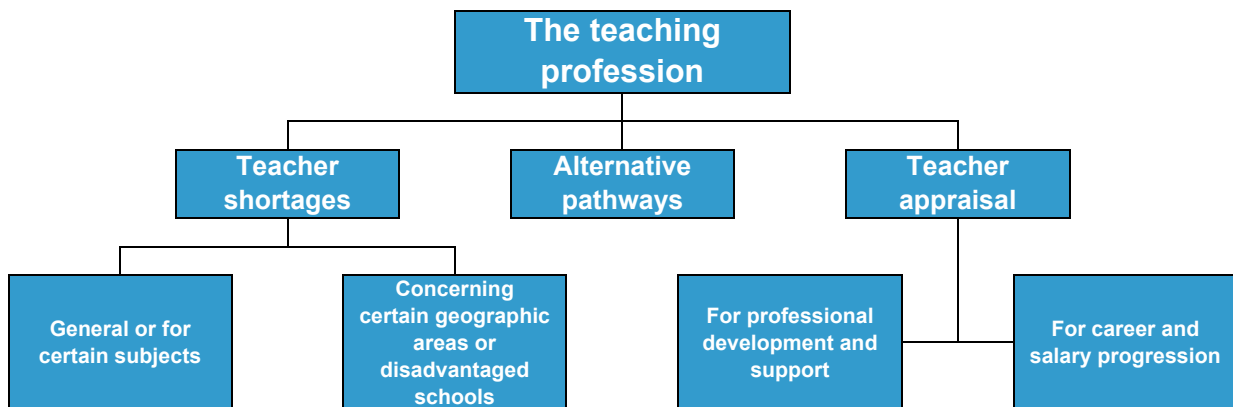
The 2021 Council Resolution on a strategic framework for European cooperation in education and training towards the European Education Area invited the Commission to propose indicators on the teaching profession <sup>(1)</sup>. Following this resolution, the Commission developed a dedicated [dashboard](#) with indicators capturing different aspects regarding the attractiveness of the teaching profession. The teaching profession is also the theme of the opening chapter of the [2023 ETM](#) (European Commission, 2023), which analyses these indicators on the attractiveness of the teaching profession and provides further insights into teacher shortages.

This report provides evidence and analysis regarding five key policy areas:

1. policies to address teacher shortages, in general or for certain subjects;
2. policies to address teacher shortages in certain geographic areas or disadvantaged schools;
3. alternative pathways leading to a teaching qualification, other than the mainstream initial teacher education (ITE);
4. the use of appraisals to address teachers' needs for professional development and specialist support;
5. the role of teacher appraisals in career and salary progression.

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<sup>(1)</sup> Council Resolution of 19 February 2021 on a strategic framework for European cooperation in education and training towards the European Education Area and beyond (2021–2030), 2021/C 66/1.



Data in this report covers primary, lower and upper general secondary education (ISCED 1, 24 and 34) and refers to the 2022/2023 school year. Participating countries include the 27 EU Member States, Albania, Bosnia and Herzegovina, Iceland, Liechtenstein, Montenegro, North Macedonia, Norway, Serbia and Türkiye <sup>(2)</sup>. Each of three Belgian Communities is considered a separate education system and, therefore, the analysis refers to 38 education systems in total.

## THE TEACHING PROFESSION

### 1. Policies to address teacher shortages

European countries are facing increasing challenges to recruit qualified teachers in sufficient numbers. The lack of qualified teachers can impact students' learning and hinder the goal to provide quality education for all. Teacher shortages may be due to a combination of factors including an aging teacher population, a growing student population, little motivation among young people to start a teaching career and high levels of teacher attrition. Challenging work environments, stress, uncompetitive wages and lack of recognition can affect motivation to enter and stay in the profession (European Commission / EACEA / Eurydice, 2021).

All but six of the 38 European education systems covered in this report have dedicated policies to tackle the problem of teacher shortages (see Figure 1). These policies can aim to attract new teachers, facilitate requirements and procedures to fill vacancies or reduce teacher attrition. They may concern the teaching profession in general or specific subjects or specialisations. Policies to support certain geographic areas or disadvantaged schools facing difficulties to find teachers are examined in the next section.

#### Policies to address teacher shortages in general

More than two thirds of the education systems have put in place policies to address teacher shortages in general. They generally aim to improve planning and recruitment, enlarge the pool of teachers, increase numbers of ITE graduates or improve working conditions. Countries suffering from teacher shortages tend to combine several of these policies.

<sup>(2)</sup> Switzerland does not participate in the project on structural indicators for monitoring education and training systems.

### Improve planning and recruitment

Policies of this kind may aim to improve forecast and planning (French and German-speaking Communities of Belgium, Germany, the Netherlands, Austria, Poland), facilitate the flow of information and mobility between regions and schools (Bulgaria, Germany, Italy, the Netherlands, Poland), simplify recruitment or certification procedures (French and Flemish Communities of Belgium, Germany, Italy) or improve human resources management (the Netherlands, Austria).

### Enlarge the pool of teachers

Top-level education authorities may also enlarge the pool of teachers by facilitating the recruitment of non-qualified teachers and their process to obtain a teaching qualification (French and Flemish Communities of Belgium, Czechia, Germany, Italy, Malta, Portugal, Slovenia, Slovakia), providing incentives for retired teachers to work (French and Flemish Communities of Belgium, Austria) or for part-time teachers to teach more hours (the Netherlands, Austria).

### Increase numbers of ITE graduates

Governments are also adopting various measures to attract more students to ITE programmes. These policies include increasing the capacity of the education programmes (Bulgaria, Germany, Ireland, Sweden, Iceland, Montenegro), the provision of special scholarships for ITE students (Bulgaria, Estonia, Lithuania, Hungary, Montenegro) and efforts to make the programmes more flexible in terms of timing (Flemish Community of Belgium, Estonia, Malta) and content (the Netherlands).

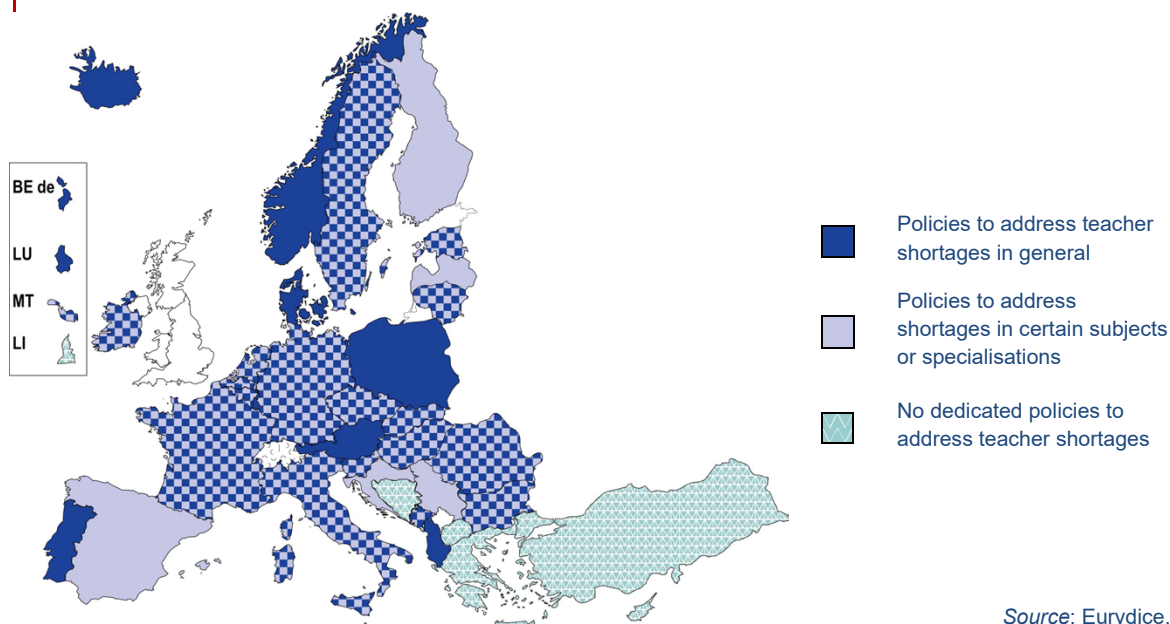
France has reinforced professional training in bachelor degrees in education to attract more students. The preparatory course combines lessons at university with practice at school during the 3-year bachelor degree for primary teachers. For primary and secondary teachers, the pre-professionalisation programme combines lessons at university with paid traineeships at school (up to 8 hours per week) during the 2 last years of the bachelor's (and throughout the master's). Other education systems have also adopted policies to strengthen the professional training in ITE to make it more attractive and functional (Flemish Community of Belgium, Czechia, Denmark, Romania, Sweden, Iceland, Montenegro, Norway).

Some education systems have launched communication campaigns to improve recognition of the profession and attract more students to teacher education programmes (German-speaking and Flemish Communities of Belgium, Czechia, Germany, Ireland, France, Luxembourg, the Netherlands, Austria, Montenegro).

### Improve working conditions

Uncompetitive salaries and challenging working conditions can hinder efforts to attract and retain teachers. Education authorities may then adopt a wide range of policies including specific pay raises to make teacher salaries more competitive (Czechia, Estonia, France, the Netherlands, Albania), special financial support for teachers who are starting their careers (Estonia, France, Norway), support and guidance for new teachers (the Flemish Community of Belgium, Denmark, the Netherlands, Poland, Iceland, Norway), more opportunities for career development (Luxembourg, Sweden), measures to reduce the workload (the Netherlands, Albania), well-being strategies and dedicated training for school heads on how to support teachers (Luxembourg).

**Figure 1: Top-level policies to address teacher shortages (ISCED 1–34), 2022/2023**



Source: Eurydice.

### **Country-specific notes**

**Denmark:** policies to address teacher shortages in general apply to primary and lower secondary education.

**Belgium (BE nl), Estonia, Ireland and Serbia:** policies to address teacher shortages in certain subjects apply to lower and upper secondary education.

**Hungary:** policies to address teacher shortages apply to lower and upper secondary education.

### **Policies to address teacher shortages in certain subjects or specialisations**

Teacher shortages are more acute in the case of some subjects or specialisations. Science, technology, engineering and mathematics (STEM), informatics, languages and special education needs (SEN) are among the most commonly reported. Policies to address teacher shortages in general may include the objective to prevent or tackle shortages in specific subjects. Nevertheless, 23 education systems have dedicated policies for this purpose. These policies usually aim to increase the supply of specialist teachers by reskilling in-service teachers, easing the qualification requirements for new entrants or increasing the number of ITE graduates.

#### **Reskill teachers**

Specific education programmes for in-service teachers to obtain a qualification in a second subject or specialisation are quite common (Flemish Community of Belgium, Bulgaria, Czechia, Germany, Ireland, Latvia, Lithuania, Malta, Hungary, Romania, Slovakia, Finland, Sweden). The Latvian government also offers training courses on shortage subjects to part-time teachers that accept to teach them (mainly SEN and Latvian language). The French education authorities are implementing a programme to train in-service teachers in mathematics.

#### **Ease qualification requirements**

To ensure an adequate supply of specialist teachers, education authorities may open the vacancies to subject graduates that have not completed ITE. The French Community of Belgium recognises other proficiency certificates and previous experience in the private sector for foreign language teachers. In Czechia, native speakers or master's graduates in a foreign language can teach even if they do not have the required pedagogical qualification.

Teachers of technical subjects in the Flemish Community can start at a higher salary level, and schools can hire workers from the private sector without ITE. Dutch schools can involve workers from the private sector in teaching informatics. In Montenegro, electrical and mechanical engineers can



teach mathematics and physics, and technology engineers can teach chemistry, if there are not enough qualified teachers.

To meet the increasing demand for SEN teachers, Italy has set up a special recruitment procedure for these specialists. In the event of shortages, the Spanish autonomous communities can resort to teacher lists of similar specialisations and create substitute teacher panels.

### **Increase the numbers of ITE graduates**

As for general teacher shortages, education authorities may also tackle the problem of shortage subjects by increasing the number of ITE graduates in the relevant specialisations. The Czech government provides extra funds to higher education institutions offering ITE programmes in shortage subjects (mathematics, physics, chemistry, biology and informatics). Some German Länder have increased the number of student places in ITE programmes for shortage subjects (generalist and SEN teachers). The Finnish government has also increased the capacity of ITE programmes for some specialisations (primary teachers, SEN, guidance and counselling, teaching in Swedish) and introduced ITE courses in Sámi languages. In Sweden, training on Swedish as a second language is now offered in ITE programmes for generalist teachers.

The Estonian government offers flexible part-time ITE programmes in the case of shortage subjects (STEM, inclusive education, multiple subject teaching) and special scholarships for student teachers in informatics. In Croatia, graduates in STEM subjects can start teaching and complete the teaching professional training while working or get special scholarships. Scholarships are also available for student teachers in shortage subjects in Slovenia (STEM and informatics), Slovakia (physics, chemistry, geography, biology, informatics, mathematics) and Serbia (STEM, informatics, German and Serbian languages). Financial support is higher for students of shortage subjects in Lithuania (STEM, Lithuanian, SEN, history and geography) and Hungary (STEM and informatics). The Dutch government has launched a communication campaign to attract student teachers for technical subjects.

## **2. Policies to support geographic areas and disadvantaged schools facing teacher shortages**

Teacher shortages may not concern equally all schools within in a country. Schools in big cities, disadvantaged neighbourhoods, remote or rural areas, or where most residents speak a different language, can face more difficulties in attracting and retaining teachers. As shown in Figure 2, 18 education systems have put in place different measures to address these challenges. In others, this objective may be covered by general policies to address teacher shortages.

### **Policies to support certain geographic areas or settings facing teacher shortages**

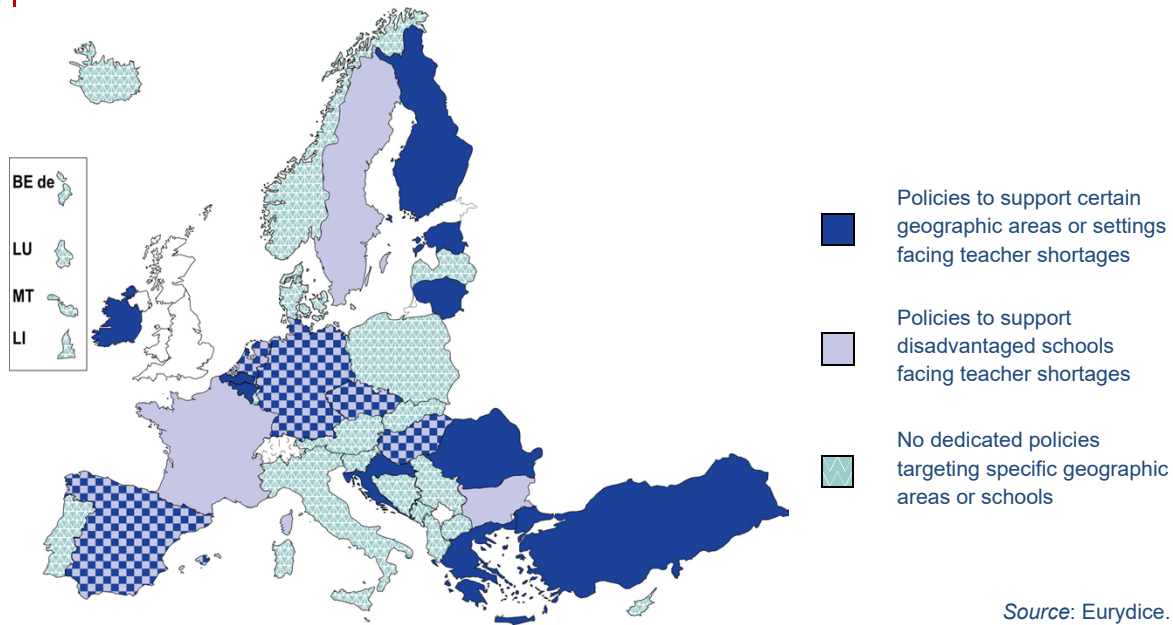
In 15 education systems, there are policies aiming to ensure an adequate supply of teachers in certain geographic areas that face special difficulties in recruiting teachers due to their disadvantaged location, accessibility, the high cost of living, or other factors.

In Belgium, teacher shortages are particularly acute in Brussels, where the Flemish Community Commission pays for ITE fees. The French Community has created a local pool of substitute teachers in primary education in Brussels and Hainaut-Sud. In the Netherlands, the education authorities have signed special agreements with the five biggest cities in the country, providing financial support to train and attract new teachers in primary education.

The special programme to support disadvantaged schools in Czechia (see next subheading) mainly concerns the Karlovy Vary Region, the Ústí nad Labem Region and Central Bohemia, where teacher

shortages are more acute. Some German Länder have reduced the transition period from the preparatory service to teaching positions or provide financial support to student teachers in peripheral or rural areas and in disadvantaged urban districts. In Greece, new teachers that accept a position in remote areas receive more credits, which count when applying for a permanent position. The education authorities of the autonomous communities in Spain can offer special benefits to teachers that accept a position in rural and remote areas.

**Figure 2: Top-level policies to support certain geographic areas or disadvantaged schools facing teacher shortages (ISCED 1–34), 2022/2023**



Source: Eurydice.

**Country-specific notes**

**Belgium (BE fr) and Netherlands:** policies to support certain geographic areas refer only to primary education.

**France:** policies to support disadvantaged schools refer to primary and lower secondary education.

**Romania:** policies to support certain geographic areas refer to primary and lower secondary education.

In Croatia, teachers working in areas of special state concern receive a higher salary. Teachers working in the villages of Eastern Lithuania receive special support. The Hungarian government provides support for teachers in small villages to get a house. In Romania, the ‘Teach for Romania’ programme offers a 2-year contract to candidate teachers willing to work in primary and lower-secondary schools in rural or inner-city underprivileged areas facing teacher shortages. In Türkiye, teaching contracts in schools in remote areas or affected by terrorism, bad weather, accessibility problems or poor living conditions extend up to 4 years.

Estonia pays higher salaries to teachers in schools with a majority of Russian-speaking students, which are mainly located in the Ida-Virumaa County. In Ireland, ITE and reskilling programmes aiming to increase the supply of teachers through the medium of Irish are particularly important in the Gaeltacht areas. Finland has granted funds for reskilling teachers to address the shortage of SEN teachers in Kainuu and Upper Savonia area, and for teaching in Swedish, teacher education programmes are provided mainly for the needs of the western and southern coasts of the country.

**Policies to support disadvantaged schools facing teacher shortages**

In eight education systems, there are specific support measures for schools with higher numbers of children at risk of exclusion and early school leaving, or in areas with poor living conditions and unfavourable economic and employment prospects.

In Bulgaria, schools with a high number of vulnerable students can apply to the 'Motivated Teachers' programme to recruit specialists, who will get their teaching training while working. In the context of the National Recovery Programme, the Czech government makes funds available for schools with higher proportions of socially disadvantaged students to hire specialists, counsellors, psychologists and assistants. In some German Länder, these schools can get certain advantages regarding the preparatory service, recruitment deadlines and procedures.

The autonomous communities in Spain may give special benefits to teachers working in schools with a high share of SEN students or sustained problems recruiting teachers. In France, teachers in schools belonging to the reinforced priority education network (*'Réseaux d'éducation prioritaire renforcée'*) can have economic, career and mobility benefits. In Hungary, teachers in schools located in socioeconomically disadvantaged areas receive a higher salary. Dutch schools with high numbers of students at risk or with learning difficulties receive an allowance, which they can transfer to their teachers. In Sweden, schools facing particularly difficult conditions can get a higher grant, which can be used for salary increases for lead teachers or lecturers.

### **3. Alternative pathways to the teaching profession**

ITE programmes can generally follow two models. In the concurrent model, the same education programme covers the subject and teacher preparation training in parallel. In the consecutive model, bachelor's or master's graduates in other disciplines receive training on education and pedagogy, usually after completing their studies. Both types of ITE programmes may be offered at the same time. Sometimes followed by additional requirements to become a fully qualified teacher (such as examinations or certification procedures), they constitute the mainstream pathways to the teaching profession (European Commission / EACEA / Eurydice, 2018; European Commission / EACEA / Eurydice, 2021).

Alternative pathways are special routes, programmes or procedures leading to a teaching qualification that top-level education authorities can establish in addition to these mainstream routes to ensure a sufficient inflow of qualified teachers. These alternative pathways usually consist of professional-oriented education programmes or employment-based training but can also refer to special recognition procedures or competitive examinations. As shown in Figure 3, there are alternative pathways leading to a teaching qualification in around half of the education systems.

#### **Professional-oriented education programmes**

To increase the supply of qualified teachers, 10 education systems offer teacher preparation programmes leading to a teaching qualification alongside the mainstream ITE programmes. These professional-oriented education programmes usually aim to provide teaching training for university students or graduates in disciplines other than education, workers in the private sector or temporary teachers that are not fully qualified.

In countries where ITE follows the concurrent model, professional-oriented education programmes can be provided as an alternative entryway for graduates in other disciplines. There are a number of examples across Europe. In the German-speaking Community of Belgium, where ITE usually takes place in the French Community, there are other teacher training programmes in the evenings to enable other graduates in employment to obtain a teaching qualification. They last 1 year for primary education teachers and 2 years for secondary education teachers.

In Denmark, bachelor degrees in disciplines other than education with at least 2 years' professional experience can apply to the Merit-Teacher programme (150 ECTS) to obtain a teaching qualification for primary and lower secondary education. At upper secondary level (where the minimum qualification is a master's), bachelor degree graduates in technology, informatics, natural sciences and

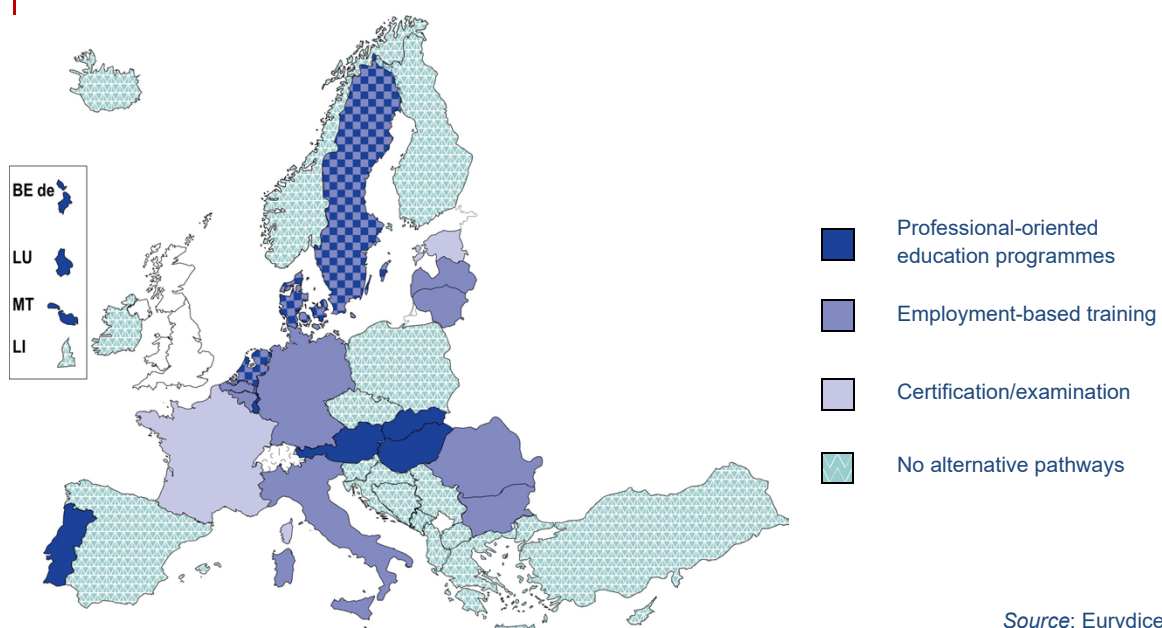
economics with at least 2 years' professional experience can follow a continuing education and training programme (90 or 120 ECTs) to obtain a teaching qualification. These programmes are usually organised to facilitate the participation of students in employment (e.g. part-time).

Luxembourg offers a primary teacher education programme to bachelor degrees in other disciplines, which is being gradually replaced by a second bachelor's degree in pedagogy. In the Netherlands, bachelor degrees in certain disciplines can be combined with a 6-month educational minor to obtain a qualification to teach at lower secondary level. Bachelor degree graduates in Austria can obtain accreditation for certain competences and then enrol in a special master's to become a secondary teacher. In Slovakia, a qualification to teach certain subjects in secondary education can be obtained enrolling in a 2-year master's in education in parallel or after completing a master's in a related discipline. Sweden also offers professional-oriented education programmes for teachers that have not yet obtained the required qualification (120 ECTs or less) and for bachelor degrees in disciplines other than education (90 ECTs or less).

Although they are less common, professional-oriented education programmes targeting specific groups are also offered in countries where ITE follows the consecutive model, in addition to the regular master's in education. Luxembourg has a teacher training programme for public servants with a master's degree to become a secondary teacher (around 230 hours). Portugal offers a 1-year education programme for temporary teachers with 5 years' experience.

Some education systems may require a bachelor's or master's degree in education to teach (concurrent ITE route) and offer ITE programmes for graduates in other disciplines to obtain a teaching qualification (consecutive route). Even if these consecutive ITE programmes are not considered an alternative pathway for this report, they constitute an additional opportunity to train future teachers and attract more graduates to the profession. The Flemish Community of Belgium, Greece, Croatia, Hungary, Malta, Island, North Macedonia, Norway and Serbia all have concurrent and consecutive programmes at one or more education levels. In addition to these mainstream ITE programmes, in Hungary, there is a shorter teacher education programme (60 ECTs) available for students enrolled in certain master's, and, in Malta, there is a part-time evening bachelor's and a blended master's in education.

**Figure 3: Alternative pathways to the teaching profession (ISCED 1–34), 2022/2023**



### **Country-specific notes**

**Denmark:** employment-based training refers to the 'Teach First' programme for primary and lower secondary teachers.

**Italy and Latvia:** employment-based training applies to lower and upper secondary teachers.

**Luxembourg:** professional-oriented education programmes apply to primary teachers.

**Hungary and Austria:** professional-oriented education programmes apply to lower and upper secondary teachers.

**Netherlands:** professional-oriented education programmes apply to lower secondary teachers while employment-based training apply to primary and lower secondary teachers.

### **Employment-based training**

In 11 education systems, it is possible to follow professional training while working at school. The objective of these employment-based training programmes is usually to attract graduates in other disciplines, provide them with on-the-job training and facilitate their qualification process.

In the French Community of Belgium, it is possible to start teaching without following the main ITE and get the certificate of pedagogical skills (*Certificat d'aptitudes pédagogiques*) while working. In the Flemish Community, graduates in disciplines other than education can get a 'teacher-in-training' job, receive individualised training at school while working (30 ECTs), and complete the other 30 ECTs of ITE at university. In Germany, master's graduates in other disciplines can enter the profession after completing the preparatory service or comparable employment-based training and passing the Second State Examination (*Zweites Staatsexamen*).

In Bulgaria, graduates recruited in the framework of the 'Motivated Teachers' programme can get their teaching qualification after 2 years teaching at school and following dedicated training. The 'Teach First' programme in Denmark also offers a 2-year contract at schools in socially disadvantaged areas combined with management development courses, mentoring support and a fully funded 'merit teacher' programme. Similar programmes combining working at school with mentoring, training and professional guidance can also be found in Latvia ('Teaching force'), Lithuania ('I choose to teach') and Romania ('Teach for Romania'). Participation in these programmes is often subject to a thorough selection process to ensure that candidate teachers have the necessary competencies.

Italy has recently set up an alternative pathway to increase the number of qualified subject teachers at the secondary level. Candidates with 3 years' experience that pass a special oral exam are offered a 1-year contract to teach and get dedicated professional training while working. Upon successful completion of the programme, they can move to a permanent position. In the Netherlands and Sweden, there are also employment-based training programmes leading to a teaching qualification that combine teaching with pedagogical training. In the Netherlands, candidates must first pass a test to demonstrate their competencies.

### **Competencies certification or examination**

In Estonia, master's graduates can apply for a professional certificate of the competencies necessary to teach (as described in the teacher's professional standards), which entitles them to teach without further training.

France organises special competitive examinations (which are necessary to enter the teaching profession in this country) for civil servants with a bachelor's degree and 3 years' experience (internal competition), and for candidate teachers with 5 years' experience in the private sector (third competition). In both cases, completion of the regular ITE is not a requirement.

## **4. The use of appraisals for teacher development and support**

Appraisals can be an opportunity to discuss and address teachers' needs for continuing professional development (CPD) and specialist support, and help improve their competencies, performance and



well-being. This can have a positive effect on not only the quality of teaching but also teachers' motivation and satisfaction with their job (European Commission / EACEA / Eurydice, 2021) and, ultimately, on teacher retention.

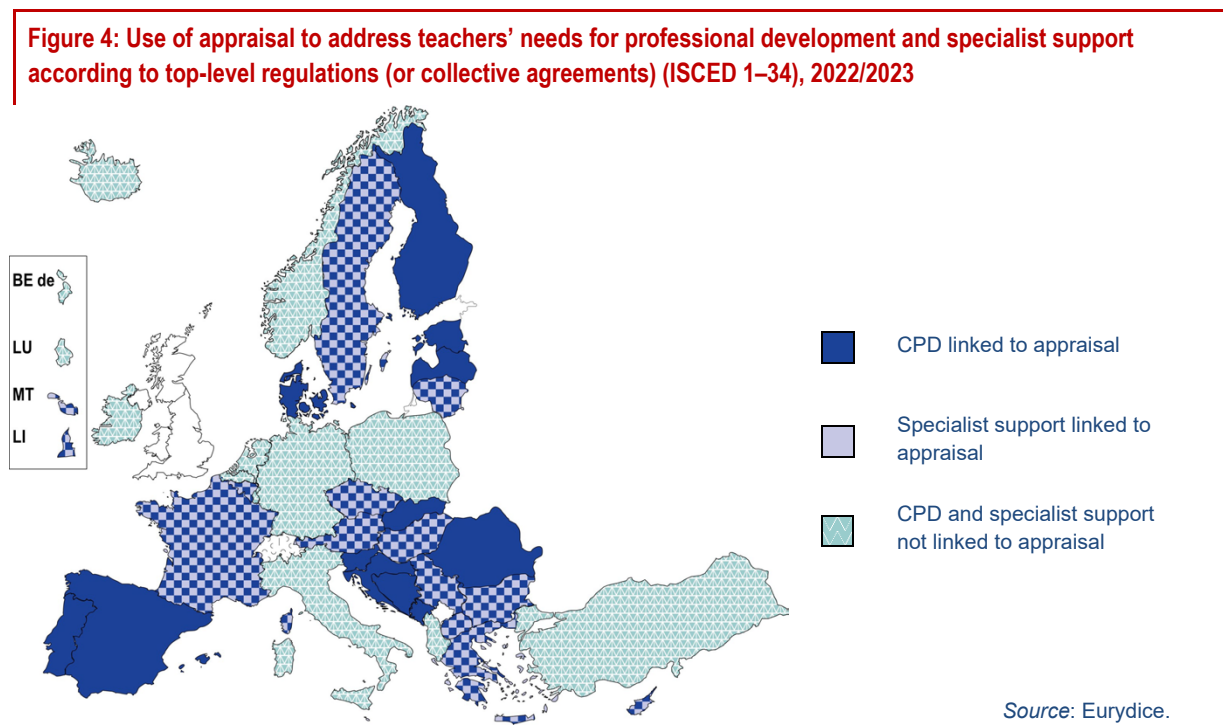
Figure 4 shows that, in around two thirds of the education systems, top-level regulations or collective agreements provide for the use of appraisals to address teachers' needs and participation in CPD – including access to specialist support in 14 of them. Data in this figure does not refer to the use of appraisals in induction programmes.

A dozen education systems regulate the use of appraisals to address teachers' needs for CPD.

In Denmark, school heads must hold a dialogue with teachers to prepare an individual education plan addressing teachers' needs in terms of competencies and qualifications to perform their tasks. In Estonia, school heads have professional development meetings with teachers once a year. In Slovenia, school heads must hold a dialogue with teachers, at least once a year, to appraise their performance and provide feedback and proposals for further professional development. In Slovakia, the 4-year school development plan includes an annual education plan which is elaborated following the appraisal of teachers' needs. In Bosnia Herzegovina and Montenegro, teacher appraisal must be used to identify teachers' needs for further professional development and the relevant CPD activities.

In Croatia, teacher appraisal must address the need for professional training on innovative teaching methods, psychological support for students and teaching students with development difficulties. In Latvia, the evaluation committee in charge of teacher appraisal for career promotion can propose CPD activities if necessary. In Finland, according to the collective agreement, employers may assign CPD activities to teachers for up to 2 days.

Spain, Portugal and Romania have passed regulations with recommendations to use teacher appraisal to identify and address teachers' needs for professional development and improve teaching practices.



**Country-specific notes**

**Czechia:** the obligation for employers to carry out evaluations is set in the Labour Code. In practice, both CPD and personalised professional support are generally linked to teacher appraisal in schools.

**Denmark, Malta, Finland and Sweden:** the relevant provisions are included in the collective agreement.

In another 14 education systems, provisions on appraisal for in-service teachers include the objective to address teachers' needs not only in terms of CPD but also regarding access to personalised support from specialists to develop certain skills or deal with specific challenges. Specialist support may be provided by senior teachers, pedagogues, psychologists, mentors, counsellors, therapists or other specialists.

In the French Community of Belgium, the inspection service recommends school managers to use teacher appraisal to propose CPD activities and access to pedagogical counsellors. In Bulgaria, Czechia, France, Cyprus, Austria, Sweden and Liechtenstein, teacher appraisal is used to identify CPD needs and activities, provide advice and remedial measures – which may include personalised support from a specialist, mentor, tutor, coach or education staff team (depending on the country). In Greece, teachers may need to engage in CPD activities with education advisers as the result of their appraisal.

In Lithuania, schools decide on the priorities for qualification improvement based on national guidelines, teachers' performance, class observation and individual needs, and propose CPD activities, mentoring or other specialist support if necessary. In Hungary, as the result of the annual mandatory self-assessment and the qualification evaluations (to move up through the different career levels), teachers may need to engage in specific professional development activities or counselling.

Following the collective agreement in Malta, school management must evaluate teachers' professional development needs and address them through the Community of Professional Educators. They can also seek the support of experienced educators to provide mentoring for starting teachers and teachers facing special challenges. Moreover, education officers monitor, support and conduct internal evaluations on teaching, learning and assessment, and coordinate the provision of psychosocial services in counselling, career guidance and inclusive and special education.

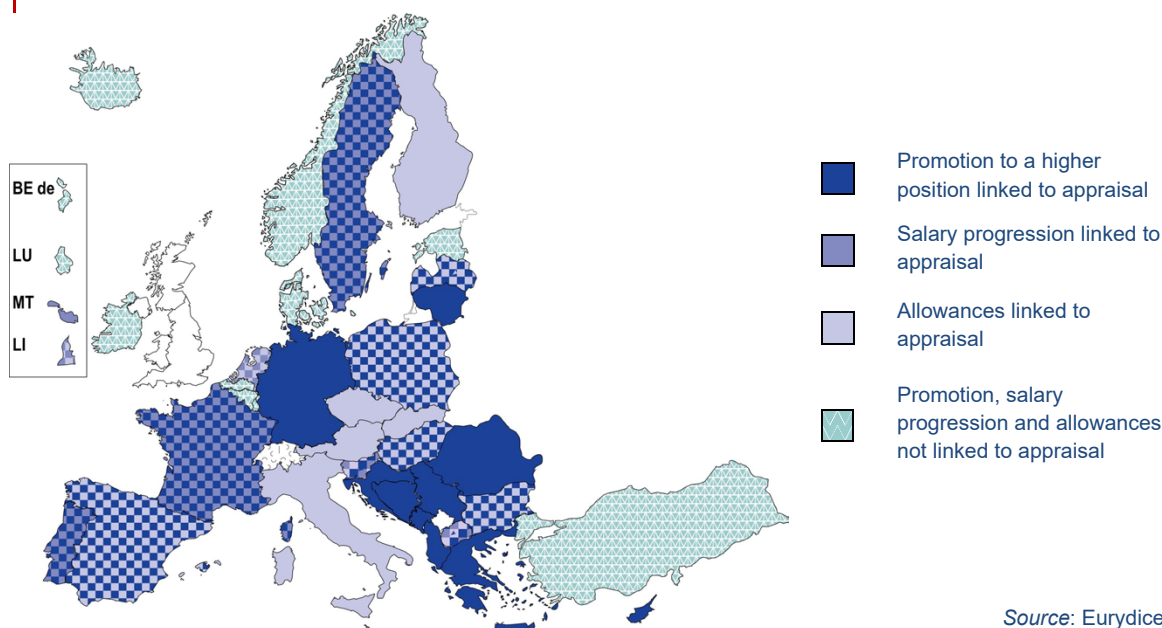
In North Macedonia, teachers' CPD activities must be based on their individual education plan following the self-evaluation of their competencies, their appraisal and other evaluation reports. In case of unsatisfactory results in the appraisal of their teaching practices and methods and the evaluation of students, the school board may assign personal or professional support to the teacher for at least 6 months. In Serbia, according to top-level regulations, schools' professional development priorities must consider individual teachers' professional development plans, the school development plan and the results of internal and external evaluations. Schools also have the obligation to a) analyse the results of internal and external evaluations with the help of pedagogical advisors and decide which teachers may need personalised support from them; and b) elaborate a plan to improve the quality of education based on the external evaluation report, which must specify the CPD activities, collaborative practices, support from the school head or education advisors necessary to achieve the goals.

## **5. The role of appraisal in career and salary progression**

Better career prospects can contribute to increasing the attractiveness of the teaching profession. Depending on the education system, progression can be structured in ascending career levels (defined by increasing complexity, responsibility and pay) or salary levels. Career and salary progression often takes place automatically after a given number of years' service but can also be linked to the results of teacher appraisal, the completion of CPD activities or other criteria. Linking career or salary progression to appraisal can improve teachers' professional development, motivation and performance (OECD, 2013).

As shown in Figure 5, in more than two thirds of the education systems, top-level regulations or collective agreements establish links between teacher appraisal and career progression, salary increases or other economic incentives.

**Figure 5: Links between appraisal and career and salary progression according to top-level regulations (or collective agreements) (ISCED 1–34), 2022/2023**



Source: Eurydice.

### **Country-specific notes**

**Malta, Netherlands, Finland and Sweden:** the relevant provisions are included in the collective agreement.

In Bulgaria, Croatia, Cyprus, Latvia, Lithuania, Hungary, Poland, Romania and Slovenia, decisions on promotion to higher career levels take into account the results of teacher appraisal. In Slovenia, teacher appraisal is also considered for salary progression within a given career level. Additionally, teachers in Bulgaria, Latvia, Hungary, Poland and Slovenia can get an allowance or bonus for their performance. This is also the case in Slovakia, where, however, promotion to the next career level is linked to CPD but not to teacher appraisal.

In addition to other factors, a positive appraisal is required for promotion to a higher career level in Albania, Bosnia and Herzegovina, Montenegro, North Macedonia and Serbia. In North Macedonia, a negative appraisal can lead to a salary reduction, while the collective agreement sets special salary coefficients for teacher outstanding performance.

In Germany, Greece, Spain, France, Portugal and Sweden, certain senior positions with special responsibilities and higher retribution (such as subject coordinator, pedagogical tutor, education advisor, lead or senior teacher, teacher trainer or head of department) require a positive evaluation of teachers' competencies and performance. In Spain, only the autonomous community of Castilla y León has established a multi-level career model on a voluntary basis where the results of appraisal are considered for promotion.

In Germany, Greece and Spain, salary progression is not linked to appraisal – although the Spanish autonomous communities may provide economic incentives linked to a positive appraisal (as is the case in Asturias). In the other three countries, there are links between salaries and teacher appraisal. In France, the formal evaluation of teachers' competencies and performance in the sixth, eighth and ninth levels may lead to a salary increase. In Portugal, a positive appraisal is required for progression to a higher salary level. In Sweden, where there are no statutory salaries, the collective agreement provides that individual salaries should be decided with the school head based on individual objectives and performance.

Links between teacher appraisal and salaries also exist in another three education systems. In Malta, a negative appraisal can defer progression to a higher salary level. Salary progression in the Netherlands is linked to the results of appraisal and, according to the collective agreement, school heads can give teachers an additional payment or allowance based on their performance. Part of



teachers' salary is also linked to appraisal in Liechtenstein, where the special funds that schools may receive from Parliament are also distributed among teachers according to their performance.

In Czechia, Italy, Austria, Slovakia and Finland, salary progression is not linked to appraisal, but teachers can receive a special allowance or economic reward for their performance.

## MAIN FINDINGS

Teacher shortages are becoming a recurrent problem across Europe. All EU Member States except Greece and Cyprus report having adopted policies aiming to tackle this problem. This is also the case in other European countries such as Albania, Iceland, Montenegro, Norway and Serbia. Shortages – and policies to address them – can relate to the teaching profession in general or concern certain subjects or specialisations (most commonly STEM, informatics, languages and SEN).

To address teacher shortages, governments are improving forecasting and planning, simplifying recruitment procedures, easing qualification requirements, facilitating teacher mobility, upgrading ITE programmes, providing economic support for student teachers, launching communication campaigns or improving working conditions. Offering training programmes for in-service teachers to get a qualification in a second subject or specialisation is also a common practice.

Additionally, almost half of the education systems have active policies to support certain schools or geographic areas facing challenges to attract qualified teachers in enough numbers. They most commonly concern big cities, disadvantaged neighbourhoods, remote or rural areas, and schools with higher proportions of students with difficulties or with a different predominant language.

To tackle the problem of teacher shortages, around half of the education systems have established alternative pathways or routes to obtain a teaching qualification in addition to the main ITE programmes. They usually consist of professional-oriented education or employment-based training programmes aiming to facilitate the preparation and qualification process of graduates in other disciplines or in employment.

Prospects for CPD and career progression are central to the attractiveness of the teaching profession. In two thirds of the education systems, top-level regulations or collective agreements provide for the use of appraisal to address teachers' needs and participation in CPD – including individual access to specialist support in 14 of them. In more than two thirds of the education systems, appraisal is considered in decisions on promotion to higher positions, salaries or for certain allowances.

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## GLOSSARY

**Alternative pathways.** They are routes leading to a teaching qualification established in addition to the main initial teacher education programmes with the aim to deal with teacher shortages and attract other graduates or professionals to the teaching profession. Alternative pathways usually consist of special education programmes or employment-based training, but they can also refer to special procedures to recognise professional competencies or competitive examinations.

**Initial teacher education (ITE).** It aims to provide prospective teachers with core professional competencies and to develop the attitudes needed for their future role and responsibilities. It offers opportunities to build awareness about the profession and usually to have a first teaching experience through school placements. Higher education institutions are the main providers of ITE in most European education systems.

**Main routes to a teaching qualification: consecutive and concurrent models.** Mainstream ITE programmes can be organised according to the consecutive or concurrent models. Concurrent programmes are dedicated to ITE from their start, with general academic subjects provided alongside professional subjects (pedagogy, teaching methods, etc.). In the consecutive model, graduates in a certain field take professional teacher training after completing their higher education studies. Education systems may offer both the consecutive and the concurrent route at one or more education levels.

**Mentoring support.** It refers to the professional guidance provided to teachers by more experienced colleagues. Mentoring is usually part of induction programmes for new teachers, but in the context of this data collection it concerns the mentoring made available to any teacher in need of support following a teacher appraisal.

**Multi-level career structure.** It has several career levels formally defined by a set of competences and/or responsibilities. Career levels are usually structured in terms of ascending complexity, greater responsibility and a higher salary.

**Specialist support.** It refers to the personalised, specialised support and guidance that teachers may receive to develop particular skills or deal with specific challenges. This support may be provided by schools or by external services.

**Teacher appraisal.** The evaluation of individual teachers with a view to formulating a judgement about their work and performance. It can be both a formative evaluation and/or a summative evaluation. It usually results in verbal or written feedback that is intended to guide and help them to improve their teaching. It can lead to individual professional development plans, a promotion, salary progression and other formal and/or informal outcomes.

**Top-level authorities.** The highest level of authority with responsibility for education in a given country, usually located at the national (state) level. However, for Belgium, Germany and Spain, the *Communautés*, *Länder*, and *Comunidades Autónomas* respectively are either wholly responsible or share responsibilities with the state level for all or most areas relating to education. Therefore, these administrations are considered as the top-level authority for the areas where they hold the responsibility, while for the areas for which they share the responsibility with the national (state) level, both are considered top-level authorities.

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