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Commission



Preparing Teachers for Diversity: the Role of Initial Teacher Education

Final Report

Written by:



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Directorate B – Youth, Education and Erasmus+

Unit B.2 – Schools and multilingualism

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B-1049 Brussels*

EUROPEAN COMMISSION

Preparing Teachers for Diversity: the Role of Initial Teacher Education

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

Written by Public Policy and Management Institute (PPMI)

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Country codes

EU/EU28: European Union

AT:	Austria	PL:	Poland
BE:	Belgium	PT:	Portugal
BE/FR:	French Community	RO:	Romania
BE/FL:	Flemish Community	SE:	Sweden
BG:	Bulgaria	SI:	Slovenia
CY:	Cyprus	SK:	Slovakia
CZ:	Czech Republic	UK:	The United Kingdom
DE:	Germany	UK/EN:	England
DK:	Denmark	UK/SCT:	Scotland
EE:	Estonia	UK/NIR:	Northern Ireland
EL:	Greece	UK/WLS:	Wales
ES:	Spain		
FI:	Finland		
		European Free Trade Association (EFTA) countries	
FR:	France	CH:	Switzerland
HR:	Croatia	IS:	Iceland
HU:	Hungary	NO:	Norway
IE:	Ireland		
IT:	Italy	Candidate countries	
LT:	Lithuania	AL:	Albania
LU:	Luxembourg	ME:	Montenegro
LV:	Latvia	MK:	Former Yugoslav Republic of Macedonia
MT:	Malta	RS:	Serbia
NL:	The Netherlands	TR:	Turkey

1. Introduction

1.1. Introduction to the report

This final report is submitted in relation to the implementation of specific contract No EAC-2015-0477 'Study on How Initial Teacher Education prepares student teachers for diversity in the classroom.'

The *first chapter* of the report reiterates the overall objectives of the study, details the scope and presents the conceptual framework of the study. It also discusses the research challenges and gaps identified in the process.

The *second chapter* sets the context of the study and reviews the challenges and opportunities diversity brings into the classroom and society overall. The review also looks at which competences student teachers need to have to be prepared for diversity in the classroom. A summary of research evidence on which elements of initial teacher education (ITE) help develop these competences is provided in Annex 4.

The *third chapter* provides an overview of the policy landscape for preparing student teachers for increasing diversity in Europe, mapping the policies aimed at ITE, teacher competence frameworks and the way diversity-related competences are defined within them, as well as, quality assurance mechanisms and funding incentives available to encourage teacher education for diversity through ITE.

The *fourth chapter* analyses the ways national policy goals and priorities are reflected in the provision of ITE for diversity. The chapter overviews how diversity-related issues are integrated into ITE curricula across Europe, based on the examples gathered through policy mapping and case studies. The chapter also looks into the data available on the ways teacher educators are trained, on selection processes in ITE, as well as on induction programmes for newly starting teachers, and on the role these elements play in preparing (student) teachers for diversity. The chapter concludes with an analysis of support measures and initiatives that can be implemented to strengthen the capacity of ITE systems to prepare student teachers for diversity.

The *fifth chapter* presents an analysis of the evidence on the effectiveness and potential transferability of policies and initiatives aimed at strengthening ITE for diversity collected through the case studies.

The *sixth chapter* draws together a summary of all the research findings to present the key conclusions and recommendations emerging from the study.

The annexes to the draft final report include:

- Annex 1. 37 country fiches;
- Annex 2. 15 case study summaries;
- Annex 3. Governance and organisation of ITE in Europe: general context;
- Annex 4. Preparing teachers for diversity through ITE. Summary of literature review;
- Annex 5. Methodological approach;
- Annex 6. Bibliography.

1.2. Aims and scope of the study

1.2.1. Study aims and objectives

Even though the diversity found in European societies is not a new phenomenon, its nature is rapidly changing. Europe is becoming increasingly diverse due to intra-European mobility, international migration and globalisation. These societal changes affect the educational landscape and organisation, and create both new opportunities and challenges for schools and other educational institutions. Recent studies show that intolerance and social exclusion are increasing both in schools and in society. **The growing number of refugee, asylum seeker and migrant children entering Europe places specific demands on schools and teachers.** These phenomena lead teachers to re-consider their everyday practices and strategies to meet the learning needs of these pupils.

PISA 2015 results demonstrate that students with an immigrant background¹ have poorer outcomes in schools than their peers without an immigrant background (OECD, 2016b). These differences in education outcomes are shaped by enduring socioeconomic differences, as “immigrant students often face the double disadvantage of coming from immigrant and disadvantaged backgrounds” (OECD, 2016b: 244). These results also highlight the role of immigrant students’ lack of familiarity with the language of schooling, and the impact of social and education policies (including the institutional features of the host-country education systems, as well as persistence of monocultural curricula), as well as of attitudes towards immigrants (Ibid.). Children with a migrant and/or minority background are also more likely to leave school earlier than their peers with a native background (European Commission, 2016e). Similar educational challenges can be observed among historical ethnic and linguistic minorities coming from lower socioeconomic backgrounds (e.g. European Union Agency for Fundamental Rights, 2016). These challenges can, in turn, lead these students to feel alienated at school. Recent events also demonstrate the increasing polarisation of, and growing nationalism within European societies.

These social transformations highlight the need for teachers and schools to be better prepared. **Teachers and schools should be able to provide support to newly arrived pupils, to address the specific needs of all learners, and to foster tolerance, respect for diversity and civic responsibility in all school communities.** They should build on the benefits diversity brings to education. Teachers also need to be prepared to identify and address processes that lead to discrimination, exclusion and racism, as well as to the growth of radicalisation leading to violent extremism. However, international evidence shows, that working with multicultural and multilingual student populations is one of the areas where teachers feel the least prepared (OECD, 2014).

¹ The OECD defines “students with an immigrant background”, or “immigrant students”, as “students whose mother and father were both born in the country of economy where they sat the PISA test” (OECD, 2016b: 243). Among students in this category, the OECD makes a distinction between “those born in the country/economy of assessment and those born abroad” (“first-generation” and “second-generation immigrant students”) (Ibid.).

The EU and its Member States have called for renewed efforts to prepare teachers for diversity, and to lay the foundations for more inclusive societies through education (Council of the European Union and European Commission, 2015). They recognise the need to empower and equip teachers to take an active stand against all forms of discrimination, to meet the needs of pupils from diverse backgrounds, to impart common fundamental values and to prevent racism and intolerance².

However, despite a number of identified good practices in preparing teachers for diversity, general implementation gaps still prevail in many countries. Systematic inclusive approaches towards ITE on the ground are still lacking.

In this context, **the study seeks to consolidate the existing knowledge base and to gather evidence on the way student teachers are prepared for diversity in the classroom**. The study aims to:

- analyse and provide an overview of the ways in which ITE prepares student teachers to deal with diversity in classrooms;
- map and analyse policies, strategies and initiatives in Europe that support effective provision of ITE for diversity;
- provide recommendations on how the EU could support Member States' efforts and how Member States can improve their ITE policies to better prepare teachers to deal with increasing diversity and teach about diversity.

The study examines the policies on ITE for diversity and the way they are translated into practice in 28 EU Member States, EU candidate countries and EFTA States. The literature review also reflects on successful practices identified in non-EU countries (such as the US and Canada). The study primarily focuses on how ITE prepares student teachers for diversity in primary and secondary education. The study has also looked at the extent to which induction programmes can better prepare future teachers for diversity in the classroom.

In addition, the study maps existing strategies on the preparation of teacher educators working in ITE providers and in schools, as well as teacher educators and mentors responsible for student teachers' practical training or induction. While we acknowledge the importance of all school staff to be prepared for diversity in the classroom, the preparation of school leaders and additional support staff (e.g. social pedagogues, psychologists, etc.) was not in the scope of this study.

1.2.2. Key terms and concepts

Diversity in the classroom

Diversity is a broad term that is understood and interpreted in various ways. It closely relates to the concept of inclusion, "a process of responding to the diversity of needs of all learners through increasing participation in learning, cultures and communities, and reducing exclusion within and from education" (UNESCO, 2005: 13). For the purposes of

² *Informal meeting of European Union Education Ministers, 'Declaration on Promoting citizenship and the common values of freedom, tolerance and non-discrimination through education', 2015. Available at: https://ec.europa.eu/commission/sites/cwt/files/dp_mobilisation_europeenne_20150317.pdf, accessed on 11.12.2016.*

this study, diversity is understood in terms of individuals' migrant and/or minority background. These include first and subsequent generations of EU and third country migrants, asylum seekers and refugees, as well as national and regional ethno-cultural, linguistic and religious minorities. However, policies and practices explored in this study can also have an impact on teaching about many other kinds of diversity, in terms of gender, sexual orientation, ability, socioeconomic status, etc.

Initial teacher education and its organisation

ITE is the first and crucial stage of teachers' career-long professional development. It represents the entry point into the continuum of teacher education. ITE is generally characterised by a combination of courses in subject matter, pedagogy and psychology, methodological and didactical preparation, and practice in schools (European Commission/EACEA/Eurydice, 2015; Musset, 2010). ITE aims to provide future teachers with competences supporting "their capacity to lead and facilitate successful student learning" (European Commission, 2015a: 10).

In Europe, ITE is characterised by a variety of features across countries. In terms of qualification requirements for teachers, the dominant model at primary and secondary level is a four to five-year higher education programme, with most countries requiring a Master's degree for upper secondary teachers (European Commission/EACEA/Eurydice, 2015). However, some countries also provide alternative pathways into teaching (Caena, 2014a) (see Annex 3 for more details).

Teacher competence frameworks

A competence framework refers to the set of competences that teachers should have before entering the teaching profession (European Commission/EACEA/Eurydice, 2013). Competence is understood as "the ability to mobilise and deploy relevant values, attitudes, skills, knowledge and/or understanding in order to respond appropriately and effectively to the demands, challenges and opportunities that are presented by a given type of context" (Council of Europe, 2016: 23).

European policy-makers have increasingly sought to define the competences required from teachers by developing frameworks (European Commission, 2013a). Teacher competence frameworks are recognised as beneficial to education systems to stimulate teachers' active engagement in career-long competence development, to assess the development of teachers' competences and as a sound basis for planning and providing coherent, career-long opportunities (European Commission, 2013a). Teacher competence frameworks vary widely across Europe in their level of detail, whether competences are described only for ITE or for the whole teaching career, in the policy tools used, in the actors entrusted to implement the policy and in their aims and uses (see Annex 3 for more details).

1.3. Conceptual framework

Educating teachers for the challenges and opportunities associated with diversity is a complex and multifaceted endeavour. A recent report by the European Parliament underlined the growing expectations from the teaching profession: "the profession of teaching is firstly becoming more and more complex; secondly, the demands placed upon teachers are increasing; and thirdly, the environments in which they work are

becoming more and more challenging” (European Parliament, 2014: 13). To respond to this changing context in teaching and learning, ITE has a key role to improve the development of teaching practices, and to attract more high quality candidates to the teaching profession (Council of the European Union, 2014; European Commission, 2015a).

The growing diversity in European classrooms and societies makes these issues even more compelling. Increasingly, teachers are expected to have the competences to relate to parents and engage them in their children’s learning process, provide the peer-learning experiences that can promote inter-group respect and understanding, and to apply learner-centred teaching strategies. This in turn calls for ITE programmes to address these areas when preparing future teachers.

Most ITE programmes include some form of preparation for diversity (see chapters 4 and 5). However, it often takes the form of a single module or an elective course, isolated from the rest of the curricula, which is unlikely to have a lasting impact throughout teachers’ careers. There is a need to holistically integrate the coverage of diversity throughout ITE programmes (Burns & Shadoina-Gersing, eds., 2010). The question is to understand the best ways to design an integrated approach, including all elements of ITE, in order to create a continuum with induction and continuous professional development (CPD) and to respond to the changing needs of the education process.

In this light, the analytical framework evolves around the effective implementation of ITE. Its different practices/models/content are considered as inputs, while competences to deal with diversity-related issues, and the application of these competences in the classroom, are respectively considered as outputs, and results. The main hypothesis of this study is that comprehensive ITE systems, linked to induction and CPD, can equip teachers with the necessary competences to work in diverse environments and promote a learner-centred approach. Teachers should be able to effectively practice their knowledge and competences in the teaching process, if the delivery system and additional supporting policies and initiatives can set favourable conditions (see

Figure **1** below).

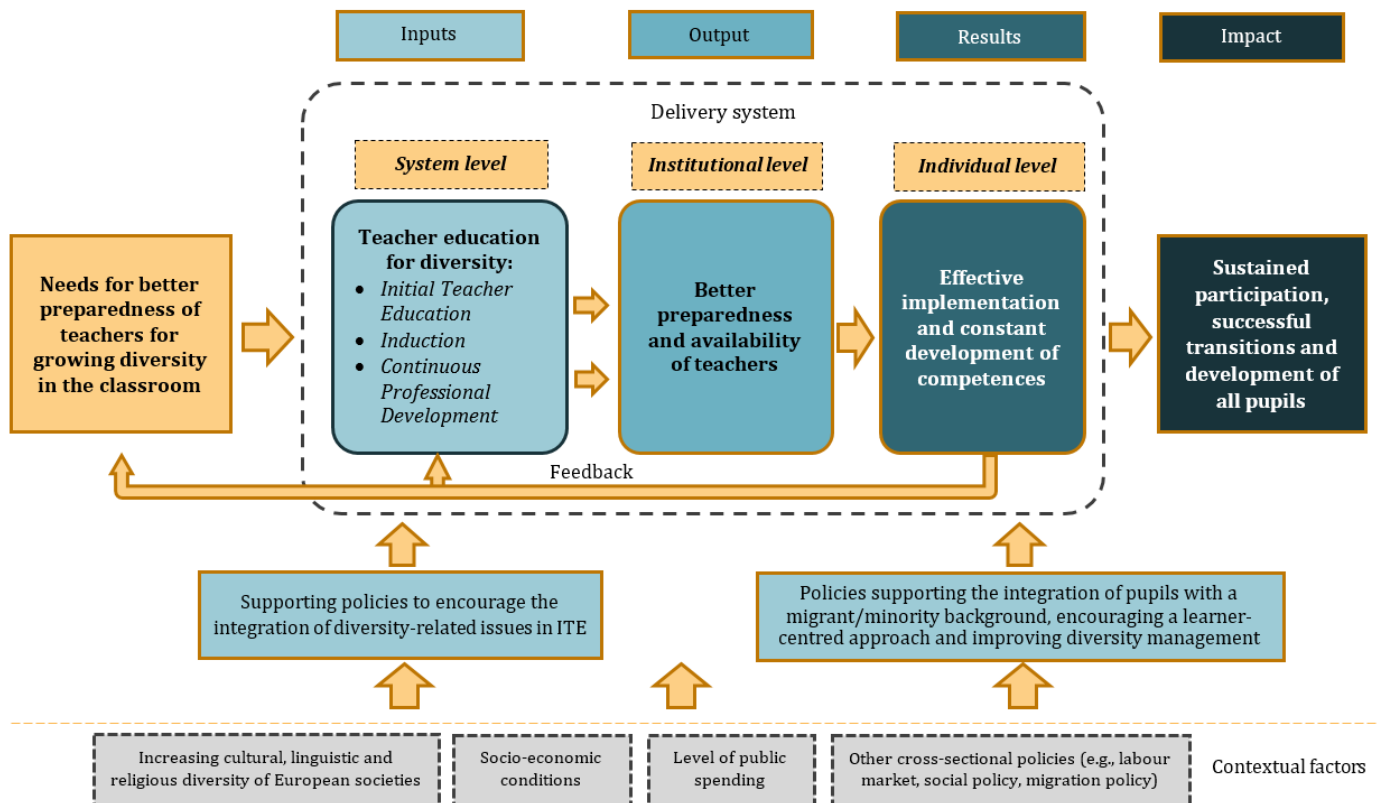


Figure 1. Analytical framework

Source: authors.

As described above, this study focuses primarily on the first stage of the teacher education continuum – ITE. It explores evidence on the effectiveness of specific ITE approaches on developing teacher competences for diversity, and their wider impact on education systems.

1.4. Methodological approach

The following methodological steps were designed to address the scope and objectives of the study (see Table 1 below for summary and Annex 5 for more details).

Table 1. Overview of research process

Process	Tasks	Timeline
1. Inception phase	During the inception phase the research team finalised methodology, analytical framework, revised research questions and developed draft research tools.	January 2016
2. Literature review	The literature review consisted of two parts. To grasp the variety of evidence and ensure robust results, the research team followed a systematic search of studies using a set of electronic databases in English, French and German. In parallel, the core team reviewed academic and policy literature to contextualise the main concepts and analytical framework, as well as explore the existing evidence on effectiveness and characteristics of various governance models of ITE in Europe, and to which extent preparation for diversity is embedded into the design and organisation of ITE.	January-July 2016
3. Policy	Under the supervision of the core research team, following	April-June

mapping: country profiles	guidelines, the national researchers for the 37 European countries/regions (EU MS, EFTA and candidate countries) gathered national data and prepared country profiles. The field work included desk research (policy documents and literature review) and stakeholder interviews, where information was not available otherwise.	2016
4. Case studies	Out of examples identified during the policy mapping, 15 policies/initiatives/measures for preparing student teachers for increasing diversity in the classroom have been selected as illustrative case studies. The selection criteria included: diversity of the content, type and providers of the measures, diversity of countries and education systems. Research carried out by relevant country experts included desk research and stakeholder interviews.	August-September, 2016
5. Comparative policy analysis	The comparative policy analysis brought together the evidence from all the research tasks. It aimed to reveal how the concept of diversity is understood in education policy across Europe and how teacher education for diversity is framed in national policy documents, and in turn, how these policy guidelines and priorities are translated into ITE provision (curricula content, recruitment, quality assurance, etc.).	June-October, 2016
6. Prospective analysis	This stage of the study aimed at consolidating the evidence base in order to develop key findings and recommendations. The prospective analysis took the form of an expert seminar, which involved renowned international experts in ITE and diversity in education, national education policy-makers, key EU stakeholders and representatives of international organisations (for more details as well as for the summary of the workshop discussion see Annex 5).	October-November 2016

Source: authors.

1.5. Research challenges

In the research process, we encountered several challenges and limitations. The analysis reveals several potential areas of inquiry for future research, demonstrating current gaps in knowledge and the lack of empirical evidence, which are summarised below.

Lack of empirical research on teacher competences for diversity

Despite numerous research evidence available on the effectiveness of learner-centred teaching, or relationship-building practices in teaching, only limited empirical research in Europe has looked at the various and interconnected competences that teachers should have to address the needs of all pupils and the challenges posed by an increasingly diverse Europe (see e.g. Bennett, 2012; Deardorff, 2009; Lindsey et al., 2005; UNESCO, 2013; Council of Europe, 2016).

There is also little evidence on how student teachers manage to shift their perspectives to become “equity-minded/socially just teachers”, i.e. teachers whose personal perspective, convictions and perceptions can be considered as adapted to handle diverse classrooms and to teach about diversity (Cochran-Smith et al., 2015: 116). One possible reason for the limited research in this field is that in the overall literature on schooling, the problem has been conceptualised as affecting a small minority, i.e. socioeconomically disadvantaged children and children with a migrant and/or minority background. Recently, research has increasingly shifted towards perceiving diversity as a benefit and resource, understanding the relevance of diversity-related issues for the whole population of learners and teachers (Burns & Shadoina-Gersing, eds., 2010).

Lack of evidence on effectiveness of policies and initiatives aimed at ITE for diversity

The research on specific elements of ITE that can prepare teachers for diversity in the classroom is predominantly theoretical and descriptive in nature. The broad literature reviewed covers a mere description of various ITE programmes and their potential improvement in order to better reflect the need for (student) teachers to be prepared for diversity, often without analysing in-depth whether it proved to be effective in practice. The systematic literature review demonstrated that most of the evidence on the effectiveness of specific programmes, where it exists, comes from non-European countries (more specifically, the US, Canada and Australia). Moreover, when exploring specific ITE courses (such as courses on intercultural education) or course-linked practical experiences, studies mostly tend to focus on one course, field experience initiative or exchange programme, without situating it in the context of a broader programme (Cochran-Smith et al., 2015). This tends to diminish the evidence that such courses could provide with respect to the potential effective measures needed.

Lack of knowledge base on the preparation of teacher educators and diverse student teachers

At the policy level, the importance of having effectively qualified teacher educators, as well as the recruitment of student teachers with a migrant and/or minority background, is widely acknowledged. Research analysing how teacher educators are prepared is scarce (European Commission, 2013c; Lunenberg et al., 2014). The policy mapping conducted for this study suggests that most countries apply standard qualification requirements for teacher educators, with only few initial training or CPD strategies to really prepare them to teach about diversity. There is very limited empirical evidence on what initiatives are effective in preparing teacher educators for diversity, as well as on the diversity of the teacher educator profession.

Similarly, looking at diversity within the teaching profession in terms of migrant/minority background, a recent study by the European Commission (2016a) pointed to an issue that has until now received scant attention in empirical studies on teacher education and teaching in general. This study focused on both the limited diversity among teachers and student teachers, and highlighted the limited amount of empirical research on these issues. More specifically, it showed how ITE can develop mechanisms and strategies to attract and retain students with a migrant and/or minority background, and how to make ITE institutions spaces where they feel that they belong. There is some US evidence on the integration of minority students in ITE, but such evidence remains limited in Europe.

Lack of conceptual coherence in relation to teacher education for diversity

Better understanding of the increasing diversity of the student and teacher population is crucial for designing effective (teacher) education policies. It appears to be difficult to compare results from the research literature because of the lack of conceptual coherence. Different concepts are used in different countries (e.g. intercultural, multicultural, transcultural), and it is not always clear whether the same phenomena and research variables are being referred to. For example, the paradigm of inclusive education predominantly refers to the integration of children with disabilities in some countries; while other countries understand it in its broader sense, i.e. as the need to

adapt schooling to all special needs and to accept, respect and embrace difference (European Agency for Development in Special Needs Education, 2010).

Lack of systemic policy approaches towards ITE for diversity

The research process made it possible to extensively map existing national policies on ITE for diversity in the EU, in EU candidate countries and in EFTA countries. However, it proved to be challenging to comprehensively assess the implementation of policies across ITE providers. This is due to the high autonomy of the higher education sector, and to the lack of systematic and consistent monitoring of policy results and impacts in most countries analysed. Examples examined in this study suggest high regional disparities in the ways ITE for diversity is provided. Some countries, particularly federal ones, are marked by a high diversification of ITE policies.

Taking this into account, this study explores the impact and effectiveness of selected policies and initiatives, providing generalisations where possible. Since the analysis is based on examples of ITE initiatives rather than providing an exhaustive overview of all the practices existing in the countries, it may not be fully representative.

2. The need for better teacher preparedness for diversity

Key findings:

- The increasing diversity of European societies represents societal and educational opportunities. If valued and utilised effectively, diversity can function as a rich educational resource in classrooms, to enrich the competences and creativity of all pupils, promote inter-group contact, opportunities for reflection and peer-learning.
- In spite of this diversity, the teaching population remains largely homogenous and lacks experience in teaching in diverse schooling environments. Teachers feel ill-prepared to teach students from diverse socioeconomic, cultural and linguistic backgrounds.
- To address the challenges faced by all pupils in schools, education systems across Europe must equip teachers with relevant intercultural competences, including valuing and adapting to diversity as well as being culturally self-aware, are key to effectively teach diverse pupils.
- Preparing student teachers for diversity implies to support their knowledge and better understanding of the world and its cultures. The need to develop communication competences for diversity emerges from the capacity of teachers to be empathic and reflexive about their own beliefs, cultural and socioeconomic differences.
- Raising the attainment level of children without the language of schooling implies that teachers in all subject matters need to be effectively prepared to be part of the language learning process. Promoting and valorising non-dominant languages (and cultures) can enable pupils with a migrant and/or minority background to develop and gain recognition of linguistic skills of equal value
- There is an increasing need to prepare future teachers to build on the benefits of diversity, shifting from compensatory to inclusive learning approaches. A comprehensive system of teacher education is crucial to equip teachers with the intercultural competences necessary to respond to and manage the evolving diverse school environment.

2.1. Challenges and opportunities of diversity in Europe

Although EU countries host a minority of the world's displaced persons, they remain among the most popular destinations for migrants, asylum seekers and refugees (United Nations, 2016; UNHCR, 2016). First-time asylum applications in the EU rose by 123 % in 2015, compared to 2014. Minors make up about 30 % of this figure (Eurostat, 2016). At present, 4 % of the EU's total population consists of third-country nationals (European Commission, 2016e). Population projections predict that by the middle of the 21st century, 20-40 % of Europe's population could have an immigrant background (Lanzieri, 2011).

While the composition of the learner population in Europe is increasingly changing, its diversity varies significantly across countries. In 2012, the proportion of 15-year-old pupils with a migrant background varied from 46.4 % in Luxembourg, to 16.4 % in Austria and 14.8 % in France, and as little as 0.2 % in Romania and Poland (OECD, 2015b). Diversity is not a new phenomenon. Thanks to the presence of historical minorities within their territories, most European countries have long been socially, culturally and linguistically diverse. However, recent increases in migration and intra-European mobility have accentuated the demographic heterogeneity of most countries across Europe.

The increasing diversity of European societies represents both challenges and opportunities. New arrivals can help to fill the labour gap and have a positive impact on growth and public finances. These factors lead to long-term economic benefits (International Monetary Fund, 2016). Research has also linked growing migration to increased productivity and economic output in host countries, as migrants form an increasing proportion of the economically active population (Boubtane & Dumont, 2013). Integration policies designed to create more efficient and transparent qualification recognition processes for migrants, asylum seekers and refugees, can also boost host country labour markets (OECD, 2016a).

If addressed effectively, diversity also functions as a rich educational resource that can be used in classrooms. Embracing diversity “empowers teachers and students; decreases stereotypes, prejudices and racism (...); and generally promotes equity and social justice” (Nieto & Bode, 2008, in Keengwe, 2010: 203). Valuing and utilising the cultural and linguistic capitals of students with a diverse background can enrich the competences and creativity of all pupils, and favour cohesion in schools (Meinhof, 2013; Moro, 2012). Education systems can prepare learners to respect diversity and take advantage of its benefits, through promoting inter-group contact, opportunities for reflection, and peer-learning (Burns & Shadoina-Gersing, eds., 2010; Europarat, 2016).

However, if education systems are not prepared to embrace diversity, this can stir social tensions, and lead to polarising and stereotyping tendencies (Hainmueller & Hiscox, 2010). In the autumn 2014 Eurobarometer survey, more than half of the EU population perceived immigration as a negative phenomenon (European Commission, 2014). Far-right parties notably capitalise on negative attitudes towards migrants and minorities as well as on the outcomes of the socioeconomic crisis. European youth show growing support for far-right parties, and increasingly negative attitudes towards migrants, refugees and minorities, amid a context of record-high levels of youth unemployment (Goldirova, 2014; Sakellariou, 2015; Show Racism the Red Card, 2015). In return, exclusion and ethnic discrimination can provoke tendencies to resist integration on the part of students with a migrant background. In the Netherlands, Leeman (2008) found that in the face of increasing Islamophobia, Muslim minority youth feel “compelled to choose sides”, by developing “hostile ethnic-cultural identities” in a way “that might endanger their integration into Dutch society” (Leeman, 2008: 53-54).

If they are not provided with relevant support, pupils with a migrant and/or minority background can face challenges in the learning process. Enduring socioeconomic differences coupled with difficulties of integrating into education can lead newly arrived children to multiple and persisting inequalities (Luciak, 2010). Moreover, one of the most important challenges faced by learners with a diverse background is that the language of schooling often differs from the language(s) they speak at home. Learners with diverse linguistic backgrounds might underperform at school, not because they lack cognitive capacity (Wissink & Haan, 2013), but because pupils often do not have sufficient linguistic competences to participate in learning (Council of Europe, 2015). This poses additional demands on teachers to be able to teach children who do not speak the language of schooling. Parents who lack skills in the language of schooling may also not be able to get involved in their children’s

education, which is another factor linked with their level of educational outcomes (Ractliff & Hunt, 2009).

Policy-makers face the challenge of preparing societies to embrace diversity, and supporting the integration of individuals with diverse backgrounds, notably through education. **Key integration challenges in formal education include access, participation and performance** (European Parliamentary Research Service, 2016). Education systems have a key role to play in promoting social inclusion, as well as in tackling discrimination (Council of the European Union and European Commission, 2015). By respecting diversity and children's multiple identities and sense of belonging, education systems can facilitate the integration of children with a migrant and/or minority background into society and become a tool to promote tolerance and civic responsibility (De Paola & Brunello, 2016; van Driel et al., 2016).

Research shows that **children coming from a socioeconomically disadvantaged background, among which pupils with a migrant and/or minority background are overrepresented, have limited access to good quality education**. High levels of socioeconomic and residential segregation tend to lead to lower quality schooling (Mattache & Fuller, 2015) and cumulative inequalities based on pupils' socioeconomic and migratory background (Conseil national d'évaluation du système scolaire, 2016). Enrolment in high quality schools and higher education tracks is particularly limited for Roma pupils (European Union Agency for Fundamental Rights, 2016; Macura-Milovanović & Pecek, 2013). Asylum seeker and refugee children also tend to receive only limited support in reception centres and school systems throughout the EU (SIRIUS, 2015).

Students from non-dominant groups often face disadvantages in schooling because they are perceived as 'different' from the dominant culture (Burns & Shadoina-Gersing, eds., 2010). Undervaluing the culture and language of pupils with a migrant, minority and/or socioeconomically disadvantaged background can have a negative impact on their motivation, overall well-being and development. Studies on 'subtractive schooling' point out that mainstream schooling can divest students of linguistic resources and other knowledge, leaving them vulnerable and negatively influencing their sense of belonging at school (Valenzuela, 2010). The sense of belonging at school among pupils with an immigrant background varies widely across the EU. In Finland, the Netherlands and Spain more than 80% of first-generation immigrant students felt that they belonged at school. In Belgium, the figure is 60%, and in France, less than 50% (OECD, 2015a). These differences highlight the key influence of, and potential support provided by, schools and local communities on immigrant students' psychological well-being (OECD, 2015a, UNICEF France, 2016).

Socioeconomic disadvantages, coupled with linguistic challenges and the failure of education systems to provide quality education for all, contribute to the lower educational performance of pupils with a migrant, minority and/or disadvantaged background and others. According to PISA 2015 results, after taking their socioeconomic status into account, immigrant students are on average "more than twice as likely as their non-immigrant peers to perform below the baseline level of proficiency in science" (OECD, 2016b: 20). However, these results also show that, after accounting for the school's socioeconomic intake, attending a school with a high concentration of immigrant students is not associated with poorer performance

(Ibid.). As they tend to be concentrated in lower socioeconomic groups, the rate of early school leavers among students with a migrant background is considerably higher than that of 'native' youth (European Commission, 2011b). In 2014, 25.5% of non-EU citizens aged 18-24 in the EU had left education or training prematurely, compared with 10.2% of EU nationals and 19.2% of citizens of another EU Member State (Eurostat, 2015).

In this context, research shows that teachers feel ill-prepared to teach students from diverse socioeconomic, cultural and linguistic backgrounds (European Parliamentary Research Service, 2016; OECD, 2014). Prejudice, and a lack of experience and competences, can lead teachers to incorrectly attribute low performance to cognitive abilities or insufficient effort (Wissink & Haan, 2013). European systems can also be confusing for children coming from other school environments (Shor & Bernhard, 2003; Wells, 2010). Moreover, cultural and religious considerations, attitudes and motivations of pupils and parents can create additional challenges in educational processes and outcomes (Denessen et al., 2005; Luciak, 2004).

ITE has a role in training a new generation of teachers to ensure inclusiveness and prepare them for the upcoming challenges of schooling for diversity (Cardona, 2009). Research has demonstrated the need for education systems to move towards a more learner-centred, inclusive and socially convergent model. **This study aims to show that adapting ITE to better prepare future teachers for diverse schooling environments can help to improve their capacity to deal with changing social realities.** Such a policy could ensure equal access to high-quality education, and to integrate all components of diversity into the learning environment (Council of the European Union and European Commission, 2015).

2.2. Teacher competences for diversity

Teachers must be effectively prepared to embrace the benefits of diversity for schools and all students. The quality of an education system depends on the quality of its teachers, who directly influence students' educational outcomes (Barber & Mourshed, 2007; Scheerens, ed., 2010). Teacher quality can be characterised by the following variables:

- **personal characteristics:** values, attitudes, personality, level of flexibility/rigidity, extraversion/introversion, locus of control, self-efficacy, general and verbal intelligence;
- **formal qualification and experience:** formal qualifications, teachers' continuous working experience;
- **methodological competences:** e.g. capacity to apply different learning strategies; and
- **pedagogical content knowledge:** pedagogical methods by which specificities of the subject matter are adapted and delivered to learners.

While European classrooms are becoming more diverse, **the teacher population remains largely homogenous and lacks experience in diverse schooling environments** (Ainscow, 2007; Burns & Shadoina-Gersing, eds., 2010; European

Commission, 2016a). Teachers often lack awareness about the multi-dimensional diversity of their pupils, and are consequently limited in their ability to effectively deliver subject matter and include intercultural education content (Agirdag et al., 2016; Hammer et al., 2003). This has the potential to create cultural and structural mismatches between students and teachers (Larzén-Östermark, 2009).

Teachers' attitudes influence pupils' outcomes and can constitute obstacles for successful teaching in diverse classrooms (Gay, 2010). Despite working in increasingly diverse classrooms, teachers tend to harbour negative attitudes towards students with a diverse linguistic, cultural and/or religious background (Agirdag et al., 2012; Auger, 2007; Chircu & Negreanu, 2010; Coronel & Gómez-Hurtado, 2015). Teachers tend to adopt lower expectations for pupils with a migrant and/or minority background (Glock et al., 2013; Glock & Krolak-Schwerdt, 2013), and may implement discriminatory grading methods towards them (Spietsma, 2013).

ITE plays a significant role in equipping future teachers with relevant competences and challenging their attitudes and behaviours. Teachers' values, attitudes and expectations can be influenced by appropriate intervention in ITE, induction, and CPD (Jones et al., 2013; Scheerens, ed., 2010). In order to ensure a smooth transition and better application of the competences acquired in ITE, about two-thirds of European education systems use induction courses for newly qualified teachers (European Commission/EACEA/Eurydice, 2015; Smethem & Adey, 2005). Research and policy also indicate the importance of CPD as a means of adapting to and utilising this continuously changing environment (European Commission, 2015a; Scheerens, ed., 2010).

To address the challenges faced by all pupils in schools, **education systems across Europe must equip teachers with relevant competences throughout the teacher education continuum.** Intercultural competences, including valuing and adapting to diversity as well as being culturally self-aware, are key to effectively teaching diverse pupils (European Commission, 2015b). Research emphasises that teachers are core actors in transmitting values and attitudes of tolerance and openness towards diversity (Van Driel et al., 2016). Based on an extensive review of the literature on teacher competences for intercultural diversity, the Council of Europe has defined a set of competences that ITE graduates should acquire to effectively engage with diversity in classrooms (Arnesen, Allan, & Simonsen, eds., 2010). They emphasise learning outcomes related to three key competence areas (see Figure 2 below).

Figure 2. Framework of teacher competences for engaging with diversity



Source: Arnesen, A.L., Allan, J. & Simonsen, E. (eds.), 'Policies and practices for teaching socio-cultural diversity: a framework of teacher competences for engaging with diversity', Strasbourg: Council of Europe Publishing, 2010.

Preparing student teachers for diversity implies promoting their knowledge and a better understanding of the world and its cultures. Teachers should learn how to effectively address issues of tolerance, fairness and equity, notably by understanding the historical, structural and political contexts that can lead to prejudice and discrimination in education. This involves developing knowledge of the multiple dimensions of diversity and cultural differences, and being aware of stereotyping mechanisms in knowledge construction (Cowan & Maitles, 2012; Yang, 2009). Understanding the social, cultural and linguistic context of pupils' behaviour, and teaching in respect for this context, enables the successful socialisation of all children (Keengwe, 2010).

Developing communication competences for diversity emerges from the capacity of teachers to be empathic and reflexive about their own beliefs, cultural and socioeconomic differences (Rychly & Graves, 2007). Treating diversity as an asset and a source of growth rather than a hindrance to student performance can help to tackle the attitudes of student teachers to ensure better performing and more inclusive classrooms (Burns & Shadoina-Gersing, eds., 2010). By

valorising students' socio-cultural and linguistic heritages, they can represent educational resources benefiting students from all backgrounds (Gay, 2010; Moro, 2012). Teachers are also increasingly expected to acquire the competences to interact with diverse communities and parents and engage them in the learning process, as well as to understand parental expectations and their educational aspirations (Denoux, 2004; Ractliff & Hunt, 2009; Torres & Mercado, 2006).

Teachers should also have relevant management and pedagogical skills to respond adequately to diversity through teaching (Elbers, 2010). This implies basic knowledge about students' socio-cultural backgrounds and the ability to integrate pupils, particularly with respect to linguistic issues. Adequately teaching the language of schooling to children with a migrant background is paramount so that they can enter school and carry on their education successfully.

Raising the attainment of children who do not have sufficient proficiency in the language of schooling implies that **teachers in all subject matters need to be effectively prepared to be part of the language learning process** (Brandenburger et al., 2010). In parallel with adequate support from schools in providing supplementary education, allowing migrant pupils' immersion in mainstream classrooms, increasing parental support and developing mother tongue competences, continuous teacher education in language teaching skills and intercultural competences should be available for all teachers (European Commission, 2015b). To prepare teachers for inclusive teaching, ITE should include knowledge and understanding of linguistic issues, including methods of integrating subject matter and community languages (Gibbons, 2002; Köker et al., 2015).

Promoting and valorising non-dominant languages (and cultures) can enable pupils with a migrant background to develop and gain recognition of linguistic skills of equal value (European Commission, 2015b). Linking together the process of learning home languages with learning the language of schooling can be beneficial for both learning processes and for the general language skills of all pupils (Auger, 2007; Moro, 2012). This can be done e.g. through pedagogical practices based on language comparison. Teachers should help pupils feel comfortable with and proud of their multilingual/multicultural identity, and to be aware of the inherent cognitive benefits of multilingualism (Rezzoug et al., 2007). Language teachers should act as "cultural mediators" who "come to terms with the intricate relationship between language and culture, with how the language embodies the concepts and values of the culture and with the necessity of teaching the two in an integrated fashion" (Larzén-Östermark, 2009: 416).

There is an increasing need to prepare future teachers to use the benefits of diversity in the classroom, shifting from compensatory to inclusive learning processes. A comprehensive system of teacher education is crucial to equip teachers with the intercultural competences necessary to respond to and manage the evolving diverse school environment. The teaching profession is becoming more and more complex, with increasing demands and challenging environments (European Parliament, 2014).

In this light, the next chapters provide an overview and analysis of policy initiatives in European countries and of the way they shape the preparation of student teachers for diversity through ITE. These chapters also focus on the effectiveness of specific

measures and initiatives aimed at strengthening the capacity of ITE to prepare student teachers for diversity.

3. Mapping of the policy landscape

Key findings:

- There is a need for a paradigm shift in the understanding of diversity in national education policy. ITE policy should see multiculturalism, plurilingualism and inclusion as an asset and a source of opportunities.
- Evidence shows that European countries tend to include competences necessary to manage diversity in the teacher competence frameworks. Greater demands on teachers' professional roles and competences highlight the necessity to adapt the profession to a continuously changing educational environment. Defining and implementing teacher competence frameworks aims to ensure that effective teaching practices meet the current changing needs of pupils and society.
- By providing a basis for systems of teacher accountability, performance and quality assurance, competence frameworks for teachers and teacher education constitute opportunities to enhance professional and systemic learning.
- There is a broad consensus on the role of quality assurance mechanisms in improving the performance of ITE programmes. Effective quality assurance strengthens the capacity of ITE to prepare student teachers to better deal with diversity. However, most ITE quality assurance systems are not linked to specific learning outcomes of ITE programmes.
- Only a few countries include quality assurance requirements related to diversity in ITE. These consist either of explicit requirements on the content of ITE programmes and curricula, or on student teachers' expected competences and learning outcomes. Competence-based quality assurance systems can support the inclusion of integrated diversity-related criteria into ITE quality assurance.
- Funding support can provide effective incentives to improving the quality of ITE programmes, such as by helping to increase the level of preparation of student teachers for diversity, or to promote multiculturalism and multilingualism in ITE.

This chapter provides an analysis of the national policy mapping data. It focuses on the way diversity is operationalised in national policy agendas across Europe and on the extent to which ITE for diversity receives attention in national policy frameworks. In particular, we look at the way national policies are elaborated in terms of policy goals, translated in terms of competence frameworks for teachers and teacher education, integrated in quality assurance mechanisms and funding incentives.

3.1. Understanding diversity in national education policy

3.1.1. From a deficit-based towards an asset-based view on diversity in European education policies

European societies are becoming increasingly diverse due to intra-European mobility, international migration and globalisation. These societal changes affect the educational landscape and organisation, and have a lasting effect on schools across the continent. While more recent migration flows have made diversity one of the central topics of public and academic discourse, societal diversity is not a new phenomenon. Most European countries are characterised by their multiple ethnic, cultural, linguistic and religious diversity, which originates in a long history of intra-European and international migration and/or colonialism, as well as by the historical presence of ethno-cultural and regional minorities (Burns & Shadoina-Gersing, eds., 2010). Different historical processes have led to diverging regional, national and local situations. Nevertheless, European countries have long been tackling diversity in

multiple ways at the policy level, in education as well as through integration, citizenship, housing, labour migration and social policies, although these issues have become increasingly visible in recent decades.

Definitions of diversity at the policy level vary depending on the national, local and historical contexts in which they are used. Diversity can refer to long-standing regional patterns in societies with a variety of ethno-cultural, linguistic or religious minorities, as well as to relatively new forms of diversity caused by recent immigration movements. Cultural or linguistic diversity is often interrelated with other dimensions, such as socioeconomic background, gender identities, age, learning abilities, or motivation (Burns & Shadoina-Gersing, eds., 2010). Recognising diversity implies implementing effective integration policies including in key areas such as education and training, employment, culture and equal opportunities. It also implies a dynamic two-way process, expecting third-country nationals to embrace and learn host countries' values and languages, as well as offering them meaningful opportunities to participate in the economy and society (European Commission, 2016c).

The mapping of current education policies in the EU, candidate countries and EFTA countries demonstrated **two prevailing understandings of diversity. Countries with a deficit-based understanding of diversity see it as a 'disparity.'** In these cases, 'heterogeneity' is perceived as a burden to be dealt with, associated with different outcomes and hence, differential treatment (European Agency for Special Needs and Inclusive Education, 2010; Zimenkova, 2011).

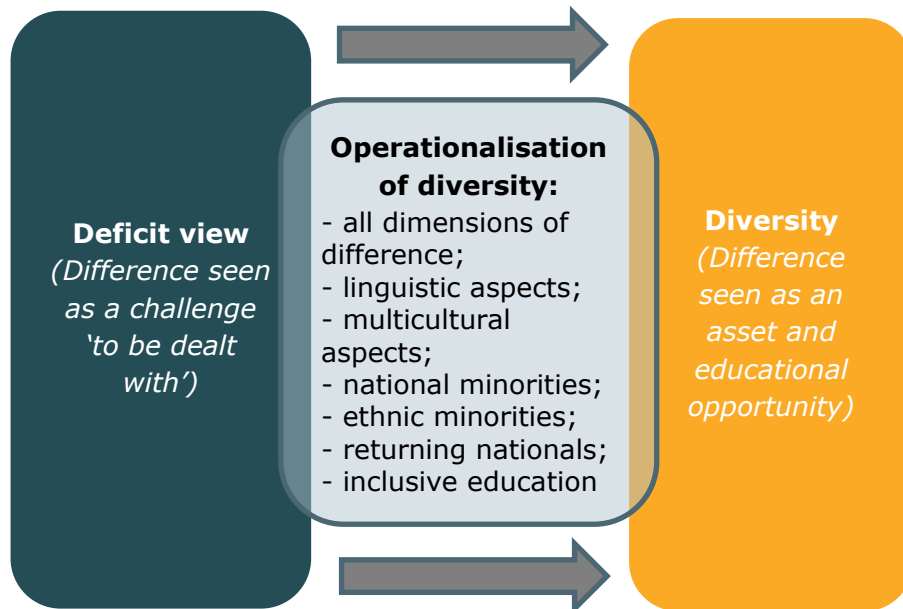
A second emerging tendency sees multiculturalism, plurilingualism and inclusion as an asset, a source of opportunities. It represents a step forward from recognising and 'dealing with' the multiplicity of students' characteristics and backgrounds, to understanding the benefits of diversity to society as a whole. This stance celebrates and lauds what contemporary European societies can gain in terms of diverse abilities, perspectives, and skills (see

Figure 3. Conceptualisation of diversity in Europe

Figure 3 below). According to Sliwka (2010: 213), while "the paradigm of heterogeneity perceives difference as a challenge to be dealt with actively, diversity as a systemic paradigm perceives difference as an asset". However, the way diversity is perceived can vary widely depending on the social status of the language, culture, or country of origin of the pupils with a migrant and/or minority background. This reveals the influence of perceived hierarchies of languages and cultures, based on power, social class and status (Kosonen & Benson, 2013).

At the level of teacher education, as well as in classrooms, this approach has been operationalised through a number of pedagogical initiatives and teaching practices. These include learner-centred approaches (e.g. OECD, 2008; 2013c), differentiated instruction (De Neve & Devos, 2016; Tomlinson et al., 2003), and translanguaging (Creese & Blackledge, 2015; Garcia & Wei, 2014; Hornberger et al., 2012).

Figure 3. Conceptualisation of diversity in Europe



Source: authors, adapted from Sliwka (2010).

This paradigm shift embracing diversity in all its opportunities for learning and benefits for education is gaining ground in the US (e.g. Wells et al., 2016) and in some European countries such as Germany (Sliwka, 2010). A few countries increasingly see education “not just as adding on to existing structures, but as a process of transforming societies, communities and institutions such as schools to become diversity-sensitive” (Arnesen et al., 2009: 46). However, our mapping of ITE policies in Europe revealed that diversity is still barely seen as an asset by education systems across the continent.

3.1.2. Mapping definitions of diversity in Europe

Our mapping showed that most education policies in Europe tend to recognise diversity as a reality, and to promote the main principles of inclusive education. However, the way and extent to which these concepts are operationalised in school and ITE policies differ across countries.

In several countries (DE, DK, FI, NO and SE), education policies have moved beyond the narrow idea of heterogeneity, which sees education as a means of compensating and overcoming a deficit. **These countries increasingly understand, recognise and appreciate the benefits of diversity.** They tend to see ‘differences’ as positive resources for individual learning and development (see examples in Box 1 below). Understanding diversity as an opportunity for teaching that enriches the educational environment and society at large, leads to future teachers being trained “simultaneously to respect and enhance similarities and differences” (Rabo, 2007: 44).

In other countries, languages brought in by pupils with a migrant background are regarded as essential components of intercultural education and appreciated as much as the language of the majority (e.g. in some regions of **Germany**, languages of

pupils with a migrant background are taught as foreign languages to all pupils, including German pupils). In recent years, the **Austrian** education policy has explicitly referred to the benefits of linguistic diversity, promoting the plurilingualism of learners (e.g. by establishment of the Federal Centre for Interculturality, Migration and Multilingualism – BIMM, and design of the multilingualism curricula in 2013).

Box 1. Operationalisation of diversity: country examples

In **Germany**, a shift has recently been taking place in accepting and recognising the advantages of ethno-cultural diversity. In March 2015, the Standing Conference and the German Rector's Conference (*Hochschulrektorenkonferenz – HRK*) published a joint recommendation entitled 'Teacher education for a school of diversity' (*Lehrerbildung für eine Schule der Vielfalt*), on the topic of inclusion. It conceptualised 'diversity' in a comprehensive sense including different abilities as well as 'particular initial conditions,' such as language, social living conditions, cultural and religious orientation, gender as well as special abilities and talents.

In **Sweden**, numerous concepts such as multicultural, intercultural, bilingual, multilingual or mother tongue education have been used in policy and educational discourses when referring to aspects of diversity in general and to diversity in ITE. Specific support for children with language needs (such as newly arrived migrant children) is provided, such as mother tongue classes (European Commission, 2015b). Initiatives aimed at creating whole-system approaches supporting in-service training for all staff are currently being developed across the country (European Commission, 2016b). Nevertheless, experts point out that terms like 'cultural diversity' and 'multicultural education' are sufficiently broad and sometimes not operationalised enough to give specific direction to teacher education programme development, and can lead to misunderstandings at the ITE provider level (Rabo, 2007).

In **Finland**, the National Core Curriculum has set the overall objective of the education system for equality in all areas of education. This implies meeting pupils' needs, supporting their well-being and other prerequisites for learning, raising awareness on global responsibility, different languages and cultures, regarding them as richness (Halinen, 2013). The updated Finnish National Core Curriculum (2016) further emphasises the opportunities that cultural and linguistic diversity brings to the classroom and the importance of cross-curricula language sensitivity.

Source: authors, based on policy mapping data (2016).

Many European countries still target diversity from a deficit point of view in the design of their educational policies. In these countries, the heterogeneity of learners is either recognised and accepted as a reality, or implied through references to the universal role of education and the rejection of any forms of discrimination. **In these countries, policy priorities tend to build on a compensatory approach.** Adjustments are made to come to terms with pupils' different needs, rather than building education processes on the opportunities of diversity.

In several countries, education policies do not make any explicit distinctions between students' ethno-cultural, linguistic or socioeconomic background. In **France**, education policy documents make reference to the republican principles of liberty, equality, fraternity, secularism, the fight against discrimination and all forms of intolerance and racism in schools. The focus of French education policy can be considered as an obstacle to the acknowledgement of and discussions about the cultural, linguistic or religious diversity of French society (Esterle-Hedibel, 2006; Matthey & Simon, 2009). Since 2013, issues of cultural diversity are addressed through 'moral and civic education' courses (*enseignement moral et civique*), aimed at teaching students about republican values, based on the ideals of equality and secularism (see Annex 1). However, this model tends to exclude the experiences and

contributions of students with a migrant and/or minority background in the school and ITE curricula (Auger, 2007; Belkaïd, 2002; Legendre, 2004; Varro, 1999).

Similarly, in the **Netherlands**, the main education policy documents at present are primarily focused on the promotion of a cohesive society and of social integration in a general sense. Inclusion policy in the Netherlands, called 'appropriate education' (*passend onderwijs*), is not defined in terms of ethnic or cultural inclusion. Under this policy, every school board has the obligation to provide an appropriate education for every pupil, irrespective of the kind of support he or she needs. In **Hungary**, the law prohibits the collection of any data about students with a minority background, including Roma. Since 2003, education policy documents mention the concept of "multiple-disadvantaged children" which includes the majority of Roma children, who suffer from persisting barriers to education, housing and health services (European Union Agency for Fundamental Rights, 2016). Government agencies offer additional services and financial support to schools whose populations mainly consist of disadvantaged and/or Roma children.

Many countries tend to emphasise linguistic diversity as a priority issue (e.g. AT, CY, IS, ME, SI,). Education policies build on the necessity to ensure proficiency in the language of schooling. However, these initiatives bear the risk of ignoring the diversity of the linguistic backgrounds of pupils with a migrant and/or minority culture. In this light, students with a migrant and/or minority background are addressed as anybody whose mother tongue is different from the host language. Those who need additional support to learn the host language in order to participate in mainstream education – either newly arrived or 'historical' linguistic minorities – can then be eligible for language support classes.

Box 2. Focus on linguistic diversity: the Cypriot example

In **Cyprus**, the main criterion for defining diversity in the official discourse of Greek-Cypriot education policy is language. The most predominant term for describing this part of the student population is 'other-language students' (Theodorou, 2014). Previously, the most predominant term was 'foreign-language students' which was officially abandoned in 2001. Fourteen more labels identified in policy documents appear as concurrent and in cases as interchangeable with the term (e.g. 'alien students,' 'economic migrants,' 'students from third countries,' 'hosted students,' 'children with a different language and culture,' 'students from vulnerable socioeconomic groups,' etc.) but the criterion of language is the most prevalent and has infiltrated the discourse from social actors and at school.

Source: Cypriot policy mapping data, 2016.

Some initiatives across Europe aim to exploit the full potential of the linguistic diversity of the student population while ensuring the acquisition of high quality language instruction (European Commission, 2015b; Council of Europe, 2015). Different approaches exist to recognise children's individual linguistic repertoires. In some countries, some non-governmental initiatives aim at supporting the development of newly arrived children's native languages and meta-linguistic competences (through comparison between languages) in order to help them learn the language of schooling (e.g. FR, NL).

In another tendency to 'tackle' diversity in education, **specific target groups can be identified based on their ethnic or national background**, rather than according to their level of knowledge of the language of schooling. **Italy** for example identifies foreign students as having a 'non-Italian citizenship,' while the **Czech Republic** generally refers to them as 'children of foreigners' and differentiates between EU

nationals and non-nationals in providing educational support. In **Latvia** and **Lithuania**, students with a non-Lithuanian or non-Latvian background are often called 'foreign learners.' In **Belgium (Fl.)** and the **Netherlands**, the concept of 'allochthone' refers to students with a migrant background (see Box 3 below).

Box 3. Understanding diversity: the Flemish example

In **Belgium (Flanders)**, although diversity takes a central role in political discourse about education, it is not defined in education policy documents. Nevertheless, target groups for 'equal education' are well defined in the 2002 decree of the Flemish government on equal opportunities in education, based on equal opportunity indicators (*GOK-indicatoren*). The decree deals with three main issues: ensuring the right for inscription in schools, regional management platforms (*lokaal overlegplatform*, LOP) supporting schools with high rates of target groups at different levels, and additional financial support for schools based on the number of students from the delineated target groups. It uses five criteria to determine the provision of support to families:

- receiving social benefits;
- within which both parents belong to the Traveller community;
- with low maternal education level (ISCED 2 or lower);
- within which children temporarily or permanently live outside the family context;
- speaking another language than Dutch at home (parents are non-native Dutch).

In line with this note, the concept of 'allochthone,' actively used by policy-makers, refers to Belgian residents who, whether they possess Belgian nationality, have at least one grand-parent that was born outside of Western Europe and that have a low socioeconomic position within society (Brans et al., 2004).

Source: Belgian policy mapping data (2016).

Some countries take a broader perspective on the ethno-cultural diversity of all learners, such as several southern European countries with a relatively recent historical experience with immigration. For instance, in **Italy**, cultural diversity appeared in the education law for the first time in 1994. The key principle outlined was that intercultural education should be considered as the pedagogical answer to cultural pluralism. This approach aimed to see intercultural education as the 'integrating background' of all school education, not to be taught as a separate subject nor as a mere compensatory activity. However, this raises the risk of emphasising a 'culturalist' conception of education, which tends to address the culture of 'the other' in a simplistic way, therefore reinforcing stereotypes and prejudices rather than countering them (Santerini, 2008).

In **Greece**, the term 'diversity' is also most often connected to a multicultural synthesis (targeting different identified ethno-cultural groups, such as migrants, Muslim and Roma students). In **Spain**, the Education Law (Ministry of Education, Science and Culture of Spain, 2007; 2013) does not stem from an explicit acknowledgement of cultural diversity in society, and it does not refer to immigrant students or students from any other minority. It describes indigenous "linguistic and cultural plurality" and requires that respect for Spain's linguistic and cultural plurality be taught. Nevertheless, the practical measures proposed to achieve 'equal results' for all students are compensatory in character.

Most Central and Eastern European countries, that historically have little experience with immigration, tend to refer to 'national minorities' when discussing diversity in the classroom (AL, BG, EE, HU, LV, LT, RO, SK). Despite the existence of large historical minority groups, including Roma, intercultural approaches to education have not been fully pursued in Central and Eastern Europe

(Burns & Shadoina-Gersing, eds., 2010). In some of these countries, large parts of the current immigration influx consist of returning nationals, which also defines the focus of education policies and understanding of diversity in the local context (e.g. in EE, EL, LV, LT, PL) (see examples in Box 4 below).

Box 4. Focus on returning nationals as part of classroom diversity

In **Lithuania**, education policy has been concerned with the children of Lithuanian immigrants returning to the country, as well as with Lithuanian pupils abroad. The programme Global Lithuania (2011) (*Globali Lietuva*), coordinated by the Ministry of Foreign Affairs, stresses the importance of the so-called Lituianistic education, focusing on Lithuanian schools in foreign countries and on their modernisation. The interinstitutional implementation plans of the programme provide funding for systems of reintegration, including those targeted at returnee pupils. The Migration Policy Guidelines (Government of the Republic of Lithuania, 2014) also stress the need to integrate returnee migrants in Lithuania's educational system, and aim to increase the number of children of returnee families in Lithuanian schools.

In **Greece**, repatriated Greeks are targeted together with immigrant pupils through ministerial national programmes such as the 'Education of immigrant and repatriated students' programme. It includes the following nine main actions: a) Reception classes; b) Teaching Greek; c) Intercultural Communication, Training; e) Pupils' first languages; f) Psychological support; g) School and Community; h) Educational visits; i) Assessment.

Source: authors, based on policy mapping data (2016).

3.1.3. Policy challenges

Although not all European countries are effectively prepared for the increasing diversity of their classrooms, a consensus prevails on the need to adapt education systems accordingly (Schleicher, ed., 2012). The mapping of educational policies revealed that European countries differ in their understanding of what the increased heterogeneity of European societies implies in terms of educational responses. Diversity and difference are conceptualised in various ways, and the design of educational approaches – irrespective of the terminology used – differs depending on the national context, political priorities and commitment.

The way diversity is perceived and interpreted is largely influenced by European countries' history, socioeconomic background, experiences with diversity and political priorities. While some countries tend to move away from a deficit-based approach, and increasingly embrace the benefits of diversity, in most cases diversity is still tackled as a problem. Grasping the educational opportunities and potential that diversity offers, and developing adapted and differentiated pedagogical practices, is not a common policy across Europe. Our analysis revealed that several gaps and barriers still stand in the way to accomplishing the 'paradigm shift' needed to embrace and utilise the benefits of diversity.

The first emerging obstacle is the lack of common understanding of the concepts used. Achieving consensus among educational stakeholders and within ITE providers on the way 'diversity' and related concepts are defined is essential to ensure the coherence of the teaching provided. In an example from an ITE college in **Sweden**, Rabo (2007) underlines the importance of reaching a consensus on the understanding of diversity and interculturalism, particularly among staff responsible for general pedagogical courses and those responsible for courses on diversity and intercultural education (Rabo, 2007: 46). Reaching mutual understanding on these concepts can ensure that teacher education systems effectively prepare student

teachers for diversity at all levels, from adapted ITE programmes and practical training arrangements to induction programmes and CPD.

The lack of common understanding on the concepts of diversity and/or inclusive education also tends to distract the policy focus. Although most of the countries follow an inclusive model of education, the breadth of the concept and its interpretation at the policy level can lead to intercultural and multilingual issues from the policy focus being ignored. In the **Former Yugoslav Republic of Macedonia (FYROM)**, diversity is addressed through regulations against discrimination in schools based on gender, ethnicity or language and frequently relates to inclusive education. Policies focus more on education for students with disabilities than on tackling the ethnic diversity of the countries' student population.

Differences in the conceptualisation of diversity shape the way teacher education is implemented. The policy landscape, more specifically policy goals, the definition of teacher competences, the implementation of quality assurance mechanisms, and funding resources, are discussed in the sections below.

3.2. Focus on ITE for diversity in national policy goals

3.2.1. Rationale

European countries increasingly focus on ensuring and enhancing the quality of teacher education (Council of the European Union, 2014; European Commission, 2015a; Schleicher, ed., 2012). **Research and policy have increasingly aimed to better equip teachers and school staff with the competences necessary to manage diversity.** This tendency is coupled with efforts to improve the integration of migrant and minority children in multiple key policy areas including education and training, as well as to prevent the growth of radical ideologies and violent extremism (European Commission, 2016c; 2016d).

The rapid growth in legislation and large number of decision-making bodies can fragment teacher education policy at the national and European levels (European Agency for Special Needs and Inclusive Education, 2010). Policy mapping results demonstrate that education authorities across Europe emphasise the need to prepare teachers for diversity within national policies.

The wide range of policy documents on ITE in Europe reflects the diversity of existing governance processes. Teacher education policies have an impact on curricula, learning outcomes, selection processes, system management, quality assurance mechanisms, and the roles and responsibilities of stakeholders (European Commission, 2015a). The goal of preparing future teachers for diversity is addressed through multiple policy documents in European countries. These documents vary in terms of level (national education strategies, specific regulations on ITE) and content (which depends on the way diversity is understood in particular contexts).

Policy interventions in ITE governance inform and influence the content of ITE curricula. Our mapping of ITE diversity policies highlighted the importance of clear policy goals, as well as the requirements and guidelines for their implementation. Policy reforms that lead to the adaptation of curricula can help teachers overcome the challenges they face in increasingly diverse classrooms (European Parliament, 2014).

The ways in which teacher education for diversity is reflected in various policy documents is discussed in the following section.

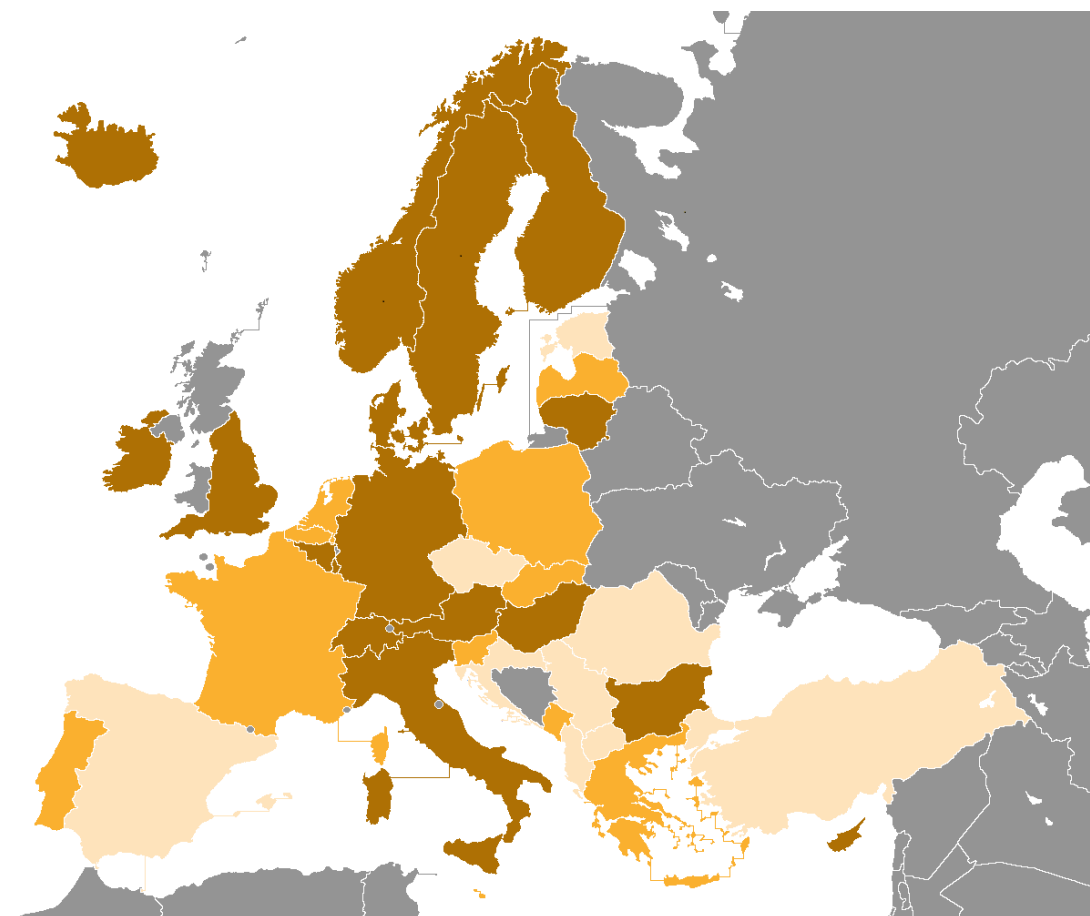
3.2.2. Mapping ITE policy goals for diversity in Europe

Evidence gathered from policy documents shows that the preparation of teachers for diversity represents a shared concern and policy priority across Europe. This tendency emanates at the level of general education policy goals, although less prominently at the level of ITE. Several countries have elaborated complex definitions and conceptualisations of what diversity means in their national political, social, cultural and educational context (e.g. DE, DK, FI, NO, SE, – see Annex 1). However, the fact that diversity is recognised in the educational system does not mean that it becomes a key policy goal for ITE.

Several European countries have set explicit objectives focusing on how ITE should better prepare future teachers for diversity. These goals are detailed among their general education policy documents, strategies or specific ITE policy documents. In other cases, countries have indirectly acknowledged this issue as one of the key challenges for ITE via related concepts and/or targeted integration initiatives (see Figure 4³).

³ This map accompanies the analysis provided in this section. It aims to provide an illustration of how European countries under the scope of this study have defined policy goals in ITE regarding the need to prepare student teachers for diversity. However, the data collected has also shown that there remains a number of gaps and limitations between the way policy goals are defined and the way they are implemented. Evidence for example demonstrates delays in the implementation of ITE strategies for diversity, or lack of supportive funding resources.

Figure 4. Policy goals on ITE for diversity in Europe



Type of policy goal	Country	Colour
<i>Explicit ITE policy goals on diversity</i>	AT, BE/FR, BG, CH, CY, DE, DK, FI, HU, IE, IS, IT, LT, LU, NO, SE, UK/ENG	Dark Orange
<i>Indirect references to diversity in education policy goals on ITE (human rights, anti-discrimination, inclusive education, etc.)</i>	BE/FL, EL, FR, LV, ME, MT, NL, PL, PT, SK, SI	Medium Orange
<i>No reference to ITE for diversity in national education policy goals, lack of operationalisation and lack of focus on ITE</i>	AL, CZ, EE, ES, HR, MK, RO, RS, TR	Light Orange

Source: authors, based on policy mapping data (2016).

Several European countries set direct and explicit policy goals to better prepare student teachers for diversity in ITE in their general education legislation/regulation, or in policy documents defining objectives for (initial) teacher education. In these countries, policy goals tend to focus on key concepts such as intercultural or multicultural education⁴, plurilingualism, tolerance and citizenship,

⁴ *Multicultural education can be defined as a 'concept, educational reform movement and process' that 'incorporates the idea that all students – regardless of their ethnic, racial, cultural, or linguistic characteristics – should have an equal opportunity to learn in school' (Banks, 2009: 34). In some public*

religious diversity and inclusive education⁵. ITE can, for example, help to develop student teachers' intercultural competences, through programmes that include courses on 'intercultural pedagogy' (e.g. in AT). Policy goals can also imply that student teachers should be prepared to recognise, support and embrace the ethno-cultural and linguistic heterogeneity of their classrooms to implement inclusive pedagogies and educational practices (e.g. in DE, CY).

In these countries, relevant policy goals on how to better prepare future teachers for diversity are integrated into strategic documents at different levels. These range from higher level policy documents such as general education or ITE-specific regulations, multi-annual strategies and general school curricula, to policy implementation documents such as specific strategies, guidelines or recommendations on the governance of ITE. The policy mapping revealed that **most European countries which endorse explicit objectives on training future teachers for diversity tend to include these goals into specific ITE-related policy documents**. Provisions for the integration of explicit objectives on teacher training for diversity can be found in national regulations and laws on (initial) teacher education. In these cases, they constitute direct requirements (AT, CH, DK, IT).

In some countries, diversity-related policy goals are only reflected in lower-level policy implementation documents. These include recommendations, guidelines or standards aimed at ITE providers and/or student teachers (DE, IE, NO, UK/ENG) (see Box 5 below). In another group of countries, goals are included in documents issued by ITE providers themselves. For example, **Cyprus** has only one public ITE provider, which designs the national ITE curriculum. Similarly, **Sweden** is marked by a high level of decentralisation and autonomy of ITE providers to adapt and develop their curricula. Finally, a couple of countries promote the preparation of teachers to deal with intercultural and multilingual diversity in general higher level policy documents, via general education laws and national school curricula (IS, FI).

Box 5. Country examples of explicit objectives on teacher education for diversity in ITE policy documents

In **Belgium (French Community)**, the general education and ITE system guarantees that teachers commit to the principle of neutrality in teaching while adjusting their approach to embrace the diversity of the student population. The principle of neutrality in public teaching aims to guarantee individual freedoms, in particular the freedom of religion⁶. This approach aims to guarantee pupils their right to freely express their opinion in respect of fundamental

discussions the concept of multicultural education has been challenged, however, as creating division and separation, implying a parallel system. Though most academics do not use the term in that manner (see e.g. Banks, 2009), there is an alternative term used – intercultural education. Interculturalism can be defined as 'a dynamic process whereby people from different cultures interact to learn about and question their own and each other's cultures. It recognises the inequalities in society and the need to overcome these. It is a process that requires mutual respect and acknowledges human rights' (James, 2008). The main features of this concept lie in openness and interaction (Wood, Landry and Bloomfield, 2006). Intercultural Education also views cultures as dynamic and evolving, warning against seeing culture as static and deterministic.

⁵ *Inclusive education is understood as providing access to the curriculum to all pupils, including those with special educational needs (SEN), to meet their needs in the best way (European Agency for Special Needs and Inclusive Education, 2009).*

Denominational education schools and authorities organise education inspired by a particular confession (Catholic, Protestant, Jewish, Islamic, or Orthodox). Non-denominational schools and authorities organise education on the basis of no religious affiliation, they are directly managed and or subsidised by the Federation of Wallonia-Brussels (FWB)⁷ See: <http://bimm.at/>.

rights and freedoms, and to respect the philosophical, ideological or religious beliefs of students and parents. In its forward-looking policy document for 2014-2019, the Federation Wallonia-Brussels (2014) reaffirmed its commitment to equality and diversity. It underlined its willingness to better equip education actors in the management of equality and interculturality. The Government notably commits to continue providing ITE and CPD on gender issues, the promotion of interculturalism and the management of cultural diversity.

In **Bulgaria**, the issue of student teachers' preparedness for diversity is tackled in the 'Strategy on the Educational Integration of Children and Students with an ethnic minority background,' adopted in 2004 and renewed in 2015 for the 2015-2020 period. It aims to strengthen intercultural education by establishing standards at the national level promoting the inclusion of elements of diverse historical and cultural traditions in educational contents, create adapted educational materials and developing intercultural competences of all educational staff, notably by including a compulsory course on intercultural education in all ITE curricula.

In **Germany**, in 2012, the Standing Conference of the Ministers of Education and Cultural Affairs of the Lander adapted the framework agreements on training and examination for teaching careers, with requirements aiming to better prepare future teachers to deal with heterogeneity and inclusion. It was followed by the adoption of a joint recommendation on inclusion in 2015, entitled 'Teacher education for a school of diversity' (*Lehrerbildung für eine Schule der Vielfalt*), from the Standing Conference and the German Rector's Conference (*Hochschulrektorenkonferenz, HRK*). Moreover, the recruitment of teachers and social workers with a migrant and/or minority background is a priority since 2011, since this operational target emerged in the national action plan for integration (Bundesregierung, 2011).

In **Ireland**, the guidelines for ITE providers from the Teaching Council advise that cross-curricular links and themes including citizenship, inclusion and diversity, personal, social and health education be established (Teaching Council, 2011). Overall, the focus is on the holistic education of students, and on how to assist them in becoming self-directed lifelong learners. Irish policies also highlight the issue of equality of opportunity for all young people irrespective of their gender, disability or socioeconomic background.

Similarly, the Teaching Standards in **England (UK)** set the requirement that teachers should be able to demonstrate their competences regarding 'pupils of all backgrounds, abilities and dispositions' as well as to show tolerance of and respect for the rights of others, and should not undermine fundamental British values, including democracy, the rule of law, individual liberty and mutual respect and tolerance of different faiths (Department for Education, 2011).

In **Norway**, teacher education for diversity is one of the policy goals of the Education Act relating to Primary and Secondary Education and Training (2010), the Curriculum Framework for primary and secondary education, and the National Framework Curriculum for teacher education. In this last document, education and training are meant "to be based on fundamental values in Christian and humanist heritage and traditions, such as respect for human dignity and nature, intellectual freedom, charity, forgiveness, equality and solidarity" and to "provide insight into cultural diversity"

Source: authors, based on policy mapping data (2016).

In several other countries, diversity is not explicitly mentioned among policy goals for ITE, but is indirectly addressed through related concepts (see Box 6 below). In these countries, diversity can be understood either in relation to broad concepts such as respect for human rights, non-discrimination (FR, SE, SK, SI), the promotion of equality and social integration (LV), or through dedicated policies that specifically target pupils with an ethnic minority and/or migrant background (BG, EL). Diversity as understood in this study can also be partly embraced through targets on inclusive education (CZ, ME, MT).

In a few cases, **objectives aimed at preparing student teachers to deal with diversity are set in integration strategies**, or specific measures aimed at the integration of migrant and/or minority pupils (EL, SK). These policies do not constitute specific ITE policy documents, but clustered approaches. They mostly consist of

targeted action plans designed for teachers who are expected to teach pupils with a migrant and/or minority background (particularly minority mother tongue teachers).

Other countries do not consider diversity preparation in ITE as an explicit policy goal, but include general educational issues that could constitute relevant learning contents for student teachers' preparedness for diversity. These range from working on future teachers' general dispositions to promote understanding, differentiation, and civic thinking (NL, PT), or providing specific initiatives at the school curriculum level aimed at including sustainable development and global education issues in the education system (PL).

Box 6. Country examples of policy goals indirectly related to diversity

In **France** since the early 2000s, official documents make references to the fight against discrimination, racism and anti-Semitism in schools. Since the 2013 broad school education reform, issues related to cultural diversity are addressed in the curriculum, notably through new 'moral and civic education' courses (focused on the transmission of republican values, the openness to others, respect for differences) in all levels of primary and secondary education, and through a renewed support to languages (the languages of children with a foreign background attending school as well as regional languages). The official circular for the beginning of the school year 2016 that applies to the ITE level affirms that the prevention of all forms of discrimination or violence based on ethnicity, sexual orientation, gender or religious background is a priority.

In the **Netherlands**, teacher education for diversity is not an education policy goal as such. Moreover, according to the principle of freedom of education, schools and teachers have a large measure of freedom in how they realise the official goals of citizenship education (Radstake, 2009). Nevertheless, the Dutch education system is infused with targets within key subject areas pertaining to the promotion of understanding, respect and critical thinking.

In **Slovakia**, the 'National Plan for Education for Human Rights for years 2005-2014' proposed the integration of human rights education in relation to national minorities, Roma, migrants and asylum seekers into school curricula, as well as programmes to tackle intolerance in cooperation with NGOs (Ministry of Education, Science, Research and Sport of the Slovak Republic, 2005). One of the proposed measures was to "ensure permanent pre-graduate and postgraduate multi-ethnic and multicultural teacher education" and to "systematically educate teachers and future teachers in the field of prevention of all forms of discrimination, racism, xenophobia, anti-Semitism and other forms of intolerance" (Ibid.). Moreover, the 'Draft Concept of education in nursery schools, primary schools and secondary schools' also mentions the need to integrate training concerning education of Roma children into ITE (Ministry of Education, Science, Research and Sport of the Slovak Republic, 2011).

Slovenia also covers diversity in a wider understanding, through human rights, the promotion of democracy and plurality of values. The 'White Paper on Education' includes principles of educating for diversity, equity and equality, developing competences for democratic citizenship, human values, understanding diversity, enhancing tolerance and solidarity (Krek et al., 2011).

Source: authors, based on policy mapping data (2016).

Finally, in a handful of countries, there is no direct or indirect reference to educating future teachers for diversity in education policy goals. Such goals are absent at the national education policy level and at the level of national regulations on ITE, despite some initiatives at the ITE provider level for example aimed at developing intercultural education in ITE curricula. These examples of policy goals lack the necessary level of detail and operationalisation needed at the ITE level. They illustrate a shared policy gap among these countries as to how ITE can concretely and adequately prepare future teachers for diversity, or to implement inclusive education in practice.

Box 7. Country examples of general policy goals unrelated to ITE for diversity

Diversity is not one of **Croatia's** or **FYROM's** specific ITE policy goals, but related issues are covered in courses on inclusive and intercultural education available in some of these countries' ITE faculties (see Annex 1).

In the **Czech Republic**, one of the three main goals of the recently adopted 'Strategy for Education until 2020' (*Strategie Vzdělávací Politiky 2020*) is to ensure equal opportunities in education, particularly for children and students with special educational needs, and therefore reducing inequalities in education. Detailed priority themes for 2015-2017 include plans to modernise ITE in order to develop the skills of teachers "to implement inclusive education in practice". However, these goals are only briefly described and are not operationalised.

There is no explicit definition and commitment of ITE for diversity in **Spain's** education policy goals. However, the national educational legislation (Ministry of Education, Science and Culture of Spain, 2006) recognises diversity associated to "students' personal interests, expectations, situations"; "Autonomous Communities' cultural and linguistic diversity", "learning difficulties", and "equity between women and men" as well as to the promotion of the integration of immigrant students. Nevertheless, policy documents do not further operationalise these objectives in how ITE can better train future teachers to deal with, promote and teach about diversity.

Turkey has recently tried to provide a responsive, globally conscious education to reflect the equality, inclusion and accessibility goals of the Bologna Process (Yüksek Öğretim Kurulu, 2009). However, the diversity of Turkey's population is not officially recognised, and multiculturalism is not addressed in the educational process (Tarman, 2010).

Source: authors, based on policy mapping data (2016).

3.2.3. Implementation challenges

Despite a growing tendency to support the preparation of future teachers for diversity, **our mapping revealed several discrepancies and limitations on the way this issue is effectively tackled in policy in Europe.** National policy goals across Europe do not tend to directly emphasise student teachers' preparedness for dealing with diversity in the classroom. Many European countries address the need to better prepare future teachers for diversity in an indirect manner only. Policy goals tend to insist on related concepts such as equal opportunities, the fight against discrimination or the promotion of human rights. Diversity in (teacher) education policy goals can also be tackled through targeted initiatives for migrant and/or minority pupils, such as through integration strategies. Approaches that tackle diversity through 'colour-blind' concepts risk ignoring the cultural, linguistic and religious diversity of pupils with a migrant and/or minority background, de facto excluding their specific experiences. Similarly, clustered strategies aimed at 'integrating' a portion of the student population through dedicated classes and courses do not see diversity as a general issue concerning society at large.

Nevertheless, several countries directly and comprehensively refer to the importance of teacher education for diversity in their education policy goals.

The presence of detailed goals aimed at orienting priorities for the ITE systems of these countries highlights the political significance that they attach to the issue. It shows the commitment that these countries demonstrate at the ITE level, expecting that the new generation of teachers will increasingly embrace diversity in their teaching practice. Described at the level of documents aimed at ITE in terms of specific objectives and actions, policy goals are considered in a higher level of detail. This makes it possible to comprehensively tackle key objectives for future teachers,

pedagogical requirements and key concepts that should infuse their teaching. The operationalisation of these policy goals is a key element if implementation gaps are to be avoided. Such gaps should be avoided between policy documents, theory and practice at the ITE level. If the effectiveness of these policy document is to increase there must be an adequate level of detail aimed to concretely translate these goals through ITE programmes, such as curricula, specific courses, professional training and adapted induction programmes.

Most of the countries that endorse explicit objectives on diversity mention these goals in specific ITE policy documents. This seems to reveal the important divergences between the political priorities and significance that is given to diversity-related issues across Europe. The presence of explicit goals on teacher education for diversity can hardly be considered a sole condition for effectively educating teachers accordingly and developing adapted programmes at the ITE provider level. However, it might be a necessary condition at the policy level to enhance the chance to have diversity integrated in practice, by demonstrating political commitment.

National education policy documents tend not to provide detailed definitions and measurable objectives when discussing the need to better prepare student teachers for diversity. Operationalising the processes to reflect, translate and implement policy goals for diversity in ITE into competences and learning outcomes, through programmes and curricula, would help to increase the effectiveness of ITE.

3.3. Defining competences for diversity

3.3.1. Rationale

Despite the debate on the relevance of competence frameworks for teachers, most European countries do provide lists of competences for teachers and ITE (European Commission/EACEA/Eurydice, 2013). Competence frameworks are an important governance tool that can ensure shared quality structures and processes, for example as references for the design, evaluation and quality assurance of ITE programmes (European Commission, 2015a).

Policy-makers have increasingly aimed to define teacher competences based on a dynamic and process-oriented combination of knowledge, understanding and skills (European Commission, 2011a; 2013a; Schleicher, ed., 2012). This “steadfast feature” of educational policy to design and impose sets of teaching standards and lists of competences can be characterised as a tendency towards the standardisation of education systems and the teaching profession (Caena, 2014b: 312). Education systems are increasingly under pressure to adapt to socioeconomic changes and to become more effective and efficient. Korthagen (2010) emphasises that teacher education policy should not overlook the “bottom-up, idiosyncratic, nature of professional learning” and focus more on the personal needs and individual development of student teachers (Korthagen, 2010: 417). Frameworks or standards risk leading to a neutral, technical approach of teaching, overlooking the contextual factors and personal influence in teacher knowledge (European Commission, 2011).

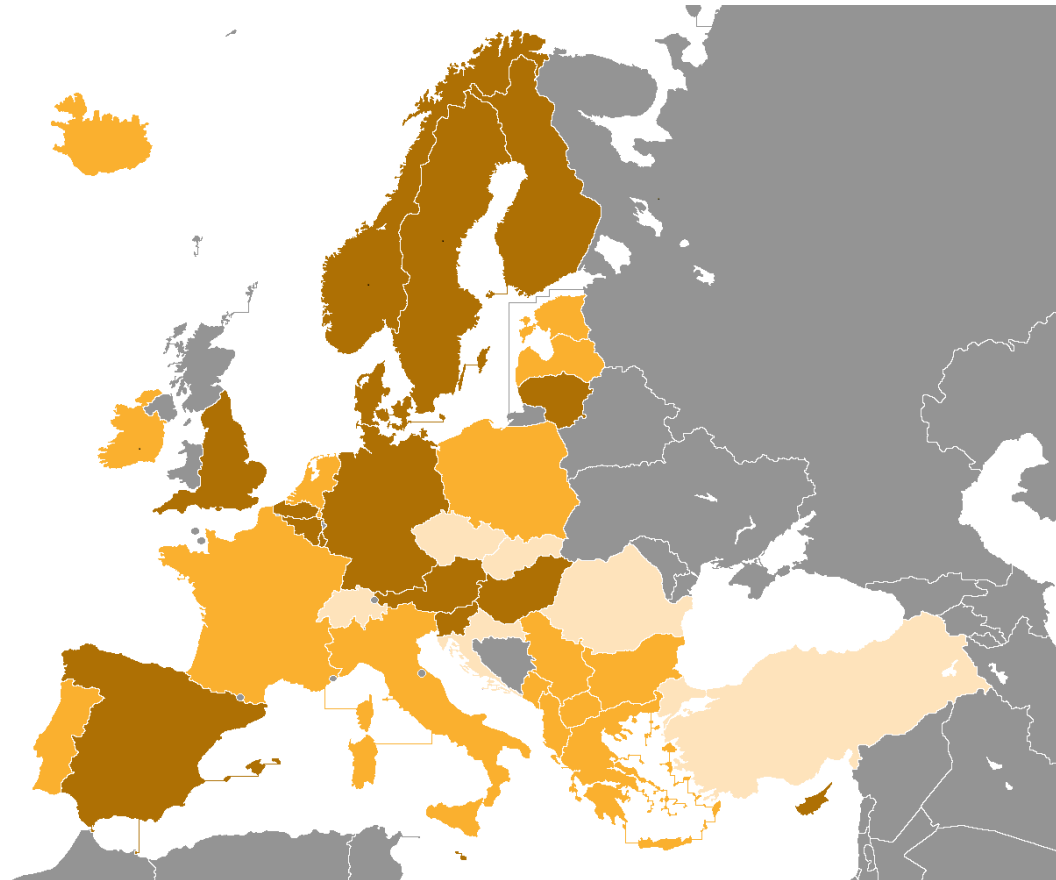
Nevertheless, greater demands on teachers' professional roles and competences highlight the necessity to adapt the profession to a continuously changing educational environment. Defining and implementing teacher competence frameworks aims to ensure that effective teaching practices meet the current changing needs of pupils and society (European Commission, 2012). Promoting the inclusion of pupils with a minority and/or migrant background, diverse abilities, special needs, disadvantages and gender identities represents one of the key challenges that current and future teachers should be prepared for (Conway et al., 2009). This challenge can be faced by setting clear and detailed definitions of competences in ITE, in order to develop teachers who can deploy a common core of competences and renew these throughout their career (European Commission, 2012). Setting competences or standards implies going beyond general definitions found in general standards and competence frameworks. This involves developing operationalised definitions, detailing explicitly "what and how teachers teach" (Thrupp, 2006: 7).




Finally, by providing a basis for systems of teacher accountability, performance and quality assurance, competence frameworks for teachers and teacher education also constitute opportunities to enhance professional and systemic learning (European Commission, 2011a). The use of competence frameworks can be particularly relevant due to their links with teacher education and professional development, qualification frameworks, and quality assurance in education (Caena, 2014b).

3.3.2. Mapping competences for diversity in Europe

Although they are used by most of the countries across Europe, teacher competence frameworks vary in their features, level of details, focus, policy tools used, actors entrusted to implement the policy, and in their aims, usages and recognition (European Commission, 2015a; European Commission/EACEA/Eurydice, 2013). We will focus on whether teacher competence frameworks in Europe have included or not the need for future teachers' preparedness for diversity in the classroom. The policy mapping shows that most countries include, at least indirectly, diversity-related provisions in frameworks of competences for (student) teachers (see Figure 5 below).

Figure 5. Diversity-related competences in ITE in Europe



Type of competences	Country	Colour
<i>Explicit diversity-related competences in the competence framework or similar documents</i>	AT, BE/FL, BE/FR, CY, DE, DK, ES, FI, HU, LT, LU, MT, NO, PT, SE, SI, UK/ENG	
<i>Indirect diversity-related competences in the competence framework or similar documents</i>	AL, BG, EE, EL, FR, IE, IS, IT, LV, NL, ME, MK, PL, RS	
<i>No reference to diversity-related competences in the competence framework or similar documents</i>	CH, CZ, HR, RO, SK, TR	

Source: authors, based on policy mapping data (2016).

In several countries, diversity-related competences are explicitly defined in teacher competence frameworks at national or ITE provider level. These also include other documents establishing the competences that student teachers should acquire in ITE, such as national standards for teachers, or frameworks developed at the ITE provider level. However, they tend to differ in the approach towards diversity on which they are focused. Several countries include competences related to a comprehensive understanding of diversity, covering intercultural, multilingual, multi-religious, citizenship, social, inclusive or gender-related issues.

In these countries, teachers are expected to acquire competences on how to teach in diverse classrooms, as well as how to infuse diversity into their teaching. With an uneven level of detail, competences are also defined as the capacity of (future) teachers to gain knowledge on the diversity of pupils' backgrounds and previous

educational experiences. Student teachers are expected to recognise pupils' special needs, abilities and talents (such as their knowledge of other languages and cultures), and to adapt their teaching in providing equal opportunities to all (see Box 8 below). Competence frameworks can be considered as an operationalisation of policy goals on preparing future teachers for diversity in countries where such goals exist. They consist of detailed toolkits aimed at guiding ITE providers to adapt their programmes in order to ensure the quality and relevance of learning outcomes.

Box 8. Country examples of explicit competences for diversity for teachers and ITE

In **Austria**, acquiring competences on social and gender diversity as well as knowledge on how to create productive learning situations using all the diversity of linguistic, cultural, and socioeconomic backgrounds as key skills, are necessary goals for ITE.

In **Belgium (Fl.)**, **Lithuania**, **Norway** and **Spain**, teachers are expected to acquire broad and extensive competences about pupils' learning development and different social-cultural and multilingual backgrounds. This aims to recognise and adapt their teaching to pupils' special needs, abilities and talents, as well as to stimulate an understanding of democracy, human rights, gender equality and the ability for critical reflection. In **Belgium (Fl.)**, there is a clear continuity between general diversity-related policy goals and operationalised guidelines on competences, support knowledge and skills for teachers that will lead ITE providers to guide and better implement ITE and adequately instil these competences among student teachers.

In **England**, teachers are expected to provide equal opportunities to all pupils without considering their race, disability status, sex, religion or belief or sexual orientation. Teachers should consider the needs of pupils whose first language is not English by monitoring their progress with respect to their age, length of time in the country, previous educational experience and ability in other languages (DfE, 2014a).

There is no teacher competence framework in **Finland**. However, the concept of intercultural competences is used as the capacity "to see relationships between different cultures – both internal and external to a society – and to mediate, that is interpret each in terms of the other, either for themselves or for other people" (Dervin et al., 2012). The Finnish intercultural competences are based on the perception that being able to understand critically or analytically one's "own and other cultures" perspective is culturally determined rather than natural' (Byram, 2012). Moreover, the revised National Core Curriculum (2016) emphasises that all teachers should be language teachers and be able recognise and use resources of linguistic diversity in the classroom.

In **Luxembourg**, diversity is directly mentioned in a 'referential' list of competences provided in the national regulation on ITE (Journal Officiel du Grand-Duché de Luxembourg, 2010). Relevant competences include: regulating learning processes in a formative perspective; considering the pupils' diversity; making use of school-related and socio-cultural information about the pupils in a multilingual and intercultural perspective; fostering the pupils' responsibility at school as well as in their socio-cultural environment.

Similarly, in **Germany**, **Portugal** and **Sweden**, provisions on competences for diversity cover a broad spectrum, touching upon competences dealing with heterogeneity, inclusion and the individualisation of teaching, freedom of expression, ethics and citizenship education, religious diversity, respect for ethnic and linguistic minorities, and gender equality.

Source: authors, based on policy mapping data (2016).

In a second group of countries, despite the existence of a competence framework, diversity-related competences are only indirectly or broadly included (see Box 9 below). In these cases, competences can be emphasised in reference to general educational issues such as the promotion of interpersonal relations and mutual cooperation in school, social and civic responsibility or community development. They can also refer to the need to know and can teach about democratic and civic concepts such as tolerance and respect of all, freedom of

expression, gender equality and anti-discrimination.

Box 9. Country examples of indirect competences for diversity in teacher competence frameworks

In a Ministry ordinance including general teacher standards, **Albania** highlights that teachers should be competent to “cultivate pupils’ respect towards individual differences and ethnicity of other nations”, religious and cultural diversity (Ministry of Education and Sport of Albania, 2013). This document and other ITE policy do not make any further reference to competences or standards for diversity.

There is no teacher competence framework in **Bulgaria**, but the ‘Strategy for the Educational Integration of Children and Pupils from ethnic minorities (2015-2020)’ promotes the development of intercultural competences among all educational staff through an adapted compulsory intercultural education course in ITE.

In **Estonia** and **Latvia**, teacher competence frameworks for teachers do not specify competences for engaging with diversity. However, they do include common competences for all teachers and educational staff that can serve as a foundation for building specific competences related to diversity. These include the competences to create cooperative and mutually understanding learning environment supporting development and creativity, proceeding from the needs, abilities and interests of learners and following human rights, observing tolerance in the differentiation and individualisation of the pedagogic process.

In **FYROM**, standards for teachers’ competences for CPD have been recently developed, but are not included in ITE yet. They require teachers to possess competences for inclusive educational practices, related to the respect for human rights and diversity.

In the **Netherlands**, there is little mention of diversity-related issues in the competence framework for teachers (Severiens et al., 2007). Teachers in primary and secondary education are expected to have seven competences set by the Ministry of Education, Culture and Science (OCW) including interpersonal competence, understood as being able to create a pleasant learning and work environment and stimulating cooperation among students. Moreover, several attainment targets in primary school refer to ‘respect,’ ‘tolerance’ and religious diversity (such as in the civics education curriculum), on which future teachers are expected to build relevant competences to teach in classrooms.

In **Serbia**, the teacher competence framework does not specify competences for engaging with diversity, but includes general competences such as understanding the social context of education and school, actively contributing to a multicultural and inclusive approach to education and “supporting mutual understanding, tolerance, respect for diversity” (...). However, these concepts are not operationalised.

Source: authors, based on policy mapping data (2016).

Finally, in a few countries, there are no direct references to diversity in the competence framework for teachers at the ITE level (see Box 10 below), despite some expected developments or relevant initiatives at the ITE provider level. General concepts are sometimes mentioned in cases that remarkably concern several countries of Central and Eastern Europe. In these countries characterised by the presence of sometimes large historical minorities, the prevention of discrimination, respect for human rights and cultural sensitivity tend to be mentioned in lists of competences for teachers and ITE. However, they are not properly operationalised and described in the necessary level of details, for example in developing relevant support knowledge or skills that student teachers should acquire.

Box 10. Country examples that do not include diversity in their competence frameworks

There is no competence framework in **Croatia**, but the National Council for Education’s ‘Framework of national qualifications standard for teachers in elementary and secondary schools’ includes the competence to “introduce new and contemporary socially relevant topics”. These include sustainable development, lifelong learning, social responsibility and respecting

difference. However, it does not elaborate further in terms of competences for diversity or multiculturalism.

In **Slovakia**, there is no competence framework and ITE providers enjoy a high degree of autonomy. Developing intercultural competences in ITE through specific targeted courses is not mandatory, and the responsibility for developing teacher competences in intercultural or inclusive education primarily falls on teacher educators. National recommendations support the education of teachers in the prevention of all forms of discrimination, racism, xenophobia, anti-Semitism and intolerance, as well as in Roma education. However, these recommendations do not generalise and operationalise these objectives.

In **Romania**, the teacher competence framework includes the capacity to develop an adequate 'social behaviour.' In the national curriculum for citizenship education, teachers are expected to promote tolerance and respect for people and groups who hold different values, views and beliefs.

Source: authors, based on policy mapping data (2016).

3.3.3. Implementation challenges

To a certain extent, there is a tendency to include teacher competences for diversity in competence frameworks across Europe. These competences are defined differently between countries, in terms of the level of focus on the multiple issues covered by 'diversity,' as well as in terms of level of detail. The supporting type of documents listing competences differs across Europe, from competence frameworks, national recommendations or guidelines for teachers, to sets of standards, competences and learning outcomes defined at the ITE provider level.

These include comprehensive definitions embracing the numerous competences expected from (student) teachers to fully and effectively take into account the ethno-cultural, linguistic or social diversity of pupils. On the other hand, another group of countries provide teacher competences that broadly focus on the integration of all pupils in a tolerant and inclusive perspective, without elaborated definitions mentioning other relevant aspects of diversity. Several countries only provide limited references to diversity. These tend to use broad references to the need to consider pupils' individual differences. Interestingly, many countries of Central and Eastern Europe within which a large share of the population has a minority background provide limited definitions of competences for diversity.

A limited recognition and operational description of diversity-related competences risks creating shortcomings in the preparation of future teachers. Teacher competence frameworks are particularly useful tools when practically described in terms of knowledge, understanding and skills that need to be acquired by aspiring teachers. The lack of detailed pedagogical implications that competences can imply for teaching can lead to their misinterpretation at the ITE provider level (Conway et al., 2009).

Policy mapping revealed that **most European countries require teachers to acquire the competence to adapt and cater to the needs of increasingly diverse learners.** However, research also underlines that the level of knowledge and skills of new teachers differs in applying this competence, such as through differentiated instruction (e.g. De Neve & Devos, 2016). This reveals the importance of precise and detailed definitions of competences and professional standards included in frameworks. It also underlines the role of ITE to support student teachers'

professional development to turn 'policy-as-discourse' to 'policy-as-practice' (Caena, 2014b).

The level of detail and description of competences is one of the factors that influence the extent to which goals on preparing student teachers for diversity are implemented in practice. According to Caena (2014b), the implementation of teacher competence frameworks depends on:

- **strong/weak policy implementation capacities;**
- **different implementation strategies;**
- **strong/weak policy synergies** in different education subsystems:
 - a continuum approach to teacher education integrating ITE, induction and CPD through competence frameworks, evaluation/assessment and quality assurance mechanisms;
 - degrees of achievement in aligning education and training aims, goals, assessment, and evaluation;
 - policy support of innovation, partnerships and interinstitutional networks;
 - role of leadership in education institutions.

Caena (Ibid.) underlines **the role of countries' political commitment and policy implementation capacities** (in using policy tools, understanding change strategies, and investing in capacity building) **in determining the success and effectiveness of competence-based teacher education policy.** Political commitment constitutes the support offered to key education policy actors, while implementation capacities are understood as "a good understanding of the logic of curriculum changes and a competent use of appropriate policy tools" (Michel & Halász, 2011: 300). Successful policy implementation is more likely to happen in countries which demonstrate strong policy commitment, high level implementation capacities, and well-developed accountability and innovation systems (supporting goals of competence development and exploiting synergies between stakeholders) (Caena, 2014b).

The policy mapping revealed that countries that provide competences for diversity in their competence frameworks for teachers and ITE also appear to have defined diversity in an asset-based way (e.g. DE, DK, FI, NO, SE). Moreover, these countries also demonstrate a tendency to set appropriate policy goals aimed at focusing their teacher education systems on better preparing teachers for diversity. This underlines the role of political commitment and implementation capacities, as much as the relevance of comprehensive and continuous teacher education systems integrating coherent policy goals, detailed competence frameworks and accountability systems such as quality assurance mechanisms.

3.4. Quality assurance policies in ITE and diversity

3.4.1. Rationale

There is a strong consensus on the importance of ensuring effective monitoring and evaluation systems for the quality of ITE (Bills et al., 2008). In Europe, reforms implemented in the context of the 'Bologna decade' have led to the growth of internal and external quality assurance processes in higher education

(Eurydice, 2010; Guri-Rosenblit & Sebkova, 2004; Zgaga, 2013). Quality assurance can be carried out internally (by ITE providers themselves), as well as externally, by an independent body. Mechanisms and institutions vary largely across countries (European Commission/EACEA/Eurydice, 2013).

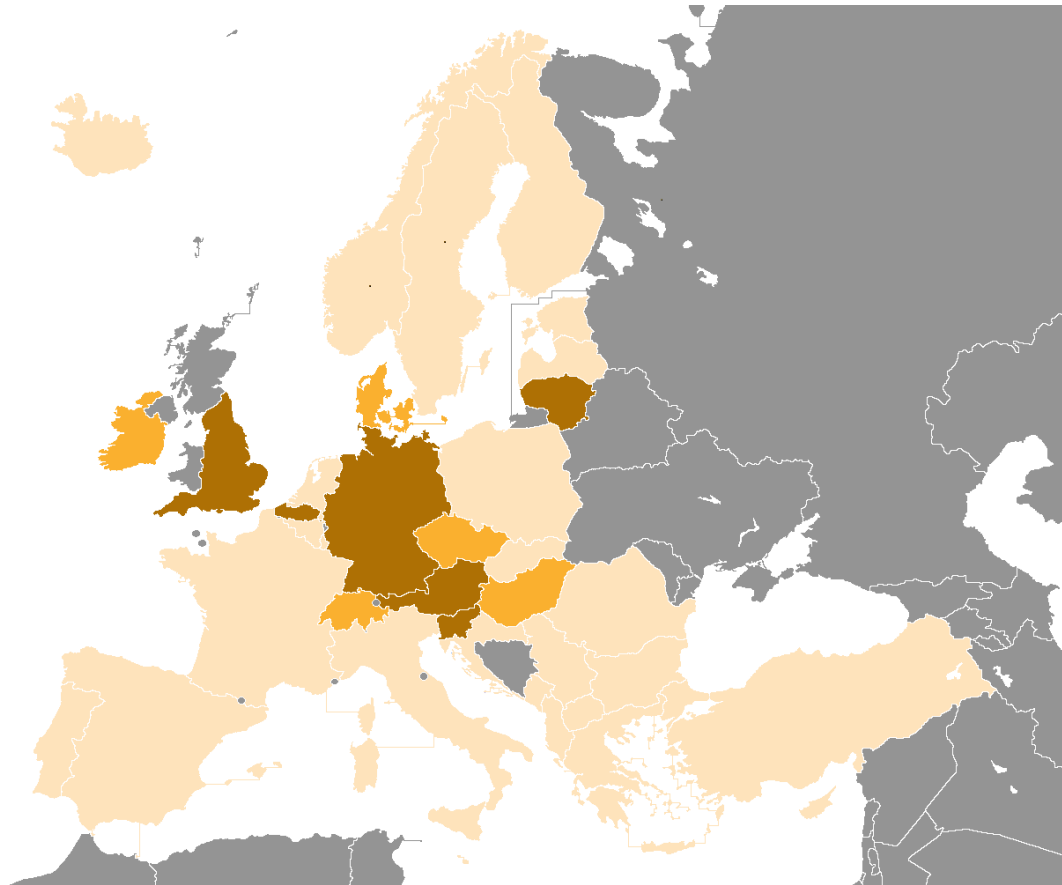
External quality assurance processes differ according to their purpose (accreditation, evaluation, inspection), the criteria used, the organisation and stakeholders involved, and in the extent and type of recommendations provided. Quality assurance reviews aim to reach an independent judgement on the quality of the education provided, leading to plans for further improvement, impacting or funding (European Commission/EACEA/Eurydice, 2013). Quality assurance (and monitoring) of ITE also aims at providing ongoing checks of consistency between objectives, processes and outcomes (European Commission, 2015a).

The mapping of external quality assurance policies carried out in the context of this study aimed to assess the extent to which diversity-related issues were integrated in ITE systems. It revealed that most countries do not consider diversity-related issues as a key quality assurance requirement.

3.4.2. Mapping diversity in ITE quality assurance in Europe

The extent to which student teachers are prepared for diversity in ITE does not consist of a key quality assurance requirement for ITE across Europe. However, this quality criterion features in a few countries (see Figure 6 below).

Figure 6. Diversity-related quality assurance criteria in Europe



Type of quality assurance criteria	Country	Colour
<i>Explicit diversity-related criteria in the quality assurance mechanism</i>	AT, BE/FL, DE, LT, SI, UK/ENG	Dark brown
<i>Indirect diversity-related criteria in the quality assurance mechanism</i>	CH, CZ, DK, HU, IE	Orange
<i>No diversity-related criteria in the quality assurance mechanism</i>	AL, BE/FR, BG, CY, EE, EL, ES, FI, FR, HR, IS, IT, LU, LV, ME, MK, MT, NL, NO, PL, PT, RO, RS, SE, SK, TR	Light orange

Source: authors, based on policy mapping data (2016).

In seven European countries, diversity-related requirements explicitly feature in the ITE quality assurance mechanisms. Diversity-related requirements are evaluated at different levels, such as throughout ITE programmes and curricula, in specific courses or through learning outcomes and competences acquired by student teachers (see Box 11 below).

Box 11. Country examples of diversity-infused quality assurance systems

In **Austria**, in 2013, the Quality Assurance Council (QSR) for teacher education was created to support the preparation of a handbook for curriculum development. It provides guidelines to ITE institutions for developing their own curricula (Braunsteiner et al., 2014). There are no explicit quality assurance requirements, but only recommendations. The QSR described four competences as necessary goals for teacher education: 1) general pedagogical competence; 2) subject and didactical competence; 3) diversity and gender competence; and 4) social competence. However, as the new teacher education curricula are currently being implemented, there are no evaluation reports available yet.

In **Belgium (Flanders)**, ITE programmes are subject to the standard external quality assessment (EQA) system carried out by the Flemish Council of Universities and University colleges (*Vlaamse universiteiten en hogescholen raad*). It insists on the importance to implement diversity-measures at different levels and across the whole country, like attracting diverse students, building the curriculum and the organisation of professional training (Flemish Council of Universities and University colleges, 2012; 2015a; 2015b). The Council underlines that diversity should be a transversal component, playing a role in almost all basic competences, and that up-to-date information should be available about scientific work on multiculturalism, social and linguistic heterogeneity, student outcomes and its implications for the teaching practice. Concretely, it pays special attention to language instruction in all courses, language proficiency of teachers and attitudes towards and openness for diversity.

In **Germany**, quality assurance is the responsibility of Lander. A recent report from North Rhine-Westphalia described the implementation of the 2009 law on teacher education (Landesregierung Nordrhein-Westfalen, 2013) and made provisions for obligatory modules on 'German for students with a migration background' and 'Diagnosis and support.' The report gives evidence of these elements being included in ITE, but underlines obstacles, including financial limitations and staff competences to teach the new subjects. Furthermore, the report recommends ensuring the availability of teachers who are able to teach bilingually (Landesregierung Nordrhein-Westfalen, 2013). At the national level, the quality strategy for teacher education (*Qualitätsoffensive Lehrerbildung*), provides support in six fields of action through selected funding. These priorities include qualifying teachers for the demands of heterogeneity and inclusion within all stages of teacher education (Bundesministerium für Bildung und Forschung, 2016).

Slovenia's ITE programmes are accredited by the National Agency for Quality in Higher Education (NAKVIS). NAKVIS sets specific requirements for ITE programmes, such as preparing student teachers to have a positive attitude towards students, understand their social, cultural, linguistic and religious background and other personal circumstances.

In **England (UK)**, diversity is not a key requirement for quality assurance of ITE programmes. However, annual monitoring reports by Ofsted reflect whether students in ITE have a clear understanding of all pupils, including those with special educational needs and those with English as an additional language and are able to use and evaluate a range of distinctive teaching approaches to engage and support them.

Source: authors, based on policy mapping data (2016).

In several other countries, although the integration of diversity into ITE is not explicitly mentioned as a key requirement for quality assurance of ITE, issues related to diversity are taken into account (see Box 12 below).

Box 12. Country examples of quality assurance criteria indirectly related to diversity

In the **Czech Republic**, the Accreditation Commission is jointly responsible for the quality of university education, while higher education institutions and their academic communities are primarily responsible for the quality of teaching and research. According to the Framework Concept of the Accreditation Commission, student teachers should be faced with different types of students (with different social and ethnic backgrounds, level of ability, etc.) during their practical training at schools. However, ITE quality assurance criteria do not specifically require that courses dealing with cultural, linguistic or religious diversity be provided.

Quality assurance of ITE education in **Denmark** is carried out by the national accreditation institution (*Danmarks akkrediteringsinstitution*). In 2013, it became mandatory for all ITE students to pass a module in 'Teaching bilingual pupils.' Future quality assurance criteria will probably mirror this development; however, no quality assurance or accreditation has yet been carried out regarding the 2013 programme.

Hungary's Higher Education Accreditation Committee (HAC) provides accreditation for ITE programmes based on the level in which competences are fulfilled within programmes.

According to the government decree No. 87/2015, the external quality assurance is based on the expected learning outcomes of each degree programme. The HAC assesses the extent to which student teachers graduating from ITE effectively acquire the competences prescribed in Ministerial Decree 8/2013 ('KKK'), including competences related with diversity.

In **Ireland**, each ITE provider is responsible for designing their own courses and these must be accredited by the Teaching Council. Each university is responsible for the quality of its own teaching and learning, and for putting in place procedures to ensure this. The autonomy of each university to determine its own quality assurance procedures encourages an emphasis on quality improvement. A pro forma is used by HEIs in submitting further education programmes for accreditation. It includes mandatory areas, such as inclusive education.

Teaching about diversity is a policy goal for ITE providers in **Switzerland**. The Swiss Conference of the Cantonal Directors in Education (EDK) defines that in order to receive institutional accreditation, a university of teacher education has to include the field of 'intercultural pedagogy' in its curriculum. However, the EDK does not define what should be understood under the term, which leaves ITE providers the autonomy to define it and decide on the design of their curriculum.

Source: authors, based on policy mapping data (2016).

3.4.3. Implementation challenges

The policy mapping revealed that only a few countries include quality assurance requirements related to diversity in ITE (see Figure 6 above). These consist of explicit requirements on the content of ITE programmes and curricula, student teachers' expected competences and learning outcomes. In **Belgium (Fl.)**, the quality assurance mechanism transversally monitors the integration of diversity in programmes and curricula, aiming to ensure the quality of the learning outcomes and the acquisition of key competences for diversity. Quality assurance systems can also focus on ensuring that diversity will be tackled in particular courses, such as on teaching intercultural education, or teaching pupils with a migrant and/or minority background (CH, DE, DK). Quality assurance can also focus on providing recommendations on the expected inclusion of measures to help future teachers to deal with diversity (AT, CZ, LT), or on the diversification of the student teacher population (IE).

All countries that include references to diversity in ITE quality assurance had adopted explicit and well-elaborated teacher competences for diversity. In some countries (e.g. BE/Fl., SI), quality assurance criteria or recommendations are directly linked to competences that are expected to be adopted by future teachers, as defined in the national teacher competence framework. The institutions in charge hence have the responsibility to evaluate to what extent the ITE programmes under scrutiny are effective in providing student teachers with the relevant competences for diversity. In **Slovenia**, the quality assurance institution evaluates and accredits ITE programmes based on the extent to which learning outcomes comply with competences defined in the national competence framework. The ability to work in multicultural environments, to understand, value and respect those differences are among the competences evaluated that constitute key accreditation criteria.

Our policy mapping revealed that **countries which have integrated diversity-related criteria into ITE quality assurance tend to have competence-based quality assurance systems.** Most countries that did not yet integrate diversity-

related issues into quality assurance have internal or external quality assurance systems that do not aim to examine the way that competences or learning outcomes are implemented in ITE programmes.

There is a broad consensus in the literature on the role of quality assurance mechanisms in improving the performance of ITE programmes. This strengthens their capacity to prepare student teachers to better deal with diversity. However, most ITE quality assurance systems either neglect the preparation for diversity or have several shortcomings. There are only a few good practice examples that demonstrate an effective use of quality assurance tools to support the integration of diversity in ITE programmes through well-elaborated competences and learning outcomes.

Most of these cases constitute recent developments in ITE systems. In a couple of cases, diversity-infused quality assurance criteria have been recently adopted or are being implemented following recent reforms, therefore there is a lack of evidence to measure the impact of these reforms on the relevance and quality of ITE (AT, SE).

More generally, criteria on diversity integrated by quality assurance mechanisms are often not compulsory, or remain too superficial. These mostly consist of non-binding recommendations that do not fundamentally jeopardise the capacity of ITE programmes to receive accreditation and therefore do not help to create a 'compliance culture' in ITE (Bills et al., 2008). Moreover, when external evaluation bodies aim to ensure the presence of diversity-related issues in the ITE curriculum, they tend not to check the quality and content of these courses. This underlines the need to better operationalise quality assurance requirements for diversity in ITE, and to introduce relevant checks of consistency between objectives, processes and outcomes (European Commission, 2015a). In most cases the quality assurance body in charge of granting accreditation, evaluating the quality of, or providing recommendations on the training, seem to focus on more factual issues (such as the availability of courses on intercultural education), or to provide general recommendations).

3.5. Funding diversity policies and initiatives in ITE

3.5.1. Rationale

Funding is an important mechanism in ITE policy, among regulations/legislation, competence frameworks, and quality assurance (European Commission, 2015a). ITE is typically funded through government grants to ITE providers, and tuition fees paid by students. Additional funding arrangements can also emanate from specific policy measures such as by rewarding ITE providers for high quality programmes, giving bonuses to novice teachers in priority subjects, or providing resources to support networking initiatives between ITE providers (Ibid.).

Funding support can provide effective incentives to improving the quality of ITE programmes, such as by helping to increase the level of preparation of student teachers for diversity, or to promote multiculturalism and multilingualism in ITE.

3.5.2. Current trends and policy challenges

Funding initiatives aimed at better preparing student teachers for diversity vary in their origins, scope and use across Europe. Some examples demonstrating this variety are provided below.

Strong political commitment constitutes one of the key success factors for the implementation of effective ITE based on key competences (Caena, 2014b; Halász & Michel, 2011). Political support for better inclusion of diversity in ITE programmes determines the availability of financial incentives from public budgets. It can be decisive in securing the commitment of ITE to the creation of special modules or courses in ITE focused on teaching for diversity (e.g. DK, MT), or scholarship programmes aimed at disadvantaged student teachers with a minority/migrant background (e.g. FYROM, see Case study 10).

In **Denmark**, two ITE modules aimed at preparing student teachers to teach bilingual pupils, and to teach the subjects of ethics, democratic, religious and citizenship education were introduced at the national level (see case study 5). **Norway's** National Centre for Multicultural Education (*Nasjonalt senter for flerkulturell opplæring*, NAFO) particularly contributes to the implementation of national educational policy on inclusion and multiculturalism, and assists ITE providers in their work with governmental priorities on competence development (see case study 13). The creation of the NAFO Centre, its influence at the national level, and the extension of its mandate to integrate its work on multicultural education, underline the key role of political commitment and financial support. Similarly, the creation of the **Austrian** Federal Centre for Interculturality, Migration and Multilingualism (*Bundeszentrum für Interkulturalität, Migration und Mehrsprachigkeit*, BIMM⁷), helped to make the Austrian Center for Languages (*Österreichisches Sprachen-Kompetenz-Zentrum*, ÖSZ) the national hub for the development of material and trainings for linguistic diversity in school.

Funding for specific ITE projects can come from multiple sources in collaboration with various stakeholders. In **Switzerland**, the Nightingale project aims to contribute to cross-cultural understanding and intercultural learning for student teachers through integration policies and mentoring (see case study 1). The project is part of the ITE programme at the University of Teacher Education Zug, is financed with the support of the Integration Programme of the Canton of Zug as well as by the canton's education authorities (*Stadtschulen Zug*). In the country, support from the Swiss Conference of Rectors of Universities of Teacher Education has helped to create a working group of foreign language experts and define a profile of competences for foreign language teachers (European Commission, 2015a).

In **Spain**, the TANDEM project is based on the establishment of a partnership between one ITE student and one vocational education student that, together, mentor two children at risk of social exclusion (see case study 6). The project is funded through collaboration with three key public stakeholders: the University Rovira i Virgili, the Government of Catalunya (*Generalitat de Catalunya*) and the City Council

⁷ See: <http://bimm.at/>.

(*Ajuntament*) of Tortosa. In **the Netherlands**, the creation of the National Council of Migrant Parents in the Netherlands (*Platform Allochtone Ouders en Onderwijs*, PAOO), was implemented in cooperation with national organisations for parents in education, the National Consultation Minorities (*Landelijk Overleg Minderheden*) and the Islamic School Board Organisation (*Islamitische Scholen Besturen Organisatie*), thanks to funding from the government (see case study 12).

International organisations and donors can also provide important funding incentives for ITE reforms (including the EU, through Erasmus+, Horizon 2020, the European Social Fund, the European Regional Development Fund, etc.). In **Cyprus**, the Multiperspectivity and Intercultural Dialogue in Education (MIDE) project involved the design of teacher education and methodological approaches to history and social studies focusing on multiperspectivity, and production of supplementary educational material on teaching aspects of Cypriot history (see case study 2). The project funding came from the UNDP-ACT (Action for Cooperation and Trust) and USAID (with partial support from the European Commission).

Lack of funding and incentives demonstrates a weaker political commitment to improve ITE systems. Coupled with weak implementation capacities, lack of funding and political commitment renders the implementation of effective ITE policies unlikely, even in the longer term (Halász & Michel, 2011). For instance, in **Latvia**, the Master's programme on the 'Educational Treatment of Diversity' has been created through the cooperation and support of a consortium of four European universities, from which it receives funding, in addition to student fees (see case study 9). However, the high programme costs, tuition fees and lack of available student scholarships reduce the sustainability of the programme. In **Slovakia**, weak political commitment and public funding support for the implementation of an initiative in 'multicultural education' as a cross-cutting theme in education has jeopardised the impact that this measure could have (see case study 15).

4. Policy implementation

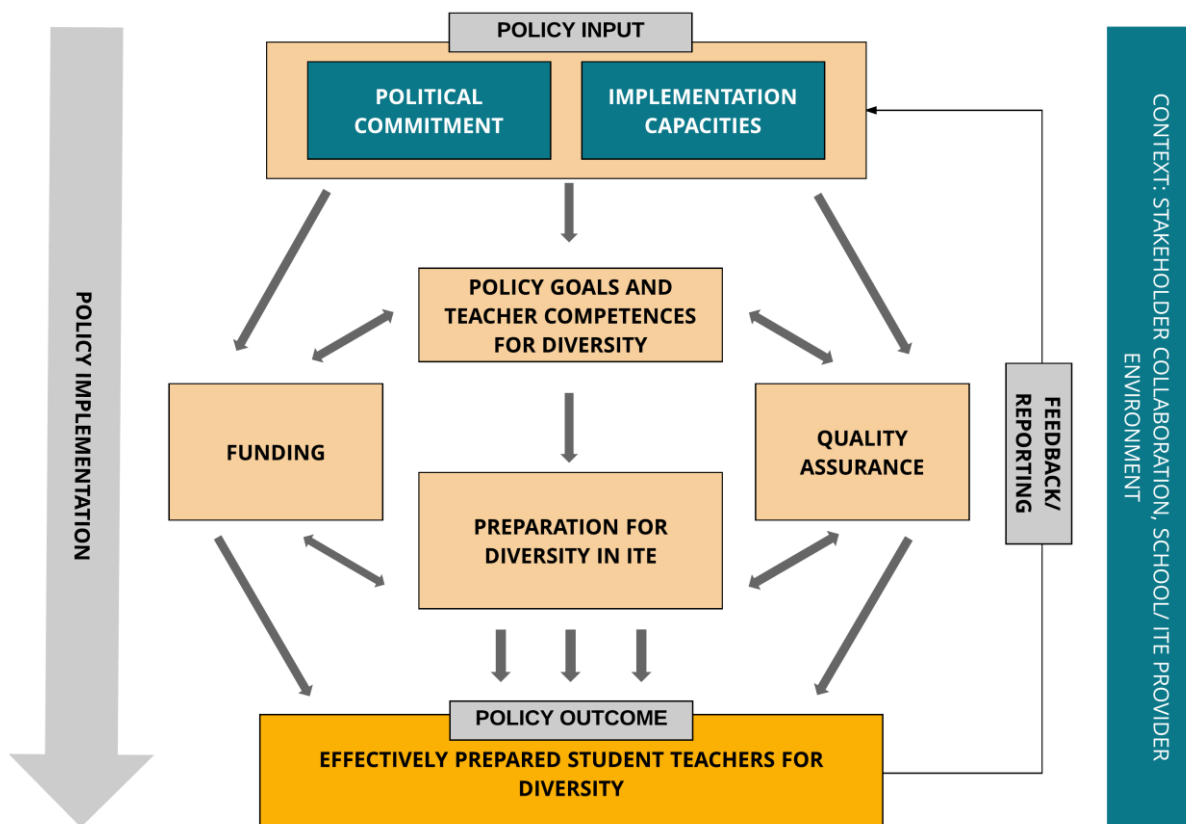
Key findings:

- Integrated ITE curriculum combined with targeted approaches is an effective way to prepare student teachers for diversity. However, the number of initiatives aimed at transversally integrating diversity-related issues through existing programmes and courses is limited. Providers across Europe tend to tackle diversity through isolated elements of the ITE curriculum, from modules, courses, to practical training initiatives.
- An adequate combination of theoretical and practical knowledge and experiences is a prerequisite for effectively preparing future teachers for diversity. Diverse practical experiences can be effective for the immersion of future teachers into a new educative and socio-cultural environment. They help student teachers to question their values, attitudes and pre-conceived ideas, as well as to support the development of specific knowledge, competences and critical understanding of societal and educational issues on diversity in schools.
- Teacher educators are crucial actors to prepare student teachers to deal with and teach about diversity. They have a decisive role to develop effective and innovative curricula, pedagogical practices and tools building the foundation for reflectivity, openness and innovation in ITE. However, most countries do not have systematic approaches to prepare teacher educator to deal with diversity-related issues in ITE.
- Setting higher requirements for the admission of teacher candidates into ITE is a tool that can be used by education authorities to improve the quality of future teachers. Including diversity-related requirements could support the development of a better-equipped teaching profession in order to teach diverse classrooms.
- Induction programmes designed to take into account diversity can ensure that the complex issues concerning diversity in education are effectively tackled and included in all stages of the continuum of the teaching profession.
- The availability of well-designed and sufficiently funded support measures such as centres of expertise, working groups or networks of experts, can have a decisive role in the effective implementation of ITE to better prepare student teachers for diversity.
- Alternative pathways can contribute to the development of future teachers' specific competences for diversity. Notably by allowing the entry into the teaching profession of various professional profiles, alternative pathways constitute a relevant opportunity to attract future teachers with a particular experience with diversity, and/or with a diverse background.

4.1. Introduction: Implementing effective ITE for diversity

Preparing student teachers for diversity through the ITE curriculum is an essential part in an integrated teacher education policy. Effectively implementing this process involves the application of key elements of ITE governance (see chapter 3). Figure 7 represents the key elements of an effective implementation model of ITE for diversity, based on the model developed by Halász and Michel (2011) and adapted by Caena (2014b).

Figure 7. Policy implementation model: ITE policy for diversity



Source: authors, adapted from Halász & Michel (2011).

Comprehensive and coherent implementation of ITE for diversity requires appropriate policy inputs. Strong political commitment is required to reform the governance of ITE so that future teachers are better prepared to teach diverse classrooms and to teach about diversity in society. Equally important are implementation capacities. These include the capacity of European teacher education systems to understand the challenges and opportunities presented by diversity, and the need to bring consistent and sustainable policy change. Implementation capacities also include countries' competence in using appropriate policy tools, as well as their efforts to invest appropriately in building capacity.

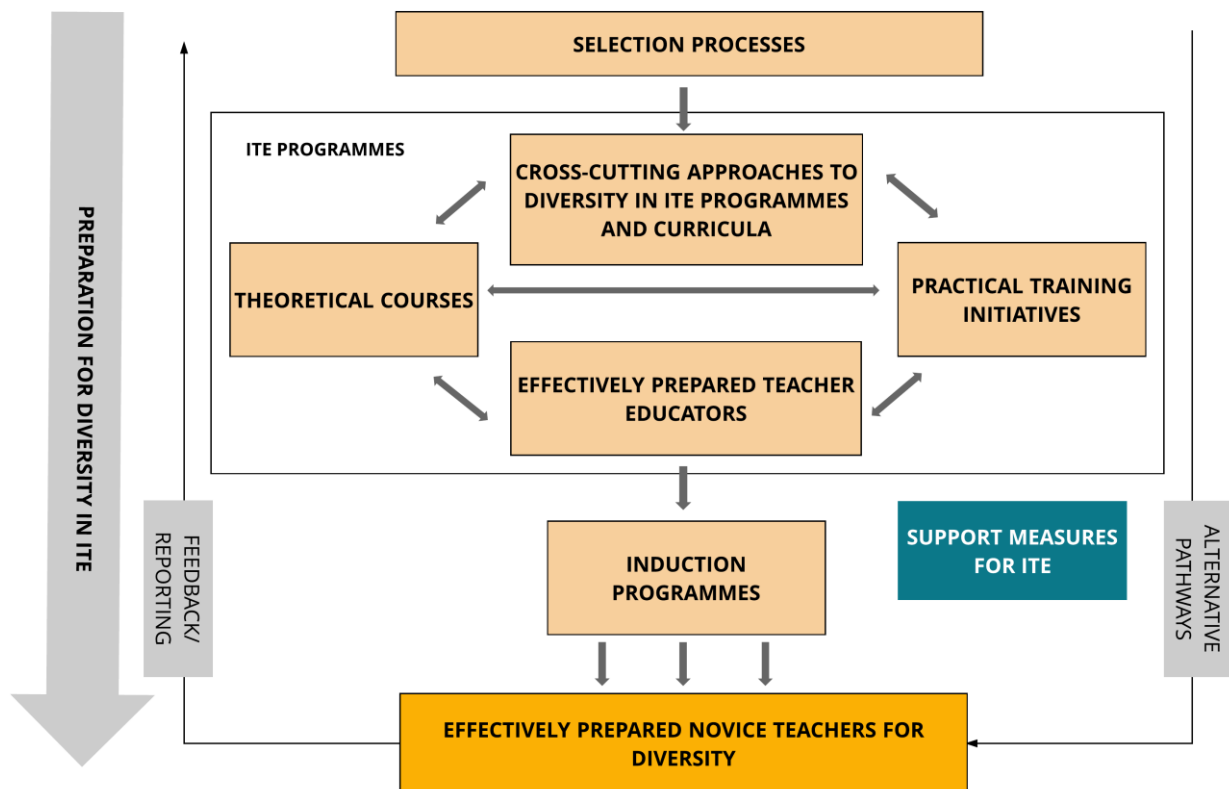
The varying degrees of priority given to diversity among policy goals for ITE demonstrate the political challenge that this phenomenon represents in Europe. The differences in the content, focus and level of detail shown by policy goals in various European countries are comparable to the wide variation of competences observed in the frameworks for teachers and teacher education. A clear definition of policy goals and teacher competences for diversity are important conditions for ensuring the effectiveness of the policy implementation process.

Effective quality assurance plays a key role ensuring that policy goals remain consistent, and that teacher competences and ITE learning outcomes are relevant to the needs of all pupils. Moreover, funding incentives targeted at the governance and key stakeholders of ITE can constitute important levers and success factors. The level of stakeholder engagement, collaboration between ITE providers and schools, and

leadership of relevant authorities, also constitute important contextual factors that define the ability of ITE programmes to embed diversity within education processes.

This chapter looks at how ITE policies for diversity are translated into providing ITE, through conventional programmes and alternative pathways to the teaching profession. It shows how diversity-related issues can be addressed through selection processes into ITE, as well as curricula, requirements for and preparation of teacher educators, induction programmes and alternative pathways. The chapter also provides an overview of support measures aimed at integrating diversity-related issues within ITE, as well as ITE initiatives relating to the recent influx of asylum seekers and refugees in Europe. Figure 8 provides an illustration of the different and interconnected elements of the ITE policy implementation process.

Figure 8. Implementing preparation for diversity at the ITE level



Source: authors.

4.2. Integrating diversity into ITE curricula

4.2.1. Rationale

Several countries across Europe have attempted to shape the content of the ITE curricula to better represent diversity. However, the documents setting out these policies often consist of general recommendations rather than specific requirements and detailed implementation guidelines (see chapter 3). Curricula can play a key influence on ITE (Milner & Tenore, 2010). In a growing number of countries marked by the decentralisation and marketisation of higher education, ITE providers have an increasing role in the design and implementation of curricula (Lindblad & Goodson,

2011; Lindström & Beach, 2015). This can lead to difficulties in ensuring the consistency and quality of curricula across providers. On the other hand, decentralisation in ITE can open up opportunities for greater flexibility and adaptability to local needs.

The mapping of ITE curricular policies showed a wide variation in the extent to which curricula reflect diversity-related issues across European countries, regions and ITE providers. These differences include cross-cutting initiatives; comprehensive programmes; mandatory/elective modules; single courses at Bachelor's or Master's level; and different practical implementation modes.

Our review of the literature demonstrates that combining key curricular options can comprehensively prepare teachers for diversity at the ITE level (Banks, 2009; De Neve & Devos, 2016; Luciak, 2010; Severiens et al., 2014; Wolff et al., 2010; Ziegler, 2013):

- Adapted curriculum content on diversity:
 - **specialised programmes, modules and courses:** on diversity, intercultural or multicultural education, multilingualism, etc.;
 - **transversal pedagogical initiatives:** cross-cutting infusion of diversity-related issues throughout the curriculum and existing courses in history, literature, social sciences, cultural anthropology, etc.;
 - **specific ITE methodologies and practices:** innovative practices, methods and tools (reflective practices, video, online journals);
- Diverse teaching practice and supervision:
 - **diverse practical experiences:** school placements in local diverse environments;
 - **international practice:** international professional teaching experiences.

In addition, ensuring the diversity of the student teacher population and effectively preparing teacher educators are two key elements to enhance the way in which diversity is embraced and included in ITE.

Our policy mapping showed that all of the alternatives mentioned above are, to varying extents, currently being practised or explored within ITE systems across Europe. A variety of dedicated degree programmes focus specifically on intercultural education, multicultural education or multilingualism. Many countries provide adapted courses and practical teaching experiences.

However, **the number of initiatives aimed at transversally integrating diversity-related issues through existing programmes and courses is limited** (see Annexes 1 and 2). Transversal initiatives make it possible to effectively infuse diversity through all theoretical and practical elements of the ITE curriculum, to ensure the preparation of all future teachers for diversity.

This section provides an overview and examples of the different implementation modes emerging through our policy mapping and 15 case studies.

4.2.2. Preparation for diversity in dedicated ITE programmes

Several ITE providers across Europe offer degree programmes with a specific emphasis on diversity. These consist mostly of Master's level programmes, which are most often aimed at those intending to teach in upper secondary schools (European Commission/EACEA/Eurydice, 2013). Specialised Master's degrees in diversity teaching, intercultural education, or multilingualism, are offered by numerous ITE providers across Europe (e.g. FI, FR, IE, LT, MK, MT, NO, PL, UK/EN).

The universities of Vienna and Graz in **Austria**, for example, offer a Master's Degree in German as a Second Language. Designed at the national level, this course allows universities the autonomy to adapt it in their curricula. A one-year Master's in Danish as a Second Language is also offered in **Denmark**, at the University of Aarhus. The programme contains four modules: Danish language knowledge; intercultural communication and cultural understanding; second language pedagogy; and the preparation of a Master's thesis.

International Master's programmes can provide opportunities for mobility and expose students to a multicultural environment. In **Finland**, the University of Eastern Finland together with Russia's Herzen State Pedagogical University, offers a two-year joint International Master's Programme in 'Early Language Education for Intercultural Communication,' which prepares student teachers to teach foreign languages in schools. The international Master's in 'Equal Treatment of Diversity' provided at the University of **Latvia** is another good example of such a programme (see case study 9).

Box 13. Case study 9: International Master's in 'Equal Treatment of Diversity' (LV)

In **Latvia**, the 'Equal Treatment of Diversity' (ETD) Master's programme in Education Sciences and Pedagogy aims to provide opportunities for the creation of an interdisciplinary system of knowledge, skills and socio-pedagogical and psychological competences to mainstream diversity in education.

The Programme is organised as a series of e-studies, involving weekly in-person or Skype meetings with professors. Compulsory courses include 'International and comparative frame of educational treatment of diversity;' 'Educational treatment of special needs proceeding from cultural diversity;' 'Management and programmes of educational treatment of diversity;' and 'Guide for practical implementation in educational treatment of diversity.'

According to the programme's recent evaluations, student teachers have the opportunity to enrich their experience by making use of varied sources of information, new technologies and several languages. The course provides opportunities by constructing various previously unfamiliar situations, and promotes students' competences. Intercultural communication positively and significantly affects the quality of student-student and student-staff interactions, as well as the quality of diversity-related experiences through students' participation in problem-solving and information exchange during the e-learning process.

Source: authors, based on case study data (2016).

While many ITE providers offer programmes with a specific focus on diversity only at the Master's level, some institutions also propose study programmes with diversity-related content at Bachelor's level. The examples below show the variety of measures mapped in Europe. The curriculum of the BA programme in Pedagogical Sciences at the Erasmus University of Rotterdam (**Netherlands**) focuses on gender-related, socioeconomic and cultural aspects of diversity. Similarly, the

University of Oulu in **Finland** included a BA level programme of 'Intercultural Teacher Education' in its curricula. The programme is oriented towards primary teacher education and provides competences for teaching in heterogeneous classes. Moreover, the programme is taught in English and includes a period of study and teaching practices abroad, as well as internships in government and non-government organisations.

Some ITE providers also offer special programmes that specifically target students with a minority background. In **Norway**, the University of Oslo offers four-year Bachelor's programmes for students with a minority background, providing them with professional and pedagogical competences to work in schools as subject or language teachers. The University of Thrace in northern **Greece** prepares students with a Muslim background to teach at schools in the region that has a high concentration of pupils from Muslim communities⁸. Furthermore, at the University of Tartu, in **Estonia**, a Master's degree programme has been specifically designed for Russian speaking youth to prepare them to teach in bilingual primary schools (using both Estonian and Russian). The aim of the programme is to provide theoretical knowledge and practical skills for working in classes that implement the principles of early language immersion, Content and Language Integrated Learning (CLIL) and target language learning.

4.2.3. Specific ITE modules and courses on diversity

Apart from dedicated programmes, the evidence collected shows that some ITE providers offer specialised transversal modules within different degree programmes. Research shows that courses focusing on culturally relevant pedagogies, social justice, diversity and intercultural education can improve student teachers' intercultural attitudes, knowledge and competences (Durant-Jones, 2009; Kitano et al., 1996; McDonald, 2003; Severiens et al., 2014). Relevant diversity-related issues can also be effectively addressed through existing courses such as in citizenship education, history, literature or languages (Esterle-Hedibel, 2006; Santerini, 2002).

In the most comprehensive examples analysed, all student teachers have to attend a number of interrelated courses on different aspects of diversity (see case study 5). Horizontal approaches embedding diversity-related issues throughout the curriculum can help to develop student teachers' mutual understanding, intercultural and plurilingual competences (Changkakoti & Broyon, 2013; Larsen-Ostermark, 2009; Pinho, 2015; Troncin, 2011). While evidence shows that student teachers tend to come from native backgrounds and have limited experience with diversity, this approach makes it possible to prepare them all for the challenges of diversity.

⁸ *The Treaty of Lausanne, a bilateral agreement signed in 1923 by Greece and Turkey for the protection of the Greek and Muslim minorities in both countries, safeguards the right and minority status of the Muslim community of Western Thrace (Borou, 2009). The Treaty of Lausanne protects the cultural and educational rights of the Muslim minority in Western Thrace, including the right to receive instruction in the Turkish language (Ibid.).*

Box 14. Case study 5: Module on teaching bilingual children in the ITE curriculum (DK)

In **Denmark**, 'Teaching bilingual children' has been a mandatory module in ITE since 2013. It aims to prepare all student teachers to teach bilingual children and to deal with the identification of second language educational challenges in the teaching of subject knowledge. This aims to favour bilingual pupils' linguistic development and academic attainment in linguistically diverse classrooms.

The module focuses on the development of inclusive educational and didactic practice in which Danish as a second language is a dimension of the learning processes in all subject teaching in primary and lower secondary school education. Based on bilingual children's overall linguistic, social and cultural preconditions and referring to research and development projects on second language teaching and –didactics, **student teachers are supposed to investigate linguistic and cultural diversity as a condition and resource in the school**. Working with bilingualism, second language acquisition and inter language analysis, language as a learning tool in school subjects, language tutoring, intercultural education as well as the analysis of learning resources and evaluation in a second language perspective for student teachers to be able to integrate language didactic reflections in his/her theory and practice when teaching main subjects (VIA University College, 2016).

Although the module has not been evaluated yet, the fact that it has become mandatory is being reported as a positive development, in the context of the growing share of (migrant) children speaking languages other than Danish as their mother tongue in Denmark's increasing multilingual and multicultural classrooms.

Source: authors, based on case study data (2016).

In several countries, some ITE providers offer specialisations that have embedded multilingual or intercultural elements of teacher education.

Research particularly underlines the need and educational benefits to support (student) teachers' multilingual awareness and to bring multilingualism into teacher education and schools (e.g. Auger, 2007; Creese & Blackledge, 2015; Jessner, 2008; Röttger, 2011). In **Finland**, the 'Subject Teacher Education Programme' in English at the University of Helsinki, includes a 60 ECTS Education Minor in Pedagogical Studies. This specialisation module emphasises values related to active citizenship, social equality and intercultural understanding. Malmö University in **Sweden** offers an Education Major in 'Swedish in a Multicultural Society,' which aims to prepare students to teach Swedish as a second language.

In most countries analysed, ITE providers propose mandatory or elective courses that have embedded elements of diversity.

These courses make reference to various themes, including second and/or mother language learning, intercultural and multicultural education, religious and cultural diversity, migration, racism, discrimination, attitudes towards diversity or citizenship and human rights education. However, these courses vary in the extent to which they focus on diversity, as well as the resources mobilised for their implementation.

Some ITE providers offer comprehensive approaches to diversity through well-structured courses (e.g. DE, DK, IT).

In **Luxembourg**, the Bachelor's degree in Education Sciences from the University of Luxembourg involves several mandatory courses related with diversity. These include courses on 'Teaching second/foreign languages in primary school;' 'Relations between school and family and cultural

mediation; 'Education to values on worldviews, ethics, religion and politics;' and 'Inclusive education and schooling for special education needs'⁹. The integration of research activities in dedicated ITE courses or modules on diversity also has the potential to further expand student teachers' knowledge of relevant issues for teaching, especially if these activities are effectively coupled with practical teaching experience (see case study 11).

Box 15. Case study 8: The 'Laboratory in Intercultural Education' of the University of Genoa (IT)

In **Italy**, the Laboratory in Intercultural Education of the University of Genoa is a mandatory activity in the ITE Master's in primary education. Embedded within a course on 'Interculturality and Playing,' the laboratory aims at making student teachers aware of the main issues on integrating children with ethnic background in the classroom; giving students a critical mindset to examine projects and pedagogical approaches; preparing student teachers in planning an intercultural activity in the classroom; and improving students' capacity of learning to learn to further their intercultural preparation and sensitivity. Activities are organised in 3 phases:

1. **Plenary lessons:** theoretical course on general issues (e.g. intercultural education, human rights, intercultural competences as a learning process); analysis of good practice school projects in intercultural education; courses on the use of storytelling and biography to communicate with migrant pupils.
2. **Group work sessions:** role-play and other 'emotion-centred' activities in groups; analysis of school projects focused on active citizenship and global education; preparation of the laboratory output (collective school project);
3. **Groups feedback in plenary session:** presentations of group projects and feedback/discussion.

The laboratory increased student teachers' knowledge in theoretical concepts related to cultural bias, human rights and reciprocal respect. The laboratory made student teachers able to experiment (through the medium of the team work) how interculturality works in an educational setting. The improvement of critical analysis, 'active listening' and observation helped student teachers to develop their intercultural competences. The conciliation of theory and practice is a strong quality of the project: student teachers learn how to give meaning to teaching and how to translate theory into visible and fair behaviour in front of the pupils.

Source: authors, based on case study data (2016).

The policy mapping showed that **countries in which comprehensive examples of ITE courses for diversity are available also adopted explicit policy goals for diversity in ITE, as well as relevant and detailed teacher competence frameworks**. This underlines the importance of political commitment and policy support for the implementation of ITE for diversity.

However, some evidence also shows that even in countries with political support and a comprehensive recognition of diversity, disparities exist across providers. In **Germany**, although all Lander have the objective to include diversity-related content within ITE for primary, secondary and vocational schools, an overview of study content in all ITE providers found that only 44 universities (out of 65) have effectively done so (Monitor Lehrerbildung, 2016). Moreover, in nine out of these 44 universities, courses related to diversity are only offered to a limited number of students, and are not integrated into all programmes. The study concluded that only a small number of universities have taken steps to comprehensively integrate elements

⁹ Curriculum of the Bachelor's in Education Sciences from the University of Luxembourg. Available at: http://www.uni.lu/formations/flshase/bachelor_en_sciences_de_l_education_professionnel/programme/cours_syllabus. Accessed 10.10.2016.

of diversity into their curricula (Ibid.). The University of Hamburg, which made diversity-related issues mandatory in all stages of ITE, is one of them (see case study 4).

The mapping of ITE policies across Europe also showed that available courses on diversity tend to be elective. In **Spain**, in 2006, 63 courses offered curriculum content related to diversity (Essomba, 2006). While only one appeared to be in the core curriculum, 11 were mandatory and the others elective. In **Portugal**, only a handful of courses in Portuguese ITE institutions make any reference to the preparation of their student teachers for diversity. In 2013, Vieira da Silva reported that only 15 courses among 105 in ITE programmes referred to intercultural education or similar concepts (Vieira da Silva, 2013). This suggests that the awareness of and sensitivity to diversity in ITE has only started to gain importance in the country. In **Greece**, only a few pedagogical departments offer mandatory courses with a specific reference to diversity, whereas, in most departments such courses are elective. In **Serbia**, only three public universities (out of six) have courses aimed at preparing teachers for diversity at the Bachelor's level. Moreover, none offer separate diversity-related Master's level programmes and there is only one elective course that refers to intercultural education at this level of studies. In **Poland**, diversity-related issues are either not present at all, or limited to elective courses. Courses on diversity are not common in **Turkey's** ITE providers, according to the nationally designed curriculum, which does not emphasise multiculturalism (Alanay & Aydin, 2016). The Yildiz Technical University for example only proposes an elective Third Cycle course on Multicultural Education for PhD students in Curriculum and Instruction studies.

4.2.4. School placements

Most ITE providers require student teachers to take part in compulsory practical training of varying lengths (European Commission/EACEA/Eurydice, 2013). During their practicum, future teachers may be exposed to a student body marked by a certain degree of diversity, especially if they acquire their first professional experience in areas with a high number of students with a migrant and/or minority background.

Research suggests that complementary field experiences are essential to effectively prepare student teachers for classroom diversity (Almarza, 2005; Ibrahim, 2004; Lenski et al., 2005) (see case study 11). Placements in diverse school environments can be crucial when combined with relevant coursework to improve student teachers' intercultural sensitivity (Hollins & Guzman, 2005; Tinkler & Tinkler, 2013). Multicultural practical experiences can help student teachers to change their attitudes about and perception of diversity and knowledge on issues of ethnicity, power, and inequality in education (Hagemann, 2009; Scott, 2012).

Box 16. Case study 11: Module on 'Responding to student diversity in the primary classroom' (MT)

In **Malta**, the ITE module on 'Responding to student diversity in the primary classroom' at the University of Malta has become mandatory in the Master's in Teaching and Learning. The module aims to prepare student teachers to include students with diverse backgrounds in their lessons and to help them blend theory and practice in responding to student diversity. The module has two main components:

- 1. Theoretical component:** In the first semester student teachers are first introduced to issues of student diversity and inclusion and how these can be addressed in the

classroom, including using individual educational planning (IEP). This is done mainly through reflection on one's own background, discussion and group work;

- 2. Practical component:** in the second semester, while student teachers are doing their six-week block teaching practice, they should identify a student who is having some difficulty coping with the learning or social curriculum, and plan and implement an IEP for that student's inclusion in their lessons.

The main strength of the measure is the blending of theory and practice. Student teachers are first prepared on how to recognise difference, how to draw up an IEP, how to modify the classroom environment and lesson content, process and product which they then have an opportunity to implement during teaching practice. An emphasis is put on differentiated theory and practice (Tomlinson, 2014).

The only formal evaluation of the measure undertaken reported several positive impacts including: recognising student diversities; reducing fear of and gaining familiarity with attending to individual student strengths and needs during their classroom teaching; and gaining skills in planning and implementing modifications to their lessons to meet individual student needs.

Source: authors, based on case study data (2016).

Alongside general requirements, some countries and/or ITE providers specifically aim to prepare student teachers for diversity through adapted practical training initiatives. National regulations or ITE providers may require or recommend mandatory field experiences for student teachers in schools marked by a high proportion of socioeconomically disadvantaged pupils, and/or with a migrant/minority background (e.g. BE/FI., DK, DE, HU, IT, NO, SE, UK/EN). Research underlines the effectiveness of school placements in diverse environments for student teachers' preparedness for diversity, if appropriately supervised by teacher educators and accompanied by adequate courses and reflective practices (see e.g. Almarza, 2005; Duckworth & Maxwell, 2015; European Agency for Development in Special Needs Education, 2010; Wolff et al., 2010). Mandatory placements can be supported by mentorship initiatives that focus on issues related to diversity (e.g. BE, CH, NO) (see case study 1).

Box 17. Case study 1: Nightingale project (CH)

Nightingale is a mentoring project that is part of the ITE curriculum of the University of Teacher Education in Zug, **Switzerland**. It aims to contribute to student teachers' cross-cultural understanding and intercultural learning while supporting pupils' integration.

Student teachers are paired with pupils (8-12 years, mainly but not only with an immigrant background) from a local primary school, and get together for approximately two to three hours per week over a period of seven to eight months. During this period, student teachers are coached individually and in groups in certain theoretical topics (intercultural communication, individual perception, working with parents). As an adult role model in a close relationship with a child, student teachers gain insights into children's lives, an increased intercultural knowledge, understanding and empathy.

A recent study (Leutwyler et al., 2014a) showed that participating in Nightingale has great potential to develop the mentors' teaching-specific competences. However, participating in the mentoring programme does not automatically lead to a specific benefit. Consequently, according to the project coordinators, teacher education needs to specify the learning opportunities and to guide reflections before, during and after the project. Nightingale needs to be more clearly embedded in the teacher education programme, if greater benefits for student teacher mentors are to be achieved.

Source: authors, based on case study data (2016).

Other non-mandatory opportunities to obtain practical teaching experience in a diverse setting include volunteering programmes to engage with pupils from disadvantaged backgrounds (e.g. HU, ME), and opportunities to undertake internships

abroad (e.g. DK, FR). Some research has shown the positive potential of international field experiences for student teachers' plurilingual and intercultural learning¹⁰ (Scoffham & Barnes, 2009). However, these findings are questioned by empirical evidence showing that international exchanges can have a relatively limited impact on the competences of student teachers to teach in a multicultural classroom environment (Leutwyler & Meierhans, 2016).

4.2.5. Implementation challenges

This study does not aim to analyse in detail the content of ITE curricula across Europe. Nevertheless, noteworthy observations emerge on gaps and limitations in the policy implementation process. Our mapping of policies and initiatives highlighted a number of promising examples showing how the preparation for diversity can be included in ITE curricula. Our findings show that ITE providers in most countries tend to offer additional courses or modules on intercultural education or multilingualism in existing ITE programmes. Integrating diversity transversally through all aspects of the ITE curriculum still constitutes an exception, and largely depends on the commitment of, guidance, and political support received by ITE providers (see chapter 5). **Providers across Europe tend to tackle diversity education through isolated elements of the ITE curriculum, from modules and courses, to practical training initiatives.**

Available in more than 15 countries in Europe, specialised ITE programmes to prepare future teachers for diversity remain relevant initiatives. They have the potential to offer interdisciplinary approaches and provide comprehensive systems of knowledge and skills. In particular, they provide student teachers with general and integrated social, psychological and pedagogical competences to mainstream diversity in education (see case study 9).

The policy mapping showed that there is a tendency to include diversity-sensitive topics at Master's level. However, the Bachelor's degree is still the most common minimum qualification required for primary teachers (European Commission/EACEA/Eurydice, 2013). It is also required to teach in general lower secondary education in just less than half of the countries analysed in our study (European Commission/EACEA/Eurydice, 2015). This implies that many future teachers do not have a chance to attend relevant courses related to diversity at Master's level. Research and policy underline the importance of the continuity in pupils' learning process, which shows the need to create a connection between all levels of school education, from early childhood education and care (ECEC) to upper secondary education. Bachelor's degree programmes specialising in diversity should therefore be available to train all teachers for diversity at the ECEC, primary, lower secondary and upper secondary levels.

Many ITE providers continue to offer courses or modules aimed at preparing student teachers for diversity, through elective or mandatory units. Although

¹⁰ See: *Plurilingual and intercultural learning through mobility (PLURI-MOBIL)*, a project of the Council of Europe's European Centre for Modern Languages (ECML). Available at: <http://plurimobil.ecml.at/>. Accessed 10.10.2016.

optional courses could potentially contribute to the preparation of teachers for diversity, mandatory classes that incorporate multiple aspects of diversity are a more effective alternative. In the context of growing diversity throughout Europe, the implementation of mandatory courses at both Bachelor's and Master's level would ensure that all future teachers are effectively prepared.

The creation of ad hoc courses on emerging issues such as multilingualism and diversity, in a tendency to 'add-on' rather than re-think teacher education, tends to fragment the curriculum of ITE. The creation of mandatory courses or modules aimed at preparing all future teachers to teach in increasingly diverse classrooms and to integrate diversity-related issues in all their teachings constitutes an effective way to reform the curriculum (see case study 5).

Moreover, several courses or programmes focused on diversity seem to be provided for a specific group of teachers only. These can concern teachers who are specifically trained to teach children with additional needs, or in particular environments marked by a high number of students with a minority and/or migrant background (e.g. EL, LT, LV). In **Lithuania**, most Bachelor's and Master's level ITE programmes do not explicitly focus on diversity. The preparation to work in multicultural environments is one of the learning goals of available programmes and courses in social pedagogy, rather than in the ITE general curriculum. A few ITE providers offer Bachelor's or Master's level programmes or modules on social pedagogy, including specialisations in migrant/minority cultural diversity or intercultural education. However, it appears that despite the quality and comprehensiveness of these programmes and courses, most of their graduates do not work as teachers, but rather in civil society organisations or social services (such as in centres for asylum seekers and refugees).

School-placement initiatives focused on preparing future teachers for diverse classroom environments are implemented in several European countries. In parallel with specialised courses or in an integrated way, this emphasis on diversity during student teachers' practical experience is an important element of the implementation of ITE curricula.

Diverse practical experiences can be effective for the immersion of future teachers in a new educative and socio-cultural environment. They help student teachers to question their values, attitudes and pre-conceived ideas about diversity, as well as to support the development of specific skills, knowledge and critical understanding of societal and educational issues on diversity in schools. Such practical experiences require the supervision and assistance of teacher educators, notably through accompanying courses on intercultural education and related issues (e.g. ES, MT).

An adequate combination of theoretical and practical knowledge and experiences is a prerequisite for effectively preparing future teachers for diversity. Moreover, mechanisms of feedback, peer group discussions and reflective practices, have been identified as good examples to allow student teachers to constructively use their practical placement to enhance their preparation. Finally, international placements experimented through cooperation initiatives with developing countries (e.g. NO, UK) have demonstrated relatively limited impact, professional and

pedagogical relevance to student teachers, were costly and raised ethical questions. Programmes aimed to practically prepare future teachers in local diverse environments could constitute relevant alternatives.

4.3. Preparing teacher educators for diversity

4.3.1. Rationale

Teacher educators have a decisive role in developing effective and innovative curricula, pedagogical practices and tools thus building the foundation for reflectivity, openness and innovation in ITE (European Commission, 2013c; Lunenberg et al., 2014). Teacher educators are crucial actors in preparing student teachers to deal with and teach about diversity (Alvarez McHatton, 2009; Cooksey, 2002; McDonald, 2003; Rogers, 2012) (see Annex 4). They have the opportunity and challenge to take diversity into account in their multiple professional roles, as teachers of teachers, researchers, coaches, curriculum developers, gatekeepers to the teaching profession, and brokers between schools and ITE providers (Lunenberg et al., 2014). In particular, teacher educators can provide student teachers with targeted knowledge and curricular resources, in creating critical reflective discussions on diversity and equity in education, in proposing diverse school placements, and in preparing them to communicate and interact with pupils' families, (Bianchini & Lynnette, 2007; Faez, 2007, McShay, 2009).

The complexity of the profession of teacher educator and the growing challenges it faces to better prepare student teachers for diversity underline the importance of ensuring the quality of teacher educators' initial and continuous professional development (CPD) (Assaf et al., 2010). In most European countries, teacher educators generally do not benefit from any initial education, and only limited induction (European Commission, 2013c). Adapted CPD opportunities should therefore be ensured to prepare teacher educators for new developments in (teacher) learning, (teacher) education, the teaching profession, and societal challenges (Ibid.). These opportunities can consist of, among others:

- **new societal and educational developments** such as ICT, second language learning, diversity and inclusion;
- **competences in innovation and change management** (teacher educators can be key actors and targets of educational reforms);
- **courses for school-based teacher educators** and/or mentors on methodology, pedagogy, and didactics of teacher education;
- **programmes engaging teacher educators in practice-based research or volunteering activities** in schools (including in diverse environments) and universities.

Maintaining relevant and rigorous requirements for the selection of teacher educators should also be a priority to sustain the quality of ITE systems and their level of preparedness to prepare future teachers for diversity.

4.3.2. Mapping initiatives to prepare teacher educators for diversity in Europe

Only a few countries have adopted guidelines for the selection of teacher educators or mentors based on their intercultural competences, and/or perception towards diversity. Recommendations, adapted professional development initiatives or dedicated research programmes have been expressed or organised at the initiative of the State, ITE providers or civil society organisations.

In **Germany**, different measures aimed at the qualification of teaching staff enable teacher educators to enhance their competences in inclusive teaching methods (Monitor Lehrerbildung, 2015). National standards offer guidelines for teacher educators' quality, defining specific knowledge requirements such as intercultural, collaborative, supervision and pedagogical competences (European Commission, 2013c). However, in a recent survey, only 19 out of 57 surveyed universities admitted that they considered intercultural competences in recruitment decisions for teacher educators (Monitor Lehrerbildung, 2015). In **Scotland (UK)**, the professional standards for lecturers in ITE recommend that they plan strategies to "promote positive attitudes to social and intercultural diversity" in partnership with student teachers (Scottish Government, 2012).

CPD opportunities can be offered in regional partnerships and cooperation projects for teacher educators (European Commission, 2013c). In **Estonia**, at the University of Tartu, the Master's programme for school mentors includes a course on 'Diversity in Education' (University of Tartu, 2016). Teacher educators should complete at least one course in educational sciences at Master's or PhD level, or in-service training. The Action Plan for Teacher Education 2016-2020 highlights the importance of teachers and teacher educators' competences to manage diversity (University of Tartu, 2015).

In **Greece**, teacher educators preparing future teachers who are participating in programmes on the 'Education of expatriate Greeks,' the 'Education of immigrants and repatriated students,' for 'Education of the Muslim Minority Children in Thrace,' and 'Roma education,' have been able to follow special seminars, in addition to the requirements to hold a PhD and have significant experience in teaching. In **Ireland**, a minimum of a Master's degree is normally required for lecturing posts in addition to teaching experience. Moreover, in the context of the DICE project (see case study 7), support to five ITE institutions was provided to develop and use the capacity and expertise of teacher educators to integrate development education and intercultural education into their ITE programmes. Its training activities mostly target student teachers, as well as teacher educators through CPD initiatives.

The University of Klagenfurt in **Austria** provides CPD courses in language education in a context of multilingualism, where courses on 'Pedagogy and subject didactics' help teacher educators and teachers to build their competences in pedagogy, language didactics, instruction and school development. In **Denmark**, a research programme involving teacher educators from four universities investigated a range of interesting approaches in which the resources of bilingual and multilingual children were used and

addressed in primary and secondary schools, aiming at better preparing teacher educators to teach future teachers to deal with linguistic diversity in the classroom¹¹.

4.3.3. Implementation challenges

The policy mapping and case studies highlighted several structural issues and implementation challenges that emerge from the need for teacher educators to be better prepared for diversity-related aspects of teacher education.

Research and policy underline the importance of adopting a continuous approach to the profession of teacher educator (European Commission, 2013c; Lunenberg et al., 2014). The introduction of clearer qualification requirements could be coupled with the definition and dissemination of adapted competence frameworks for teacher educators, integrating the need to prepare student teachers for diversity. The need to develop relevant CPD initiatives for teacher educators is a key challenge for European ITE systems.

Teacher educators should be better prepared to take diversity into account in their teaching, as well as to appropriately welcome and support student teachers with a migrant/minority background. In **Denmark**, the creation of mandatory ITE modules on 'Teaching bilingual children' showed the importance of the quality of the preparation of teacher educators for the effective implementation of the modules. It highlighted the need to set clear professional requirements for teacher educators, as well as to develop adapted CPD courses at national and regional level. This challenge notably arose following the creation of courses on 'Christianity, philosophy of life and citizenship' (KLM) in 2007 (see case study 5). The broad scope of these citizenship education courses implied that teacher educators most likely focused on ethics and moral education rather than on multicultural issues. In **Malta**, the implementation of a special course unit aimed at preparing student teachers for diversity in the primary classroom raised implementation challenges for teacher educators. Educators reported a need for better preparation and peer-support activities to effectively tackle the challenges that they are faced with in providing both relevant theoretical preparation and supervision of student teachers' school practice.

4.4. Improving ITE selection processes

4.4.1. Rationale

The lack of attractiveness of the teaching profession in many European countries has weakened the profession's status and position in the labour market. This poses severe structural challenges in recruiting and retaining enough teachers (Schleicher, ed., 2012).

Requirements for admission to ITE can be effective incentives to increase the public perception of the quality of teacher education. Admission requirements

¹¹ Research programme 'Signs for language' (Forskningsprogrammet 'Tegn på sprog'). See: <https://ucc.dk/forskning/forskningsprogrammer/didaktik-og-laeringsrum/projektoversigt/tegn-paa-sprog>; and: [https://www.ucviden.dk/portal/da/projects/tegn-paa-sprog--tosprogede-boern-laerer-at-laese-og-skrive\(f3eff205-a2cb-4f72-9032-b0034a8b4845\).html](https://www.ucviden.dk/portal/da/projects/tegn-paa-sprog--tosprogede-boern-laerer-at-laese-og-skrive(f3eff205-a2cb-4f72-9032-b0034a8b4845).html). Accessed 13.10.2016.

can help to select increasingly motivated and competent students so as to increase the quality of the teacher workforce (European Parliament, 2014). They can effectively integrate requirements related to candidate teachers' motivation to adopt learner-centred approaches for teaching, including sensitivity and concern for pupils' backgrounds, and preparedness to teach about diversity. Admission criteria can also be effective tools to attract candidates from groups that might not have considered teaching, and can help better reflect the diversity of the student population.

Setting higher requirements for the admission of teacher candidates to ITE is a tool that can be used by education authorities to improve the quality of future teachers (European Parliament, 2014). However, specific selection methods for admission to ITE are not widespread across Europe (European Commission/EACEA/Eurydice, 2013). Most European countries base the admission requirements to ITE on their upper secondary education performance, or on a general entrance examination to tertiary education.

4.4.2. Mapping diversity in ITE selection processes in Europe

ITE providers in around one third of all European countries have introduced specific examination procedures for admission to their programmes, either through specific (written or oral) aptitude tests, and/or an individual interview with teacher candidates. This highlights the importance of candidates' motivation to become teachers. Specific admission procedures to ITE can improve the quality of future teachers by admitting only those applicants who demonstrate a sufficient level of adaptation, preparedness and attitudes towards diversity.

In **Austria**, the admission procedure currently tested for the academic year 2016/2017 includes an electronic self-assessment, as well as a three-hour computer-based test on cognitive abilities, linguistic competences and personal resources. One of the five main criteria tested in the admission procedure focuses on candidates' "openness to new experiences". During the second phase of the admission procedure, a face-to-face assessment should be passed where the dimension of diversity is integrated in different ways. For instance, applicants are expected to react to specific situations in pedagogical settings in classrooms with a diverse student body.

In **Lithuania**, in addition to the national upper secondary examination results, a motivational test was introduced in 2009/2010 in order to increase the level of initial competences and motivation of those wishing to join the teaching profession (Minister of Education and Science of the Republic of Lithuania, 2011). It consists of a written test and a semi-structured interview, during which the candidate has to describe a situation in which he/she was faced with diversity. The candidate is evaluated in terms of his/her "openness to the varying diversity of people". However, in practice these provisions mostly result in discussing differences in age, gender, personal abilities, as well as bullying (Pukienė, 2011). In **Latvia**, until 2008, the Riga Teacher Education Academy interviewed incoming ITE students (for ISCED levels 0-2) on their teaching-related attitudes, including inclusiveness and non-biased attitudes towards the diversity of pupils. However, admission is now purely grounded on the results of centralised exams and a written essay.

In some countries, admission criteria indirectly refer to testing students'

preparedness for diversity, such as on language proficiencies, or on ethics. In **Finland**, once applicants pass a first round of screening, they are observed in a teaching-like activity, and interviewed. Only candidates with a clear aptitude for teaching, in addition to strong academic performance, are admitted. Similarly, in **Hungary**, an aptitude test serves as an admission criterion which could include informal ways to detect negative attitudes towards diversity, but its implementation seems to depend on ITE providers and their policies towards prejudice and discrimination. **Denmark** also foresees two personal interviews for applicants who did not reach a minimum average score in the final exam of upper secondary education. They are aimed at uncovering applicants' broader qualities and skills such as "motivation, interpersonal skills and personal ability to illuminate an issue from multiple sides" (USJE, 2016).

In **Serbia**, in 2009/2010, the Faculty for Teacher Education in Jagodina piloted a new concept for the ITE entrance exam. The concept consisted of a test of basic literacy, reading comprehension and interviews to examine the social skills and ethical sensitivity of candidates (Macura-Milovanović & Starčević, 2010). This adapted entrance exam was abandoned in subsequent years because there were not sufficient resources to organise individual interviews for all student applicants. In **Germany**, the main entry requirement for ITE is a higher secondary school diploma. In the context of a general lack of teachers, universities apply different strategies and specific recruitment programmes. In 2014, 58% of universities surveyed had specific recruitment programmes, and 36% had implemented specific measures to recruit underrepresented groups into the teaching profession, such as students with a migrant background (Monitor Lehrerbildung, 2014).

Most European countries do not include admission criteria based on student teachers' level of preparedness for teaching about diversity or in diverse classrooms. Admission criteria are either based on school graduation results (entrance requirements for tertiary education, e.g. FR, HR, MK, PL, SI, NO, ME) as well as on equivalent level of maturity and knowledge (IS), or relevant work experience in education systems (UK/EN). In some other countries, in addition to upper secondary school graduation, an entrance test is required (AL, CY, ES, IT, LU, NL, CH, TR). Entrance exams to ITE can vary according to individual disciplines and ITE providers (BG, CZ, EE, EL, MT, PT, RO SE, SI).

4.4.3. Implementation challenges

Evidence demonstrates that the integration of diversity-related admission criteria into ITE is not widespread across Europe. However, in addition to a handful of countries where ITE providers have implemented innovative admission criteria assessing student teachers' preparation for diversity, several other countries provide additional entrance requirements through a specific test or a personal interview. These examination procedures could constitute the basis to introduce diversity-focused admission procedures to evaluate the motivations, interests and level of preparedness of aspiring student teachers.

Including diversity-related requirements could support the development of a better equipped teacher to teach diverse classrooms. However, entry requirements for ITE can also constitute structural barriers for students with a migrant

and/or minority background (European Commission, 2016a). There should be a balance between the need to adapt admission criteria to current structural challenges, and to allow an inclusive approach to entry into ITE to ensure that teachers reflect the diversity of the student population.

4.5. Induction programmes for diversity

4.5.1. Rationale

Induction can be defined as “a structured support programme provided for qualified first-time teachers” (European Commission/EACEA/Eurydice, 2015: 42). The induction phase involves additional preparation, personalised support and advice for newly qualified teachers. Research shows that induction can help to reduce the teacher drop-out rate, improve teacher quality, support professionalism in schools, provide feedback and enhance the effectiveness of ITE programmes, and therefore bridge the gap between ITE and CPD (European Commission, 2010). By providing an important link between theory and practice, induction is a crucial period for novice teachers to effectively emerge into practice, by enhancing their skills, improving school and teacher performance. However, despite its recognised effectiveness, induction is not systematically available for new teachers across Europe.

Induction programmes designed to consider diversity can ensure that the complex issues concerning diversity in education are effectively tackled and included in all stages of the continuum of the teaching profession. In European countries characterised by a high proportion of students with a migrant and/or minority background, induction programmes providing adapted preparation and individualised support for beginning teachers could help to smoothen their integration into the profession. In France, in 2011, the proportion of teachers under 30 years old working in schools in socioeconomically disadvantaged areas was two times higher than in other schools (17% against 9%) (Conseil national d'évaluation du système scolaire, 2016). This underlines the need for stronger political support for the development of adapted induction programmes, particularly for young teachers working in diverse classrooms.

4.5.2. Mapping induction programmes for diversity in Europe

Preparing young teachers for diversity at the induction stage has been implemented in several countries across Europe. In **Greece**, induction programmes offer mandatory four-month long intensive training at the local level, aimed at enhancing newly engaged teachers' preparedness. Compulsory training courses are specifically designed for the induction stage in different fields, including human rights and intercultural education, specifically addressed at teachers who are going to teach in classes with high percentages of students with a migrant background. In **Ireland**, where induction is organised as a compulsory programme, the Teaching Council introduced a new model of school-based induction on a pilot

basis called Droichead¹². The programme is seen to have the potential for newly qualified teachers to seek guidance from their mentors across a number of issues, including diversity.

In **Estonia**, one-year induction programmes are recommended and provided by the universities of Tallinn and Tartu, where diversity-related issues are included in face-to-face or e-training sessions between novice teachers and mentors. In **Spain**, compulsory primary education induction programmes aim to prepare student teachers to teach students with a diverse background, focusing on second language teaching, intercultural competences and special educational needs. Such in-service-learning induction projects are undertaken by several universities, such as in Catalonia and the Basque Country (see case study 6), as specific courses delivered in summer courses, or as part of the University elective curriculum. In **Italy**, newly-employed teachers have to attend a 50-hour course, organised by the local School Directorate under the Ministry's guidelines. In 2015, the Ministry pointed out eight priority topics for ITE and induction which still need to be practically implemented by ITE institutions, including special educational needs, fighting early school leaving, social inclusion and intercultural dynamics (Ministry of Education, Universities, and Research of Italy, 2015).

While induction has been recognised as an effective measure for supporting young teachers' smoother integration into the teaching profession (and could constitute an effective tool to further prepare teachers for diversity), it is still not widespread across Europe (European Commission/EACEA/Eurydice, 2015). When induction (or mentorship) programmes are available for newly graduated teachers, they rarely seem to be designed to consider the preparedness of future teachers for diversity in classrooms.

4.6. Support measures to improve ITE for diversity

4.6.1. Rationale

To enable teachers' preparedness for teaching in classrooms with a diverse student body, various support measures at different levels of ITE systems have been implemented across Europe. Many of these measures aim to assist ITE providers with pedagogical resources and state-of-the-art research on the most pressing issues related to diversity, intercultural education, citizenship education or multilingualism. By providing external expertise, organisational, operational and/or financial support, they reveal the importance of coherent strategies to deal with and embrace the emerging societal issues in ITE.

4.6.2. Mapping support measures for diversity in ITE in Europe

There are a variety of support measures dedicated to enhancing the way diversity is tackled in ITE. These are provided by several different actors, including

¹² See: <http://www.teachingcouncil.ie/en/Teacher-Education/Droichead/Droichead.html>. Accessed 10.10.2016. See also: Smyth et al. (2016).

national institutions, advisory bodies, NGOs or ITE providers themselves, for example through networks and collaboration activities.

Centres of expertise

Centres of expertise that specialise in education for diversity and aim to enrich teacher education can be effective actors when adequately supported by national or regional authorities (see case study 13). In **Estonia**, special Centres of Excellence in both Tallinn and Tartu universities provide guidance on how to implement the inclusive approach to learning outlined in the Estonian education strategy. The Centre for Languages (*Österreichisches Sprachenzentrum, ÖSV*) in **Austria** is a scientific hub for the development of materials or courses for language-sensitive subject instruction and the framework for language education for all teachers. The Federal Centre for Interculturality, Migration and Multilingualism (BIMM) develops learning strategies related to multilingualism as well as to the equity, cultural and religious elements of education for diversity.

France's Centres for the schooling of newly arrived allophone and Traveller children (*Centres Académiques pour la Scolarisation des Nouveaux Arrivants et des enfants du Voyage, CASNAV*) are regional centres of expertise providing support to schools, teachers and educational staff (Ministère de l'éducation nationale, de l'enseignement supérieur, et de la recherche, 2012). They provide expertise on the organisation of schooling and pedagogical support, work as cooperation and mediation platforms, and provide educational resources and CPD with a specific focus on proficiency in French and academic learning.

Box 18. Case study 13: The National Centre for Multicultural Education (NAFO) (NO)

The National Centre for Multicultural Education (NAFO) in **Norway** works on research and developmental projects in collaboration with several education stakeholders, including ITE providers. According to its mandate, NAFO aims to (NAFO, 2010):

- contribute to the **implementation of quality development actions related to subject didactic activity** in cooperation with schools and ITE providers;
- provide **advice and assistance to ITE providers** in their effort to implement national priorities/commitments that promote competence development in primary and secondary education;
- act as a **resource and cooperative partner for the other national centres**, HE-sector/teacher education and other national actors in their work dealing with diversity and multicultural education.

NAFO has established regional multi-stakeholder collaboration networks which discuss competence development, experiences and collaborative projects. The network benefits ITE as a source of information about the practice field (school owners, kindergartens and schools). NAFO is cooperating in the form of meetings, sessions and conferences, courses and in-service training; collaborative projects; development and spreading/dissemination of information and guidance material, including examples of good practice; and presentation of results from research and development activities (Aamodt et al., 2014). Some of NAFO's recent or current most important competence building activities for ITE include:

1. **Education for newly arrived youths** (2013-2016): project in 26 municipalities in seven counties led by local teacher education institutions aimed at strengthening collaboration with the HE sector, enhance consciousness-raising and increase the competence of school managers and teachers to deal with newly arrived youths (often residing in refugee reception centres) (NAFO, 2016; Eriksen, 2014).
2. **Knowledge of Roma/Tatars (travellers) in teacher education** (2015-2016): targeting HE institutions, aiming to ensure that the theme of national minorities is

included in ITE programmes. A particular course will be tried out at one ITE institution. The final version will be extended to all universities and university colleges/TE-institutions.

3. **Inclusion and education for refugees** (2018-2020): conferences aimed at strengthening access to education and other services for the great inflow of refugees, involving both NAFO and HE institutions (NDET, 2016). NAFO may, on invitation from individual TE institutions, provide inputs and courses for the teacher educators.

The Centre receives positive feedback from participants from ITE providers involved in projects, networks, and conferences, including teacher educators (Aamodt et al., 2014). Although multicultural issues are embedded in the national framework for ITE, the quality and depth of dealing with the theme varies greatly in ITE providers. Providers cooperating with NAFO and benefiting from its support via particular projects have become more conscious of giving more attention to diversity and including it in the actual teaching than before.

Source: authors, based on case study data (2016).

Working groups and networks of expertise

Working groups and networks of expertise aim to provide guidance and inform the implementation of ITE for diversity (e.g. AT, BE/Fl., CY, CZ, DE, MK, NL) (see case study 7). These networks aim to connect different stakeholders and often differ in terms of the themes they cover (from inclusion, multilingualism, intercultural education, to diversity in general), as well as the type of support they provide (resource centres, support to ITE, research activities).

In **Germany**, a working group on diversity and teaching development (*Arbeitsstelle für Diversität und Unterrichtsentwicklung - Didaktische Werkstatt*) at the University of Frankfurt aims to connect all stages of teacher education through research-oriented learning in cooperation with the Ministry of Education of Hesse. The Working Group develops strategies of optimised inclusive teaching of diverse classes.

Box 19. Case study 7: The DICE project (IE)

The DICE Project in **Ireland** is a collaborative partnership between five ITE providers at primary level, guiding them to develop and use the capacity and expertise of teacher educators to integrate development education (DE) and intercultural education (ICE) into ITE programmes. The strategic aims are to:

- **support ITE graduates to have a good knowledge and understanding of DE and ICE** and to be motivated and equipped with the pedagogic skills to teach DE and ICE effectively;
- **influence the DE and ICE policy agenda and practice in Ireland**, including the implementation of the National Strategy on Education for Sustainable Development;
- **explore opportunities for synergies and coherence with post-primary level education** within the new institutional configurations for ITE;
- **enhance the sustainability of DE and ICE in ITE** across all public providers.

The main activities centre around **providing instruction to student teachers at primary level** on a range of issues within broader spheres of development and intercultural education. Other activities include raising the visibility of development and intercultural education within ITE institutions; engagement with policy-makers; provision of CPD for staff in all institutions; proactive engagement with various key stakeholders; holding various events and summer schools for student teachers and teacher educators in DE and ICE.

One of the key features of the programme is the cross-curricular approach used within the centralised Primary School Curriculum. The DICE lecturing staff works collaboratively with colleagues from a broad range of disciplines. Opportunities for professional development of teacher educators from other disciplines are offered through seminars, conferences and collaboration with DICE lecturers. DICE runs seminars each year in the partner institutions based on identified professional development needs – for example, in 2015-2016 seminars were offered on education for sustainable development, as well as on the use of

picture books for exploring development and intercultural issues. DICE lecturers may also collaborate with colleagues to co-develop resources and carry out research.

The capacity building among staff across the partner institutions has contributed to the wide reach of DICE and to its penetration within a broad range of ITE modules. With the support of Irish Aid, each college of education has now appointed its own dedicated part-time lecturer for DE and ICE. That teacher provides relevant information to other teacher educators.

The main result of the DICE project is that it is integrated into ITE programmes (at both BA and MA level) for primary school teachers across all HEIs offering ITE at primary level (except one private ITE provider). Other results include strengthened relationships and engagement with key stakeholders, emphasising the value and relevance of DE and ICE to the primary curriculum to create active global citizens.

Source: authors, based on case study data (2016).

These networks often offer specific professional development for student teachers, practising teachers or teacher educators (see case study 3). For example, the Education for a Culture of Peace in **Cyprus** provides educational staff with relevant materials including lesson plans, guidance and training on the teaching methodology related to culture. Whereas the so-called subject teacher societies in **Denmark**, provide courses in a subject of a particular society. Among other subjects, both practising and student teachers can become a member of a society of either foreign or Danish language teachers and participate in the related courses. The Local Forum (*Lokaal overlegplatform*) in **Belgium (Flanders)** mobilises local educational providers to promote equal opportunities and undertakes research, formulation of advice and mediation.

The Mercator Institute (*Mercator Institute für Sprachförderung und Deutsch als Zweitsprache*) at the University of Cologne in **Germany**, focuses specifically on linguistic issues, and serves as a collaboration platform between the three key players in education – policy-makers, practitioners and administrators. It develops methods and courses for teaching student teachers throughout all stages of teacher education about teaching German as a second language in all subjects. The Children Identity and Citizenship in Europe develops measures, study materials and tools specifically related to the area of effective citizenship education in **FYROM**.

Box 20. Case study 3: The 'Life is Diversity' project (DE)

The Life is Diversity network (*Leben ist Vielfalt*) in **Germany** came into existence as the result of an initiative by a group of student teachers and teachers with and without a migration background in cooperation with the network of teachers with a migrant background in North Rhine-Westphalia (*Netzwerk Lehrkräfte mit Zuwanderungsgeschichte NRW*) and the Centre for Education Research and Teacher Education (*Zentrum für Bildungsforschung und Lehrerbildung, PLAZ*). Located at the University of Paderborn, the network (from 2011 to 2016) and university group (since 2016) aims to appropriately prepare student teachers for teaching in diverse classrooms. Specifically, it aims to¹³:

- help student teachers to **develop intercultural sensitivity**;
- inspire ideas for intercultural practices in schools through their activities;
- act as a **network for student teachers who are interested in interculturality**;
- act as a forum for discussion and exchange about challenges of teaching in diverse

¹³ See: <http://plaz.uni-paderborn.de/lehrerbildung/besondere-angebote/mitarbeit-in-projekten-und-netzwerken/hochschulgruppe-leben-ist-vielfalt/>. Accessed 01.10.2016.

classrooms that teachers and former members are confronted with.

The group exchanges information and experience about teaching in intercultural settings, and organises support measures for refugees, including German language classes. Other activities include:

- Practice days, lectures and workshops on 'Intercultural Classroom Management'; 'Interculturality and Language Support in School'; 'Multilingualism in German Language Teaching'; 'Training for Arguing Against Prejudices'; 'Representations of Islam in Books for Children and Young People'; Intercultural Competences and their Relevance for Students and Professionals'; etc.;
- Information Events on Teacher Internships
- Excursions to Islamic Mosques
- Cooperation events with the Language Department of the University of Paderborn on language teaching and identifying potentials, and with the Centre for Education Research and Teacher Education (*Zentrum für Bildungsforschung und Lehrerbildung*) on issues of interculturality; and further cooperation activities with local NGOs;
- Tutoring for refugees and part-time activities for children¹⁴

The Life is Diversity network enables an exchange with intercultural sensibility, mutual learning and knowledge gain, enables interculturality and the dismantling of prejudice. It also contributes to the design of schools of the future and to more equality and equity in the education system¹⁵ (PLAZ, 2013).

Source: authors, based on case study data (2016).

Collaboration mechanisms can help bridge different ITE or HE institutions working in (initial) teacher education and diversity. Support measures can facilitate collaboration initiatives and ensure coherence between the activities of different actors. Some of these initiatives offer joint training programmes on issues related to education for diversity, such as the joint network of the Universities of Bremen, Oldenburg, Giessem and Dortmund (*Entwicklungsverbund zur Lehrerbildung – Diagnose und Förderung heterogener Lerngruppen*) in **Germany**, which prepares student teachers in 'MINT' (Mathematics, Informatics, Natural science and Technology) for heterogeneous classroom settings.

One of the main tasks of the special Section for Multicultural Education at the social pedagogics department of the Masaryk University of Brno (**Czech Republic**) is to bridge all activities dealing with multiculturalism at all faculties. In a similar vein, the 'Participatory Development of Inclusion and Multilingualism' (*Impuls - Inklusion und Mehrsprachigkeit partizipativ entwickeln – universitäre*) is a project in **Germany** that established a special team of professionals from all faculties in order to ensure the interdisciplinary implementation of issues related to multilingualism and inclusion.

Other type of support measures

Teachers' preparation for classroom diversity can be supported through the expansion of knowledge about education for diversity by **funding various research projects**. Across countries, local (e.g. ES, FR) or regional (e.g. BE/FI.) authorities have initiated such projects, whereas in others, ITE providers are themselves responsible for their implementation and funding (BE, CH, ME, SE). Research projects can also be supported by international actors such as the Council of Europe and the European Commission.

¹⁴ See: <https://www.facebook.com/LebenistVielfalt>. Accessed 01.10.2016.

¹⁵ See: <https://www.uni-paderborn.de/nachricht/49611/>. Accessed 01.10.2016.

In some countries, special screening instruments enable ITE providers or individual teachers to assess their level of preparedness to deal with diversity. In **Belgium (Flanders)**, an online screening instrument on diversity in teacher education (*Omgaan met diversiteit binnen de lerarenopleiding*) enables ITE providers to screen their policies in relation to identified good practices. In contrast, another online tool in **Spain** (*Una Guía para aplicar la educación intercultural en la escuela*) enables in-service and pre-service teachers to review their own beliefs about diversity and helps them put into practice resources to deal with diversity in schools.

4.6.3. Support measures in ITE in the context of the refugee crisis

The civil war in Syria has forced millions of people out of their homes and hundreds of thousands of them have sought asylum in Europe in the last few years. Joined with arrivals from other regions of the world in socioeconomic and political distress (e.g. Afghanistan, Eritrea, Sudan), the integration of newly arrived migrants and refugees has posed a major challenge to European education systems. This implies mobilising schools, school staff, teachers and teacher educators to adapt to emerging educational and organisational challenges. Support measures in (initial) teacher education aimed at better preparing teachers to teach refugee and newly arrived migrant pupils have multiplied in European countries. In particular, they include the preparation of specialised materials for schools and teaching staff, the mobilisation of expert support teams, the organisation of support courses for foreign speakers, and CPD activities for practising teachers.

European countries that have reacted to the refugee crisis at the education level have tended to provide emergency support responses for the education of newly arrived refugee and asylum seeker pupils (AT, BE/Fl., DE, DK, EL, FR, LV, MT, NO, SE, SI, TR). The new support measures have mostly targeted affected schools in order to improve preparation of their staff to provide schooling for the newly arrived pupils. A wider systemic response focused on CPD initiatives for practising teachers. The ITE level has so far been generally ignored by the sense of urgency created by the refugee crisis. Examples are provided in Box 21 below.

Box 21. Examples of support measures targeted at the increase of refugee arrivals in Europe

In **Belgium**, the **Flemish** government and supporting institutions reacted rather quickly to the recent refugee inflow. Flanders adapted its existing legislation on 'reception education for non-Dutch speaking newcomers in mainstream education' (*Onthaalonderwijs voor anderstalige nieuwkomers*, OKAN), which facilitates the work of schools to organise education for newly arrived migrants and refugees. The teacher population for OKAN classes has been greatly enlarged since 2015. From November 2015 to March 2016, at least 28 applications for subsidised organisation of OKAN classes were submitted (Flemish Advisory Board on Education, 2016).

In **Germany**, the refugee crisis has highlighted the increasing need for additional preschool and school teachers (Migration in Germany, 2015). The education of refugees and consequences for teacher availability and (initial) teacher education have been subject of multiple debates in the last few years at the national (Deutschlandfunk, 2016) and regional level (Der Tagesspiegel, 2015). The Association for Education and Training (*Verband Bildung und Erziehung*) published policy recommendations for responses to refugees regarding education (Verband Bildung und Erziehung, 2015) including calls to provide more support to teacher education. In some Lander

(e.g. in Bavaria) there are debates about the discrepancies between teacher demands, especially German language teachers, and employment rates of new teachers (Bayerischer Philologenverband, 2015). At the same time, other Laender (e.g. Baden-Württemberg) support universities in the intensified qualification of student teachers for teaching German as a second language to teach in integration courses and in schools (Ministerium für Wissenschaft, Forschung und Kunst Baden-Württemberg, 2016).

The large arrivals of refugees and asylum seekers to **Greece** in 2015 and in 2016 have challenged the educational system to respond to the urgent needs for the education and socialisation of refugee children. Created in January 2016, the Committee for 'Intercultural Education and Intercultural Schools' aims to reconstruct current educational measures and policies that have been developed in connection with intercultural education addressed to immigrant students. In March 2016, the Ministry of Education in Greece established a special committee named 'National Council for Refugees' which aimed to record the exact number of refugee children, their country of origin as well as to provide supportive educational measures for their inclusion.

In **France**, a circular published in 2012 redefined the missions and organisations of the CASNAV centres in which refugee children are placed into separate teaching units for newcomers among other non-Francophone newly arrived pupils (*Unités pédagogiques pour élèves allophones arrivants*, 'UPE2A') before being fully integrated into mainstream classes. Any volunteer teacher may be assigned to a teaching unit for newcomers but those with additional certification in French as a second language or an academic background in French as a second language are given priority. Following the recent influx of migrants, asylum seekers and refugees, the French government has supported the creation of additional separate UPE2A classes, such as in 50 primary schools and 75 secondary schools in Paris¹⁶.

In **Sweden**, there are recurring debates about diversity in education and the education of newly arrived at both local and national level such as through various teaching and research networks. The National Agency for Education (*Skolverket*), has issued various documents to support teachers in schools and initiated different exchange possibilities for teachers within the Erasmus+ programme. One of the more challenging developments relates to a new challenge for rural schools. Previously facing threats of closure, merger and class re-composition, some schools in the country's most sparsely populated regions are facing an influx of children with a multilingual, multicultural and/or refugee background, which creates challenges.

Slovenia has started implementing a two-phase approach for the inclusion of refugee children into the educational system¹⁷, including Slovenian language classes and a personal plan of inclusive learning for every migrant learner that involves additional learning support. The Ministry of Education has also launched a project for the enhancement of professional staff ('Enhancement of social and civic competence for teachers'¹⁸). This project aims at empowering practising teachers in different aspects of inclusion through CPD.

In **Turkey**, at least 150,000 displaced Syrian children are currently accommodated in state-run schools (Yeni Akit, 2015), and around 70,000 students are receiving education in refugee camp schools administered by local municipalities, governorships and NGOs. However, at least 250,000 still do not have access to any formal education (Ibid.). Aside from language issues and limited access to basic necessities, these children are often profoundly traumatised and in need of comprehensive psychological support. For those students who have been enrolled in Turkish public schools, much of the responsibility for managing these concerns falls on school

¹⁶ 'L'éducation nationale se mobilise pour la scolarisation des jeunes migrants', *Le Monde*, 14.09.2015. Available at: http://www.lemonde.fr/education/article/2015/09/14/l-education-nationale-sonne-la-mobilisation-generale-pour-la-scolarisation-des-jeunes-migrants_4756807_1473685.html. Accessed 10.10.2016.

¹⁷ Ministry of Education, Science and Sport; MIZŠ. See: http://www.mizs.gov.si/si/vkljucevanje_priseljencev_v_sistem_vzgoje_in_izobrazevanja/postopek_vkljucevanja/. Accessed 13.10.2016.

¹⁸ Project call: http://www.mizs.gov.si/si/medijsko_sredisce/novica/article/55/9598/906a6616bac44f88941ea333cfac1730/. Accessed 01.10.2016.

administrators, school counsellors and classroom teachers (Ibid.), pointing to an urgent need to prepare them to cope with the growing crisis.

Source: authors, based on policy mapping data (2016).

Other support measures have particularly targeted the preparation of migrant and refugee students to enter the teaching profession. In Denmark, Preparatory Courses for Refugees and Migrants (*Forberedende kursus for flygtninge og indvandrere*, FIF) are organised at university colleges in order to increase the number of students with a migrant background. The University College Copenhagen and the University College in northern Jutland, provide one-year non-degree preparatory courses for migrants and refugees who have already obtained a degree in their native country.

The availability of well-designed and sufficiently funded support measures can have a decisive role in the effective implementation of ITE to better prepare student teachers for diversity. The role of public authorities can be key in the creation of or support to initiatives such as national or regional centres aimed at providing expertise and resources development to ITE providers, or through networks and collaboration activities between ITE providers and other actors. This demonstrates the importance of political commitment at the highest level to give political impetus and sustainable support, notably through the adoption of ambitious, specific policy goals and competence frameworks for teachers and ITE.

For example, in **Norway**, the NAFO Centre allows several good practice initiatives on ITE for diversity across the country to be supported (see case study 13). As an important political factor, the country has strengthened multicultural perspectives as mandatory parts of ITE programmes in the new four-year differentiated teacher education programme introduced in 2010. Most universities and university colleges in Norway also provide optional, CPD programmes, ranging from short, one-to-five day-long training courses to full Master's degrees in multicultural understanding and multicultural pedagogy (Følgjegruppe, 2013).

It also implies the importance of working on enhancing countries' implementation capacities, to support their understanding of the logic and importance of curriculum reforms, the competent use of appropriate policy tools, and investment in capacity building (Caena, 2014b). Finally, in the context of pressing societal challenges such as the ongoing refugee crisis, European countries have focused on the creation of support measures for CPD and, so far, largely neglected ITE. This reveals the lack of a continuous and integrated approach to supporting all stages of the teacher career.

4.7. Providing alternative pathways to the teaching profession

4.7.1. Rationale

Alternative pathways to the teaching profession alongside traditional ITE models are offered in only a few countries (European Commission/EACEA/Eurydice, 2013). Alternative routes to the teaching profession often consist of flexible, short-term opportunities, which provide mostly employment-based training (Ibid.). They can be useful tools for alleviating the declining numbers of

applicants in ITE across Europe, compensating teacher shortages and responding to urgent recruitment needs.

Alternative pathways can have a key role to include diversity in the teaching profession, and in the development of specific competences for diversity for future teachers. Notably by allowing the entry of various professional profiles into the teaching profession, alternative pathways constitute a relevant opportunity to attract future teachers with a particular experience of diversity, and/or with a diverse background. The recognition of qualifications as well as training needs of migrants and refugees constitute challenges that many European countries are faced with, notably in order to help fill skill shortages (OECD, 2016a).

4.7.2. Mapping examples of alternative pathways to ITE focused on diversity in Europe

Our mapping identified several relevant initiatives aimed at including diversity in teaching. In **Belgium (Flanders)**, an overview of the quality assurance commission underlined that centres of adult education make successful efforts to turn this diversity in an advantage, like preparing their students for differentiated teaching for diverse learner groups (Flemish Council of Universities and University colleges, 2015b). These centres also have a more diverse student population than universities (both in terms of previous education and in terms of socioeconomic background). However, ITE programmes organised by adult education centres have shown great variety in the quality of the teacher education. A recent ministerial concept note (Crevits, 2016) suggested that adult education centres as providers of teacher education should be phased out.

There are no recognised alternative pathways in **Greece**, however a few NGOs provide specific courses to student teachers or unemployed teachers who support these programmes with their volunteer work. Such programmes promote cultural awareness and empathy towards refugee children by offering teaching services, entertainment activities, and music events (e.g. the NGOs Action Aid Hellas and Child's Smile). In **Latvia**, an alternative pathway to the teaching profession is proposed by the NGO 'Mission Possible'¹⁹, whose primary focus is to provide all pupils with opportunities to fulfil their potential. Mission Possible is an innovative and inclusive programme, offering a one-year short track ITE followed by regular professional development sessions and supervision. It targets successful college or university graduates from other fields. Although ITE institutions are offering certain specific courses on 'handling' diversity, Mission Possible focuses on a learner-centred approach to schooling, where every professional teacher should take into account the multiple identities of any learner instead of focusing on socially defined differences. In **Lithuania**, the NGO initiative 'I Choose to Teach' (*Renkuosi Mokyti!*) provides an innovative model of recruitment, selection and professional support of young teachers. It was found to prepare teachers with good classroom management skills and the ability to apply an individualised approach to teaching (Lithuanian National Agency for School Evaluation, 2012).

¹⁹ See: <http://www.iespejamamisija.lv>. Accessed 13.10.2016.

Other alternative initiatives to access the teaching profession target potential teachers with a migrant, refugee or minority background. In **Estonia**, the 'Youth to School' two-year programme provides an alternative route to becoming a qualified teacher. It offers participants extensive coursework, professional development and practical application of teaching and management skills. The programme combines school-based ITE with volunteer coaching, networking opportunities and a leadership skills development programme. The programme collaborates with Tallinn University in providing ITE for young teachers and in awarding teacher qualifications to graduates of the programme. In 2015, the programme has particularly targeted participants from the Russian community, even though their proportion is still relatively low (less than 10% from a total of 107 participants). A high proportion of those who have successfully completed the programme continue working as teachers (European Commission, 2016a).

In the **Netherlands**, the 'Mobile Educator' initiative provides an alternative pathway for Syrian refugee teachers into the teaching profession, although they are only allowed to teach in refugee centres. Mobile Educator is a joint initiative of Dutch Academic Services and ICLON, Leiden University Graduate School of Teaching²⁰. Similarly, in **Finland** some universities (e.g. Turku and Helsinki) offer courses in pedagogy for immigrants who have teacher qualifications in their country of origin. In **Turkey**, there are several NGO-led professional development programmes informing Syrian teachers about Turkish educational standards. The purpose of this training is to help volunteer Syrian teachers (who are working with students in informal schooling settings) understand the Turkish school system, so that they can better prepare Syrian students to integrate into Turkish mainstream schools²¹.

Alternative pathways can constitute a potentially relevant route to the teaching profession. In their approach to schooling, notably by focusing on different and innovative pedagogies, such as learner-centred approaches, or by targeting student teachers or practising teachers with a migrant and/or minority background, **they offer an interesting approach to tackling diversity in teacher education.** However, the lack of a common approach and the limited number of available alternative pathways to teaching in European countries undermines their sustainability.

5. Effectiveness and transferability of selected ITE initiatives and measures

Key findings

- Very few initiatives dealing with the preparation of student teachers for diversity have been comprehensively evaluated. There is an overall lack of systematic monitoring of ITE policies for diversity and their impact.
- Nevertheless, some evidence indicates that focusing on diversity-related issues within ITE positively impacts student teachers' intercultural and linguistic sensitivity and critical reflection, as well as ITE and education systems overall.

²⁰ See: <http://mobile-educator.org/>. Accessed 13.10.2016.

²¹ See: http://muftah.org/educating-syrian-refugees-turkey/#.VOWIn_nRiUK. Accessed 13.10.2016.

- Key success factors of the effectiveness of ITE policies for diversity include: political and institutional support; grass-roots commitment and strong partnerships; good governance at all levels; adequate funding; well-prepared implementation staff; and continuous in-built monitoring.
- The programmes and initiatives will sustain if the continuity of policy, resources, governance and collaboration is ensured and if a supportive culture for change is developed.

In this chapter, we present the evidence gathered on the effectiveness and transferability of initiatives targeting ITE for diversity. The chapter starts with an overview of the existing research on the impact of ITE programmes on teachers' preparedness for diversity. It is followed by an analysis of the evidence gathered from the primary research carried out for this study, particularly via the 15 case studies (full case study reports can be found in Annex 2). The chapter provides an overview of the effectiveness and sustainability of particular measures and initiatives, their key success factors and existing limitations, as well as a review of the conditions for their successful implementation and transferability.

5.1. Evidence on effectiveness of ITE programmes from the literature

There is a wide overview of various, yet interconnected competences that a 21st century teacher should acquire to address the needs of every child in the classroom, and of challenges posed by an increasingly diverse Europe (see chapter 2) (see e.g. Bennett, 2012; Council of Europe, 2016; Deardorff, 2009; Lindsey et al., 2005; UNESCO, 2013). However, until now this has led to **little empirical research on how and to what extent students in ITE are gaining those competences**. Research tends to focus on what teachers currently lack to be better prepared to teach about and manage diversity in the classroom, rather than focusing on effective measures and methods to better support and prepare them. Furthermore, the research on how teachers apply the competences gained during ITE, and how this impacts pupils' learning outcomes is nearly non-existent.

The systematic literature review demonstrated that most of the evidence on the effectiveness of specific programmes comes from non-European countries (more specifically, the US, Canada and Australia). Most of this literature focused on the characteristics of programmes that support the incorporation of diversity-related content in ITE. It also focused on the impact these programmes have on the development of required specific competences and skills for future teachers to deal with diversity. Evidence shows that practices such as cooperative learning, service-learning, peer tutoring, research projects, real-life classroom experiences and critical reflection (e.g. reflective journaling, videos, etc.) have positive effects on student teachers' perceptions and attitudes towards diversity, and on the development of their cultural awareness (Bianchini et al., 2007; Caruthers & Smith, 2006; Haddix & Price-Dennis, 2013; Masakazu, 2012). In addition, the use of a culturally sensitive curriculum, such as incorporating multicultural literature as part of the core curriculum and thematic units of instruction, helps to broaden student teachers' understanding of diversity (Kitano et al., 1996). Evidence also shows the positive impact of specific courses or programmes focusing on culturally responsive and relevant pedagogy on improving student teachers' knowledge of instruction methods and practices that they

could use when teaching diverse classrooms (Egby, 2012; Gambhir, 2015; Sharma, 2013; Whitehead, 2007).

At the same time, research emphasises a number of obstacles that can limit the effectiveness and capacity of specific ITE measures and programmes to bring about the necessary change. The ad hoc and inconsistent nature of the diversity-related content in ITE curricula and field placements seems to be the main limiting factor to achieving a greater impact on teachers' perceptions and attitudes (Goebel, 2005; Shelley & Vanderhaar, 2008). Research often emphasises that teacher education programmes lack a general link between theory and the reality of teaching, which also makes it difficult to challenge student teachers' cultural experiences (Lehmberg, 2008; Sassi et al., 2012). The relatively short time available for student teachers to engage in the multitude of topics that encompass multicultural education is also found to be an issue. As such, a single, stand-alone course as part of a teacher preparation programme is insufficient (Esposito, 2011; Grossman et al., 2008; Ibrahim, 2004).

Despite efforts to diversify the students, faculty, curriculum and instruction methods, **ITE providers do not always have the knowledge and experience necessary to provide students with relevant skills to deal with the wide range of cultural, linguistic, and socioeconomic diversity** in the classroom and society (Kitano, 1996; Shelley & Vanderhaar, 2008). Providers tend to lack a clear conceptual framework to identify and categorise different multicultural approaches when designing the curricula.

The European literature reviewed also drew attention to how teachers, most often coming from middle class majority backgrounds, can be challenged by the complexity of diversity. This can constrain their capacity to conceptualise, understand or adequately react to diversity. The research also explores what ITE approaches could help in addressing these challenges. While various authors describe a wide range of approaches to engage teachers with diversity-related issues (referring to intercomprehension, service-learning mentoring, exposure to diverse practical experiences, etc.) they also highlight significant risks and limitations of these approaches (Dagkas, 2007; Duckworth & Maxwell, 2015; Pinho, 2015). Evidence focuses on teachers' access to short-term multicultural experiences, where the issue of diversity is seen as something supplementary to ITE rather than a core subject. This literature tends to be critical of the existing conceptualisation of diversity, and the ways that the dominant social norms and organisation limit the attitudes and behaviour of teachers.

The integration of diversity in ITE poses issues in terms of how prominently related content should feature in programmes. This also raises questions on whether the student teachers who would most benefit from having their attitudes challenged are participating in any diversity-related provision in ITE. Gazeley and Dunne (2013) argue that diversity teaching tends to be fragmented within professional studies courses. ITE can provide a space for student teachers to move beyond individualised understandings of diversity and race, and develop more confident and critical approaches. That also implies offering more structural solutions and implementation options to learn about diversity. However, there seems to be a focus on developing the technical skills that teachers need, rather than engaging with critical approaches to diversity. Some studies also highlight that when diversity preparation and

intercultural education is presented as a non-compulsory course, “it supports the idea that intercultural concerns are indeed optional” (Hagan & McGlynn 2004: 250). Harris and Clarke (2011) argue that “there is little evidence to support the idea that explicit units on diversity within an ITE programme are more effective than a programme infused with diversity and vice versa” (2011: 173).

Even though there is too little empirical and comprehensive research on the effectiveness and impact of ITE programmes on teaching practices, **fragmented evidence demonstrates that intercultural competences can be learned in ITE.** This can happen by systematically expose student teachers to diversity-related content and to engage them in self-reflection linked to the new knowledge and experience gained in multicultural settings. The next sections aim to present additional findings on the effectiveness of ITE initiatives from the 15 case studies carried out in the context of this study.

5.2. Effectiveness and impact

The in-depth analysis of the 15 case studies²² carried out in the framework of this study has made it possible to explore the effectiveness and impact that various measures and initiatives can have in their context. Most of the initiatives analysed during the case study stage directly targeted the introduction of diversity-related content in ITE programmes and/or the development of diversity-related competences among student teachers (e.g. specific ITE courses or programmes – CY, DE, DK, IT, MT, LV, practical training initiatives – ES, CH; national support centres – NO; collaboration projects – IE; or networks engaging different stakeholders – DE, NL).

Several case studies were broader in scope and aimed to analyse the implementation of specific national policies with the view to creating conditions for ITE and education in general to address the growing diversity of society (i.e. accreditation policy of study programmes in Slovenia; reform of the school curriculum aimed at the introduction of multicultural education as a cross-cutting theme across subjects in Slovakia; quota policy for ethnic minority students to enter higher education programmes in FYROM).

In this section, we first briefly describe the overall availability of evaluation and monitoring of the effectiveness of different initiatives analysed, and provide an in-depth overview of the key results and impacts of the policies and initiatives.

5.2.1. Availability of evaluations

Out of 15 case studies, only a few measures have been officially evaluated by external quality assurance bodies or other mechanisms. The **Danish Module ‘Basic Professional teacher skills: General education’** (*Lærergrundfaglighed: Almen dannelse*) (case study 5) aimed at preparing teachers to deal with diversity in general²³ was externally evaluated by the Danish Evaluation Institute in 2011. In

²² The process for selecting the case studies, as well as the methodological approach for case study analysis is presented in Annex 5.

²³ The stated aims of the module is to prepare all future teachers in Denmark to be able to deal with the ‘interpretation of public school purposes, the development of professional ethics and the handling of complex challenges in teaching in a globalised society characterised by cultural , value-based and religious

Latvia, the **Master's programme 'Educational Treatment of Diversity (ETD)'** (*Dažādībaspedagoģiskierisinājumi*) (case study 9) was also officially evaluated by the Council of Higher Education in 2013, which resulted in further accreditation of the programme. The Norwegian **National Centre for Multicultural Education** (*Nasjonalt senter for flerkulturell opplæring*, NAFO) (case study 13) uses annual reporting, through which it assesses the achievement of objectives and areas for further development. In the Netherlands, although no official or formal evaluation of the initiative aimed at bringing together migrant parents and student teachers took place, the **National Council of Migrant Parents in the Netherlands** (*Platform Allochtone Ouders en Onderwijs*, PAOO) (case study 12), which implemented this initiative among others, was evaluated comprehensively. Similarly, the implementation of the **Hamburg concept for the integration of migrants** (*Hamburger Handlungskonzept für die Integration von Zuwanderern*) (case study 4), which among other activities aimed at preparing (student) teachers for cultural, linguistic and religious diversity and integrating these issues into ITE programmes, is constantly monitored, feeding continuous development of ITE programmes.

Most of the examined initiatives are still undergoing internal evaluation processes or have self-evaluation mechanisms, which are used to monitor the achievement of the stated objectives and measure their impact on the beneficiaries, at least to some degree. In some cases, monitoring is systematic, while in others it is more informal. A range of different indicators has been used to measure their effectiveness. For instance, to evaluate the **Tandem project** in Spain (*Proyecto Tándem*) (case study 6) the coordinators look at the participants' satisfaction levels and social impact of the initiative on the integration and development of pupils. However, the interviewees also mentioned that these indicators are not clearly operationalised. Similarly, the Cypriot **MIDE project** (*Multiperspectivity and Intercultural Dialogue in Education*) (case study 2) used the following indicators to measure its impact: mainstreaming of the use of supplementary material on multiperspectivity in ITE training modules; and increased appreciation among the general public of multiperspective approaches. The **study unit for primary school teachers 'Responding to student diversity in the primary classroom'** in Malta (case study 11) systematically uses self-evaluation forms and feedback from students taking the course to measure its effect on their professional development.

The impact of some measures has also been assessed through research projects covering the topics initiatives are working on. The evaluation of the **Nightingale mentoring project** (*'Nightingale' – Mentoring- und Integrationsprojekt*) in Switzerland (case study 1) looked at the effect of the project on the development of student teachers' competences and attitudes, as well as participants overall learning experiences with the aim of improving the scheme. The evaluation was conducted in the form of a qualitative research study and no specific evaluation indicators were used. The evaluators also emphasise the challenges connected with the assessment of the impact of ITE initiatives, as often learning and obtaining specific competences can

diversity' in order for ITE students and future teachers 'in a nuanced and reflective way, ...to relate to ethical, political, democratic and religious challenges associated with education, parent involvement and school in a globalised society' (Government of Denmark, 2013, Annex 1).

be a rather implicit process. Similar to the Swiss case, the Irish **DICE project** (case study 7), Italian Laboratory of Intercultural Education (*Laboratorio di educazione interculturale*) (case study 8) and Slovak **strategy 'Multicultural education as a cross-cutting theme in education'** (*Multikultúrna výchova ako prierezová téma vo vzdelávaní*) (case study 15) have also been assessed through small-scale research projects, rather than a systematic evaluation process.

The remaining measures examined in the study have not been evaluated. **Scholarships for Roma undergraduate students** (*Stipendii za studenti Romi na dodiplomski studii*) (case study 10) in FYROM were only introduced during the 2016/2017 academic year. Similarly, an evaluation on the impact of the **Module 'Teaching bilingual children'** (*Undervisning af tosprogede*) (case study 5) is planned. However, it has not been conducted yet, since the module was only introduced in 2013. The **accreditation system of ITE study programmes** in Slovenia (case study 14) does not foresee a monitoring process. German University Group 'Life is Diversity' (*Leben ist Vielfalt*) (case study 3), has not been assessed systematically either, except for informal feedback from the participants of the group.

Not all of the initiatives and policies examined in the study have been the object of a formal external evaluation. Overall, most of the case study interviewees reported a lack of systematic monitoring mechanisms with clearly defined indicators.

5.2.2. Outcomes and impacts

The initiatives examined in this study set out a good basis for the analysis of the possible outcomes and longer-term impacts that the current ITE systems have on the preparedness of student teachers for diversity. In this section, we describe a set of immediate outcomes for student teachers and educators, general potential impacts on ITE and education systems as a whole, as well as likely longer-term impacts.

However as previously mentioned very few initiatives have been evaluated systematically. The analysis of the outcomes for student teachers and teacher educators, and longer-term impact in particular is based on participants' perceptions and informal feedback, as well as anecdotal evidence coming from the interviews conducted during case studies.

Immediate outcomes for student teachers

At the most immediate level, the case studies illustrated a number of direct impacts on beneficiaries participating in the ITE initiatives for diversity. Participants mainly included student teachers and teacher educators. In some particular initiatives aimed at integrating diversity into practical training, practising teachers and school pupils were among the target groups as well. Some of the main direct outcomes for individuals are set out below.

- **Improved intercultural sensitivity and multiperspectivity.**

In many programmes and initiatives examined in the case studies, one of the main goals was to develop student teachers' intercultural competences, and to raise their awareness about cultural and/or linguistic diversity. Through informal feedback and a perceptions' survey, student teachers reported that participating in the **network 'Life is Diversity'** (case study 3) enabled them to become more sensitive to the issues of diversity and interculturality, and to reduce their prejudices against different cultures.

The network coordinators reported that the project increased the attractiveness of the topics of diversity and widened the range of students participating in its activities. Some students considered the activities of the network to be more effective in developing intercultural sensitivity than the seminars they attended at university. Similarly, participants in the integrated ITE programmes provided by the **University of Hamburg** (case study 4) also felt that they were sufficiently prepared for diversity. However, these competences refer to overall understanding and sensitivity towards diversity, rather than specific skills and knowledge, such as teaching the language of schooling.

Interviews with participants in the **Danish mandatory module 'Basic Professional teacher skills: General education'** (case study 5) confirmed that the module was fundamental for their development as teachers able to deal with diverse cultural encounters, an inclusive classroom and to cooperate with parents from various cultures and ethics. However, at the same time many university college teacher educators still considered the general teaching professional skills as insufficient for the preparation of future teachers (Danmarks Evalueringsinstitut, 2011).

- **Improved understanding of diversity-related concepts.**

According to Fitzgerald (2007) the participants in the Irish **DICE project** (case study 7) were more likely to consider the delivery of a global dimension in ITE as 'very important' after participating in the modules. According to the 2008-2010 and 2011 evaluations of the Latvian **Master Programme 'ETD'** (case study 9), it provided opportunities to obtain intercultural communication skills. Intercultural communication positively affects the quality of student-student and student-staff interactions, as well as the quality of diversity-related experiences through students' participation in problem-solving and information exchange during the e-learning process. According to the programme coordinator, "graduates have developed a scientific mind to approach a problem." MA students also emphasised that "the programme gave them an understanding of the different concepts used in inclusive education, when talking about diversity and also gave them the opportunity to learn about the historical development, about concepts and understanding of diversity at national and international level."

- **Increased confidence and self-esteem among future teachers.**

Increase in self-esteem and self-confidence in being a modern teacher was highlighted repeatedly. For instance, informal feedback on the **network 'Life is Diversity'** (case study 3) demonstrated that the measures helped to provide student teachers with orientation and self-confidence, diminish their fears and make knowledge and information available for concrete application in the classroom. Students of the **Module 'Teaching bilingual children'** (case study 5) in Denmark also reported that they became more confident in their future work with bilingual students and learned the techniques, hands-on training and practical tools to implement their own teaching in a multilingual and multicultural classroom. The evaluation of the Maltese study unit for primary school teachers **'Responding to student diversity in the primary classroom'** (case study 11) highlighted that the unit helped student teachers to reduce their prejudices about diversity in the classroom. It allowed them to become familiar with individual pupils' strengths and needs during their classroom teaching,

and to gain skills for planning and adjusting their lessons to meet individual student needs.

- **Critical reflection about teachers' own practices.**

The case study on the Cypriot **MIDE project** (case study 2) reported the importance of the project's attempt to reform history teaching towards the direction of critical thinking and reconciliation. Thus, the material produced encouraged multiperspectivity, and a critical and historically-sensitive engagement with different voices and perspectives. The **Laboratory in Intercultural Education** in Italy (case study 8) emphasised the development of intercultural competences of future teachers through the improvement of critical analysis and observation skills. One of the main benefits of the laboratory is that it allowed student teachers to experiment (through the medium of team work) how interculturality works, and what it can achieve in an educational setting.

Some projects also emphasised the importance of blending theory with practice to enable critical reflection on the concepts used, such as social and cultural diversity, environment integration, links between school and society (e.g. **Tandem project** in Catalonia (case study 6) and **study unit for primary school teachers 'Responding to student diversity in the primary classroom'** in Malta (case study 11).

Effects on ITE systems' sensitivity to diversity

Evaluations of policies and measures promoting ITE for diversity also reported a range of positive impacts on the overall sensitivity of ITE systems for diversity. Some of the key findings are set out below.

- **Greater awareness about diversity among teacher educators**

Several initiatives analysed had positive effects not only on student teachers participating in the programmes, but also on teacher educators, increasing their awareness of diversity and its importance for teacher education. The case study on the network **'Life is Diversity'** (case study 3) reported that speakers and lecturers invited to the network activities used the issues raised during group discussions as inspiration and inputs for seminars after becoming aware of the importance and relevance of themes raised by the students. The network also had an indirect influence on the content of the programmes offered at the University of Paderborn, by offering flexible thematic courses. The annual reports of the Norwegian **National Centre for Multicultural Education** (NAFO) (case study 13) emphasise that those institutions cooperating with NAFO have become more conscious of paying more attention to diversity and inclusion in teaching than before. According to the coordinator of the Irish **DICE project** (case study 7), the initiative has been very effective, especially in integrating development and intercultural education into the programme frameworks of the Bachelor of Education and Professional Masters in Education qualifications.

- **Access to knowledge and material**

The abundant material and knowledge produced because of the initiatives analysed represent the major benefits for ITE systems of infusing their practices with diversity-related content. For instance, the supplementary education material produced because of **the MIDE project** (case study 2) includes new perspectives and reflections on common Cypriot history and up-to-date cutting-edge methodology for history teaching. This aims to cultivate skills related to a principled evidence-based historical

inquiry, critical historical thinking, as well as the development of historical empathy and understanding²⁴. However, the use of this material and approaches is limited to individual professors due to the lack of political and institutional support. There is anecdotal evidence that the ideas are transferred to the policy level as well, however, this is done in informal ways.

In Norway, participation in the regional and national networks established by **NAFO** (case study 13) provides ITE institutions with access to knowledge about how diversity is dealt with in practice. Furthermore, NAFO's digital portals have also been important tools for increasing consciousness and enhancing competence in the multicultural area for the HE sector. The centre has received positive feedback from ITE providers who have participated in projects, networks and conferences. Teacher educators who have been in contact with NAFO reported that they are satisfied with the assistance they received (Aamodt et al., 2014).

- **Improved links between theory and practice.**

An important outcome of several activities analysed was bridging the gap between theory and practice. For instance, to strengthen the connection between theoretical teachings, research and practical implementation, the **University of Hamburg** (case study 4) organised research workshops, during school internships. These workshops aimed to create themes about different research-related aspects of diversity. Students are encouraged to develop their own research project including a literature review, empirical assessments, piloting and implementation in schools. Similarly, according to the internal evaluation of the **network 'Life is Diversity'** (case study 3) in the University of Paderborn, network activities such as practice days, scientific workshops and discussions involving teacher educators, student teachers and practising teachers, strengthen the linkage between theory and practice.

Furthermore, service-learning programmes like the **Tandem Project** (case study 6) in Catalonia, also help to bridge the gap between theoretical instruction and practice through reflective partnerships between ITE students, pupils, university educators, social actors and schools. In a similar vein, regional collaboration networks (the so-called NAFO-wheel) established by **NAFO** (case study 13) are an important source of exchange and reflection on the work of ITE providers, schools and municipalities and create coherence between practice, theory and research.

- **Increased enrolment of students with a migrant/minority background into higher education**

The main results from the **'quota' measure in FYROM** (case study 10) were the increase in the number of Roma students and students from other smaller communities in ITE and higher education in general, and the improvement in the quality of their education. In comparison to the period when quotas started to be implemented – when only one or two Roma finished higher education annually, 32 Roma finished their undergraduate studies in 2014 (State Statistical Office of the Republic of Macedonia, 2015). This result led to some of them being recruited to the

²⁴ For more information about the approach of the Supplementary Educational Material see Councill et al. (2013). For a manifesto of AHDR vision about history education see AHDR (n.a.). For a discussion of this approach in relation to peace and reconciliation, see Makriyianni & Psaltis (2007).

education sector. There was a notable increase in the number of Roma teachers in elementary and secondary education, as well as in the NGOs working in the educational field. According to unofficial figures from the Ministry of Education and Science²⁵, around 200 Roma are currently enrolled in higher education, half of them in ITE.

Wider impact

An analysis of the selected policies and initiatives has also shown that they are likely to bring wider and longer-term impacts. However, the findings presented below are based on participants' and coordinators' perceptions and reflection on the potential impacts of the selected initiatives, as no empirical research has been conducted to date.

- **Promoting equity in education**

Most stakeholders consulted during the case study were positive about the broader impacts that the student teachers' network **Life is Diversity** (case study 3) could bring to ensure equity in education. According to PLAZ²⁶ assessment, the network contributes to the design of schools of the future, and to more equity in the education system, as university graduates are more prepared to deal with diversity (Zentrum für Bildungsforschung und Lehrerbildung, 2013). As a result of the **Nightingale** project (case study 1), pupils paired with mentors were integrated at school, and the practice had a positive effect on their learning situation, exchanges and cooperation with school classmates. Pupils acquire a role model that enables them to discover new ways of life and access otherwise unknown educational opportunities and benefit their language abilities.

In Malta, student teachers in the study unit on '**Responding to student diversity in the primary classroom**' (case study 11) have to report on the impact of their project on an identified student, and on their own professional development. Student teachers report varying levels of success in helping the identified pupils to achieve the set learning targets. They also report important collateral impact on the pupils' increasing engagement in academic learning, interaction with peers and development of a greater sense of belonging to their classroom.

- **Contributing to the shift towards cultural sensitivity in education systems**

The case study reflections indicated that several of the selected initiatives could contribute to gradual systemic change in education systems, helping them to become more inclusive, more culturally sensitive and ultimately more effective for all. In **Slovakia**, the evaluation study of the implementation of human rights education as a transversal objective, and in particular multicultural education as a compulsory cross-cutting theme for ISCED 0-3 (case study 15), has shown positive results in the general perception of diversity in schools (Ondrášová, 2015). Teachers reported the "development of communication skills, increased tolerance to the opinions and

²⁵ According to the Law on protection of personal data from 2005, faculties are not allowed to collect data on ethnicity. There is no figure on the distribution of quotas on ethnicity, because no institution is collecting such data from the faculties.

²⁶ The Centre for Educational Research and Teacher Education in the University of Paderborn (Zentrum für Bildungsforschung und Lehrerbildung).

attitudes of other people, less critical view of the differences” (Ondrášová, 2015: 16) among their students. The students themselves reported improvements in terms of being able to discuss and get quality materials regarding human rights, including a few cases of practical examples and exercises (Ibid.).

However, the evaluation study demonstrated that results of the multicultural education initiative in Slovakia are highly dependent on individual teachers, and on whether they promote the goals of the subject outside the classroom (Ondrášová, 2015). Pupils tend to reflect on attitudes and narratives expressed in the public discourse, which underlines the influence of policy-makers/parents/teachers when discussing diversity-related issues such as immigration and asylum. This constitutes a key contextual factor for the effectiveness of cross-cutting multicultural education initiatives in the country.

- **Empowering immigrant parents and communities**

According to the internal project feedback, as a result of the initiative by the **National Council of Migrant Parents in the Netherlands** (PAOO) (case study 12), parents with a migrant background indicated that they became more critical of the manner in which their own children were being educated. According to project leaders, the guest lectures helped the parents become more empowered and vocal. The initiative also helped mobilise migrant communities around education issues and build relationships between ITE providers and communities. The evaluation of the **Nightingale project** in Switzerland (case study 1) also reported positive results for the parents as the ITE student mentors acted as important cultural mediators.

- **Promoting inclusive policy-making**

The case study analysis also demonstrated some effect of the initiatives on overall policy development; however, this was mainly due to the personal dedication and connections of programmes coordinators. For instance, some of the core team members of the Cypriot **MIDE project** (case study 2) were working at the Ministry of Education, which allowed them to contribute to the promotion of critical historical thinking in the discourse of the Ministry. Although indirectly, the work developed during the four years of the project has become influential in the design of future education policies. In Hamburg, the co-founder of initiative **Multilingualism in teacher education** (case study 4) used to work as the Commissioner for Foreigners’ Affairs, which allowed her to reach out to several policy-makers and gain policy support for the implementation of the initiative.

- **Social impact**

The case study analysis also provides some indications of the potential social contribution of projects aimed at integrating cultural diversity into teacher education and learning materials. For instance, interviewees report that the main contribution of the **MIDE project** (case study 2) was to legitimise the discourse on peace and reconciliation within Cypriot educational debates in the north and south. It has also created a safe space and community within which these practices could be discussed meaningfully and purposefully, and has prevented public debates from sliding down towards nationalism, prejudice and hostility.

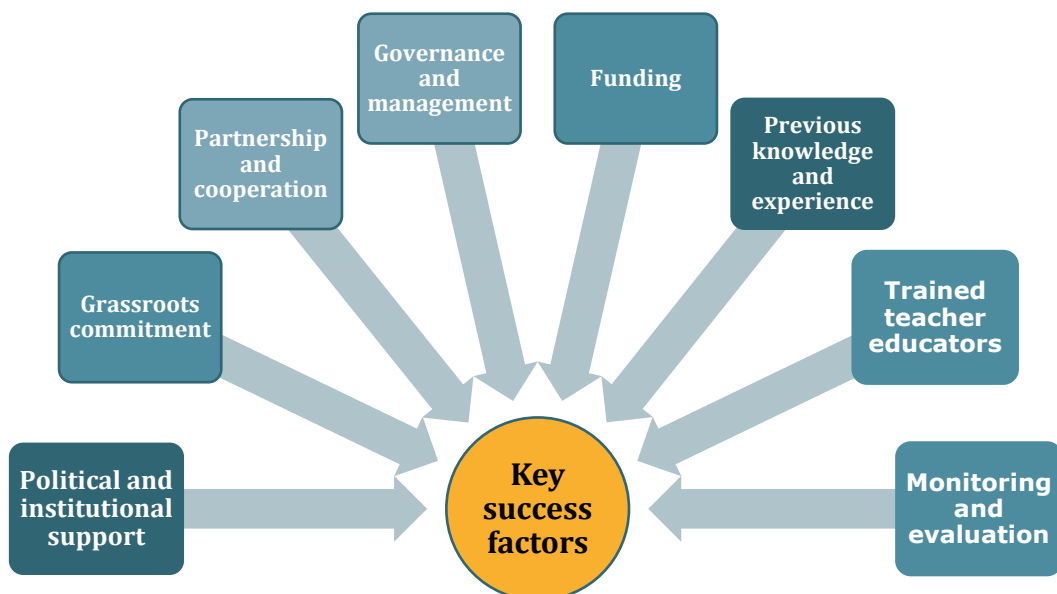
5.3. Enablers for success

In this section, we consider the key success factors for the implementation and sustainability of the policies and initiatives examined. These also include areas for further development, which could improve the analysed policies' and initiatives' effectiveness and impact, or serve as lessons for the design and implementation of similar initiatives.

5.3.1. Key success factors

In analysing the interview data and evaluations evidence, the following factors were considered crucial for the effective implementation of the initiatives examined in this study.

Figure 9. Overview of key success factors



Source: authors (based on case study analysis).

- **Sustained political and institutional support and commitment.**

Political and institutional support was identified as one of the most critical factors for effective implementation of the measures aimed at teacher education for diversity. The case study on **Multilingualism in teacher education** (case study 4) at the University of Hamburg emphasised that the creation of the Hamburg Commission for Teacher Education (*Hamburger Kommission Lehrerbildung*) and its work since 2000 was a central factor for the introduction of the measure. The political commitment and awareness of the importance of ITE for diversity were necessary for the systematic introduction and implementation of the curricula that integrates diversity as a transversal issue (see Box 22 below).

Box 22. Political support for the implementation of the 'Multilingualism in teacher education' initiative (case study 4)

Even though the University of Hamburg, in particular its department on 'Diversity in Education Research,' is responsible for the development, design and implementation of the measure, the introduction of Multilingualism in teacher education was made possible due to the favourable

political climate in the region. The implementation of the measure was guided by:

- The 'Standards for teacher education: education science' (*Standards für die Lehrerbildung: Bildungswissenschaften*) of the Standing Conference of the Laender (2004) and their recommendations on dealing with cultural and social diversity as well as diagnostic skills as key competences for teachers. The need for the federal state to include and further develop intercultural education in ITE was further emphasised by the new edition of the KMK recommendations on Intercultural education and training in the school (*Interkulturelle Bildung und Erziehung in der Schule*) in 2013.
- The 'Hamburg concept for the integration of migrants' (*Hamburger Handlungskonzept für die Integration von Zuwanderern*) of 2007, which calls for intercultural education to be included in ITE. This was reinforced by the Hamburg concept for the integration of migrants of 2013 that makes provisions for the systematic qualification of school staff to deal with cultural, linguistic and social diversity as the main task for realising the concept of a diverse school.

In 2006, while reforming ITE in accordance with the recommendations of the Hamburg Commission for Teacher Education (2000), the Senate of Hamburg decided to implement the 'Dealing with cultural and social diversity' initiative as one of three priority themes obligatory in ITE (University of Hamburg, 2014; 2016).

Source: authors, based on case study data (2016).

Similarly, the establishment of **NAFO** in Norway (case study 13), or the introduction of a **quota system** to ensure places and scholarships for student teachers with a minority background in FYROM (case study 10), were the result of political support and recognition of multiculturalism and diversity in society. In FYROM, however, this political commitment did not bring the ITE policy forward in terms of re-conceptualising the content of curricula. In Norway, on the other hand, the government's explicit focus on teacher education creates an important opportunity to develop a new teacher education framework that explicitly addresses the needs of immigrant pupils within mainstream teaching in school (Følgjegruppe, 2014). Projects initiated by grass-roots stakeholders similarly need policy support to mainstream practices at the national level and ensure their continuity. For instance, the changing political climate was detrimental for the take-up of such initiatives as **MIDE project** in Cyprus (case study 2) or **National Council of Migrant Parents in the Netherlands (PAOO)** in the Netherlands (case study 12), and eventually caused the discontinuation of the projects, despite positive evaluations on their potential impact.

On the contrary, **lack of clear operationalisation of national goals and priorities** limits the effective implementation of the policies. For instance, the introduction of diversity-sensitive **criteria for the accreditation of study programmes for teachers** in Slovenia (case study 14) did not really translate into practice, due to the unclear conceptualisation of diversity and broad formulation. Achieving a high consensus on the measure between the Ministry (MIZŠ) and the faculties that provide ITE programmes is a crucial step. This could be achieved by establishing a dialogue between the government, experts, teachers and getting feedback on what policy mechanisms and instruments they have or lack to be able to deal with cultural diversity in classrooms and schools.

- **Grass roots commitment and dedication.**

High levels of dedication and commitment of project coordinators and participants were found to be an important success factor in most of the initiatives examined. Stakeholders of the students' network '**Life is Diversity**' at the University of Paderborn (Germany) (case study 3) underlined the strong dedication and motivation

of student teachers who initiated the creation of the network. Together with university lecturers and participating schools, they supported the activities aimed at developing intercultural sensitivity among education stakeholders and inspiring intercultural practices in schools. Moreover, the measure was implemented with very limited financial resources (e.g. some funds available for external speakers), while student teachers and university professors would contribute to the network without payment. Such dedication and perseverance led to the establishment of the formal university group 'Life is Diversity' (in place of the informal student network) with some university funds being allocated for its activities. The importance of such commitment was also underlined by the stakeholders of the **Master programme 'Educational Treatment of Diversity (ETD)'** at the University of Latvia (case study 9). The interviews revealed that readiness for change and openness towards innovation among teaching staff, as well as the enthusiasm of new programme directors, were significant conditions contributing to the creation and successful implementation of the ETD Master's.

- **Strong partnerships and cooperation.**

The effective collaboration between relevant partners and stakeholders appeared to be a crucial factor for the successful implementation and outreach of initiatives on ITE for diversity. Depending on the design and scope of the measures, the partnerships included teacher education institutions, universities, education authorities/ministries at national or regional level, representatives of migrant/minority groups, NGOs and schools. For instance, the successful implementation of the **Tandem Project** (case study 6) depended on close collaboration between the University of Rovira I Virgili and the Government of Catalonia, which ensured the participation of primary and secondary schools, vocational and training centres in the city of Tortosa and its suburbs. The success of **NAFO** in Norway (case study 13) is due in part to the multi-level networks and its integrated approach connecting educational levels, from kindergarten institutions to colleges and universities (Aamodt et al., 2014). In the case of the **MIDE project** in Cyprus (case study 2), international partnerships with distinguished international advisers increased both the quality and the value of the materials produced and the trainings delivered.

The Irish **DICE project** (case study 7) aimed at introducing a cross-curricular approach towards intercultural education within the centralised Primary School Curriculum. The project emphasised that in order to successfully achieve these goals, the designated DICE lecturing staff must work collaboratively with colleagues from a broad range of disciplines (when co-developing and co-delivering lectures and carrying out research). Stakeholders highlighted that capacity-building among staff across the partner institutions has contributed to the wide reach of DICE and to its penetration within a broad range of ITE modules.

- **Good governance and management.**

Good planning and effective management at national, local and ITE provider level were also emphasised as important success factors by several stakeholders. Multi-level networks and partnerships need strong coordination to be successful. In this light, beneficiaries of **NAFO** projects (case study 13) highlighted that the good management and planning of NAFO initiatives were crucial for their success. At the same time, the stakeholders valued the non-bureaucratic mode of working and the

flexibility of the centre. Smooth governance of the **DICE project** (case study 7) was also mentioned as one of the project's strengths.

- **Effective funding mechanisms.**

Most interviewed stakeholders agreed that appropriate levels of funding were essential to implement ITE initiatives effectively, and to expand them where possible. The voluntary nature of the engagement of teachers and teacher trainers in the **Nightingale project** in Switzerland (Zug) (case study 1) and the network '**Life is Diversity**' (case study 3) was highlighted as one of the weaknesses of the projects. This had implications for their effectiveness and expansion, as it limited the time and commitment the participants could spare for the project activities.

More specifically, some stakeholders emphasised the necessity for diversification of funding sources. However, this can either result in certain instability, if the initiatives depend on short-term project funding (e.g. some projects coordinated by **NAFO** (case study 13) in cooperation with ITE providers) or the opposite, make the project less dependent on central funding, the level of which can fluctuate as a result of changing political climate (as happened to the **National Council of Migrant Parents and in the Netherlands and Dutch Institute for Multicultural Issues** (case study 12).

- **Effective monitoring and evaluation.**

Lack of sufficient monitoring and/or evaluation of the initiatives makes 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. The **Tandem project** (case study 6) stakeholders emphasised that external evaluation is required to understand the way the projects meets the objectives in terms of ITE and to have the social objectives established in the programme. Evaluators of the **Nightingale project** (case study 1) emphasised the need to strengthen internal evaluation and feedback to better match the goals of the projects and activities of the mentors. With structured and supported reflections before, during and after the project – both in the group and individually – those difficulties could be tackled to obtain an even greater benefit for the mentors (Leutwyler et al., 2014a).

- **Previous experience and knowledge.**

Some stakeholders emphasised that the experience gained, as well as public and policy awareness on the benefits of interculturalism, represented important factors for successful implementation of new initiatives. For instance, the most crucial element showing **NAFO's** (case study 13) influence in enhancing ITE institutions' involvement can be seen by the fact that diversity is included in the national ITE curricula. Similarly, the existence of a national framework recognising diversity was laying a foundation for the development of ITE study programmes incorporating multilingualism as a transversal issue in Hamburg (case study 4). Diversity and multilingualism-related seminars had already been offered before the official implementation of the policy at the **University of Hamburg**. The expertise of different departments of the university that contributed to the design and implementation of the measure, the establishment of the respective provisions in official regulations and documents of the University of Hamburg made the measure successful. The **Tandem project** (case study 6) also showed that the longer tradition of socio-educational work in the region (Catalonia) with regards to other parts of Spain, has created a favourable environment for the introduction of the programme.

Interestingly, some stakeholders highlighted the role of increased research evidence on raising awareness about the need to pay more attention to heterogeneity (case study 3 on the network 'Life is Diversity').

- **Well-prepared teacher educators.**

In line with the findings discussed in chapter 4, well-prepared teacher educators and mentors were mentioned as important key success factors, in particular for the measures focusing on ITE curriculum content. In **Denmark** (case study 5), some initiatives foresee the supervision and training of teacher educators at university colleges by university professors and lecturers, or by arranging content-specific conferences. This aims to help teacher educators be up-to-date on the latest research knowledge within their field of teaching. In Malta, teacher educators involved in the **study unit for primary school teachers** 'Responding to student diversity in the primary classroom' (case study 11) must be experts in inclusive education, and particularly in culturally responsive education and differentiated teaching, to be effective in preparing student teachers.

5.3.2. Sustainability of examined initiatives

The explorative interviews conducted for this study suggest several conditions for ensuring the sustainability of practices and initiatives on ITE for diversity. These four elements of continuity are summarised in the text and in Figure 10 below.

Figure 10. Conditions for sustainability



Source: authors, based on case study analysis.

- **Continuity of policy**

Continuity of political commitment and the uninterrupted nature of policy development is a key condition for sustainability of ITE for diversity. As examples from case studies show, the existence and effectiveness of specific initiatives are highly dependent on the political climate. Interviewees in Norway mentioned that as long as multicultural education was a high-stake issue in society at large, the university colleges would welcome all initiatives from **NAFO** (case study 13). Similarly, in **Denmark**, political

interest in maintaining the programmes on learning how to teach bilingual pupils can serve as an argument for the sustainability of the modules (case study 5). Despite some political parties and part of the public discourse opposing migration to the country, the number of migrant children in primary school and lower secondary school (in total 12%) seems to warrant that many officials in the Danish governmental system are aware that there is a need for coherent policies to address these challenges (Danish Ministry of Education, 2015; SFI, 2012).

- **Continuity of governance**

Coherent planning and coordination of the projects, as well as continuity of governance of initiatives, were also identified as an important factor of their sustainability. According to the evaluation of the **National Council of Migrant Parents** in the Netherlands (PAOO) (case study 12), the ad hoc and spontaneous nature of the lectures provided by migrant parents prevented them from impacting ITE traditions and culture on a more sustainable basis. In addition, the project was designed as a temporary intervention and was not continued after the funding was stopped. While the fact that the informal students network '**Life is Diversity**' (case study 3) was registered as a university group considerably contributes to the projects' sustainability, the high fluctuation of its members, as well as frequent change of the board (once per year) limits the continuity of its activities.

At the policy level, coherence in the implementation of newly introduced initiatives is crucial for its sustainability, as we have also seen in chapters 3 and 4. For instance, even though the introduction of **multicultural education as a cross-cutting issue** in Slovakia (case study 15) was formally supported by the Ministry of Education, it did not comprehensively translate into school and ITE curricula due to the lack of necessary supporting policies. Sustainability should be ensured through the establishment of structures and definitions of concepts in policy documents to guarantee that the continuation of the measure does not depend on individuals, but has an institutional basis (Ondrášová, 2015).

- **Continuity of partnerships**

Limited collaboration with relevant partners, particularly, the involvement of policy-makers, was another factor limiting sustainability of the initiatives coordinated by NGOs. For instance, close collaboration with the central educational authorities in the **MIDE project** in Cyprus (case study 2) would allow effective dissemination of the material, mainstreaming of the use of the material produced, organisation of extensive teacher trainings, widening the participation of teachers, etc.

- **Continuity of resources**

The availability of funding was identified as a key success factor for the effective implementation of the measures. The uninterrupted nature and stability of funding overtime is an important condition for the sustainability of implemented initiatives. However, many initiatives examined in this study do not have stable funding, which creates some uncertainty. In Norway, **NAFO** (case study 13) receives a basic grant annually which only covers part of the annual budget. Most of the funds are transferred throughout the year and are connected to external assignments and projects. This leads to uncertainty and unpredictability for longer-term planning. The **National Council of Migrant Parents in the Netherlands** (PAOO) (case study 12) was a three-year project that was totally dependent on government funding. Political

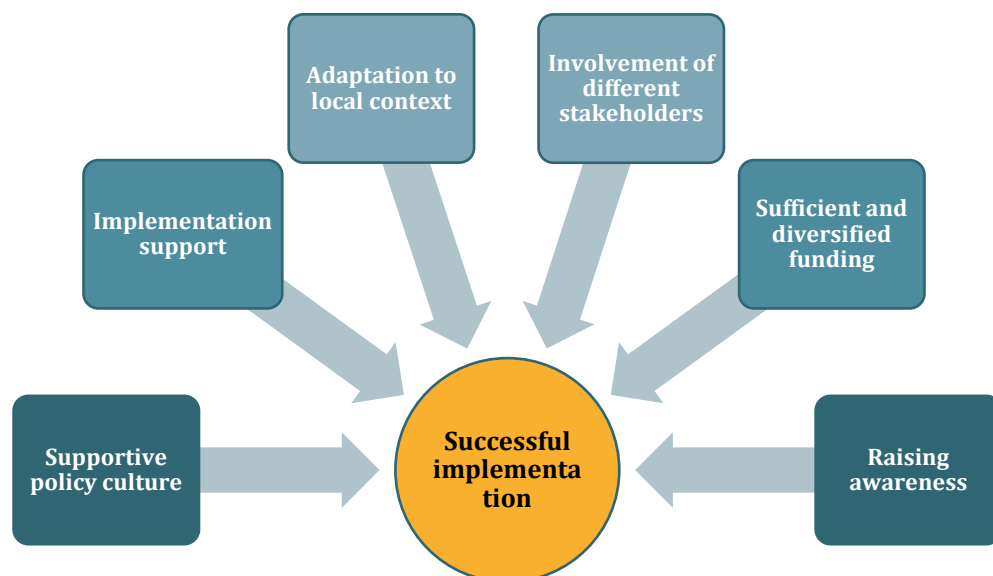
will to fund the measure disappeared with the changed political climate. Since there was too little grass-roots initiative and community buy-in to survive funding cuts, this resulted in the discontinuation of the measure. Similarly, national budgetary restrictions can limit opportunities for expanding the measure (e.g. increasing the number of **quotas and scholarships** for study programmes for teachers in FYROM (case study 10).

Supportive culture for change, building on appreciation of diversity is highlighted as a transversal element necessary for successful implementation and mainstreaming of inclusive practices across all contexts. For instance, the fact that overall policy discourse and societal practices encourage stereotypes, the introduction of formal subjects on intercultural education in Slovak schools, was not effective (case study 15). For successful change, a national education programme with a focus on intercultural education should be further infused into teacher education (both initial and continuous) as well as other cross-sectoral policies (such as social, media, non-discrimination policy).

5.3.3. Transferability

Even though the empirical evidence is scarce, the analysis of key success factors for the effective implementation of the initiatives and policies, allowed the potential for transferability of these policies to be explored. A cross-analysis of the measures selected for the study highlights a number of conditions required for their successful implementation (see Figure 11 below).

Figure 11. Conditions for transferability



Source: authors, based on case study analysis.

- As discussed before, a **supportive policy culture** is an important pre-condition for the effective implementation of policy or grass-roots initiatives. In many cases, such support ensures the availability and stability of funding, and delivers a message on the importance of the policy to all stakeholders.

- However, the formal introduction of a specific initiative at the policy level risks being ineffective if there is no **delivery system** in place. As the case of Slovakia demonstrated, the formal requirement to infuse intercultural education into the school curriculum will not have much impact on the intercultural sensitivity of the population if the rest of the education policies and overall policy discourse promotes segregation and stereotypes. This example also highlights the need for effective mechanisms for teacher education and school support to challenge these perceptions.
- **Adapting to the local context and needs** is a crucial step in preparing and implementing initiatives on ITE for diversity. Due to different regulations and ITE structures existing between countries, and often between regions of one country, replicating a specific measure would only be possible through individualised models that match the local regulations and involvement of local stakeholders. However, small-scale initiatives coordinated by teacher educators or student teachers can be more easily replicated in different contexts due to their flexibility and sometime informal structure. This makes them easily adaptable to the local needs and priorities.
- To be effectively implemented, policies and initiatives on ITE for diversity require **sufficient resources**. At the same time, **diversifying funding sources** is crucial so as not to be dependent on governmental funding, which can be easily reduced in times of crisis or changing political climate.
- As seen earlier, **involving various stakeholders and creating effective partnerships** ensures effective implementation and dissemination of successful measures, making it possible to tailor the activities to different needs. As multiple case studies demonstrated, the collaboration between ITE providers, policy-makers, schools, social actors, NGOs and experts is crucial for the implementation and expansion of the policies and initiatives on developing ITE for diversity. To facilitate policy learning across different contexts, stakeholders emphasised the added value of trans-national working groups. This helps to adapt specific models or programmes to the needs of the country/region they are being transferred to. Participants also underlined the need to work towards a **culture of collaborative governance for ITE, by opening ITE to all relevant education stakeholders**.
- **Raising awareness among stakeholders on the relevance of ITE for diversity is crucial**. The case study analysis demonstrated that the main limitations for transferability derive from the real opportunities and mechanisms for cooperation among diverse institutions, specifically local or national authorities and universities. Other limitations include resistance to transforming traditional methodologies developed in ITE. Therefore, it is crucial to raise awareness among all educational stakeholders, including ITE providers, to change the perception of the need to prepare teachers to address diversity in their classrooms. Collaboration with NGOs and research on teacher education for diversity were mentioned as some of the effective approaches to raise public awareness.

6. Conclusions and recommendations

6.1. Conclusions

This study has helped to consolidate existing knowledge, and gather new evidence on the way student teachers are prepared to deal with diversity in the classroom and to teach about diversity in society. This final chapter draws together a summary of the major research findings to present the key conclusions and recommendations emerging from the study. The research data point to the following conclusions:

6.1.1. National education policies in Europe need a paradigm shift in their approach towards diversity

European countries have been increasingly realising the need to adapt ITE systems to prepare student teachers to embrace and teach about diversity-related issues in the classroom. The study detects a growing tendency to recognise the benefits that cultural, linguistic, religious and social diversity can bring to schools and to society. Nevertheless, deficit-based approaches still prevail in many countries.

Several limitations constrain European education systems from sustainably changing the way in which diversity is perceived at the policy and institutional level. There is overall lack of consensus and clear definitions of diversity-related concepts in ITE and education policy overall. Some European countries respond to the diversity of their student population by strengthening the promotion of values such as equality of opportunities, secularism and the fight against discrimination. While these concepts relate to key and fundamental European values, they focus the societal discourse on the perceived deficits of pupils with a migrant and/or minority background. Furthermore, in most countries there is a tendency to focus on assimilation and acculturation, rather than integration as a two-way process. This approach fails to recognise the added value of the linguistic, cultural, and religious diversity these pupils bring to European societies and schools, which could result in lost learning opportunities for all.

Nevertheless, **numerous countries analysed in the study adopted specific policy goals that aim to steer ITE systems in a more inclusive way, which highlights a growing political focus on diversity.** At the same time, the integration of policy goals on ITE for diversity does not yet guarantee their effective implementation at the provider level, as policy mapping demonstrated. Various case studies pointed that strong and sustained political commitment, followed-up with implementation support in some countries (such as Germany, Norway or Denmark) was crucial for comprehensive integration of diversity-related issues into ITE policy.

6.1.2. Competence-based ITE systems are more likely to effectively prepare student teachers for diversity, provided competences for diversity are well-defined

Policy-makers are increasingly focusing on defining the teacher competences for diversity, despite a lack of consensus on what these competences should be. Nevertheless, these definitions rarely include specific learning outcomes in terms

of knowledge, understanding and skills. This creates limitations in the way teachers can be effectively prepared.

Providing clear definitions of specific competences and requirements/guidelines for ITE programmes to develop these competences contributes to their effective interpretation by teacher educators and student teachers. Countries that include direct references to competences for diversity in their competence frameworks for teachers and ITE also tend to see diversity and multiculturalism as an asset, and adopt relevant specific objectives for diversity in ITE.

Effective external evaluation of the quality of ITE is increasingly recognised as a key component of ITE governance in Europe. However, most quality assurance mechanisms do not take diversity-related aspects into account when evaluating ITE programmes and curricula. Furthermore, existing quality assurance systems are rarely linked to the competences and learning outcomes to be acquired by student teachers. In evaluating, accrediting, and providing recommendations for ITE systems, quality assurance can constitute a key tool to better promote the inclusion of diversity from the policy to the provider level.

6.1.3. Transversal and comprehensive curricular approaches help to better prepare student teachers for diversity

The study reveals that initiatives which integrate diversity content in ITE curricula in a cross-cutting and mandatory way are rare in Europe. Instead, diversity-related content is either available through specific ITE programmes, or ad hoc courses and workshops occasionally integrated into the learning process. When designed as mere 'add-ons' to the curriculum in response to pressing societal issues, ad hoc courses on diversity-related issues risk fragmenting the curriculum and compromise the implementation of a comprehensive pedagogical approach to diversity throughout ITE.

The introduction of mandatory courses aimed at better preparing teachers for diversity is a necessary step to making the curriculum more relevant to all learners, but is more effective when accompanied by an integrated curricula approach. Introduced within all ITE degree programmes, transversal modules on multiple aspects of diversity such as multilingualism, or citizenship education, represent an integrated way to infuse diversity throughout the curriculum (e.g., Germany (Hamburg) and Denmark (Aarhus)). This approach helps to make diversity a common issue, without limiting it to an ITE pathway or a separate group of teachers.

Evidence shows that **the need to combine theory and practice in ITE is necessary to effectively prepare student teachers for diversity.** Practical experiences in diverse environments can have a positive impact on student teachers, when accompanied by appropriate courses, effective supervision of teacher educators and mentors, and adequate reflective opportunities. By questioning and putting into practice their values and attitudes, practical experiences in diverse environments support the strengthening of trainee teachers' skills, knowledge and critical understanding of societal and pedagogical issues with respect to diversity in schools and society.

Induction or mentorship programmes can also constitute effective tools to further prepare teachers for diversity. However, there is limited availability of induction programmes designed to take diversity into account, notably for young teachers starting their career in socioeconomically and ethno-culturally diverse schools. ITE providers and schools need to be supported with adapted knowledge and expertise in developing relevant programmes that adequately supervise novice teachers in diverse classrooms and school environments.

6.1.4. Well-prepared teacher educators are key for effective ITE for diversity; however, there are very few initiatives in Europe to prepare them appropriately

The preparation of teacher educators is one of the key challenges that ITE systems face when integrating diversity-related issues into curriculum. A lifelong learning approach towards the preparation of teacher educators, including effective continuous professional development with respect to diversity is not yet a reality in many countries. The apparent lack of preparedness of teacher educators underlines the need to develop enhanced and clearer professional requirements. This should be coupled with the adoption of competence frameworks for teacher educators, integrating the need and capacity of ITE to better prepare student teachers for diversity. However, while competence frameworks make a relevant contribution, they are not a solution as such to improve the quality of ITE. Guiding principles as well as dialogue and a shared understanding between stakeholders in teacher education are needed: among teacher educators, between teacher educators and policy-makers, schools, students, as well as civil society organisations.

6.1.5. Several support measures and initiatives are being implemented across Europe to help current ITE systems adjust to the needs associated with classroom and societal diversity

Additional measures such as **centres of expertise, collaborative working groups, research projects and networks can provide additional support for the preparation of student teachers with respect to diversity.** In the context of the ongoing influx of refugees into Europe, many European countries have focused on providing some level of support to the (teacher) education system. However, support measures focused on refugee education have mostly focused on CPD initiatives rather than ITE.

Alternative pathways to the teaching profession can play a role in valuing the qualifications of teachers with a migrant, refugee or asylum seekers background, as well as in supporting the development of specific competences relating to diversity for future teachers. Some of these initiatives focus on alternative and innovative pedagogical principles, such as the provision of learner-centred schooling approaches that value the diversity of pupils' backgrounds and identities.

6.1.6. There is a need for a supportive culture for change to be developed at all levels for policies on ITE for diversity to be successfully implemented

Key success factors for the effective implementation of ITE for diversity include: political and institutional support, combined with ground level commitment; links between theory and practice; strong partnerships with relevant education stakeholders, good governance, continuous monitoring and evaluation, sufficient and diversified funding and effective dissemination.

The transferability of the various initiatives identified is determined by the level of political and financial support, careful adjustment to the local context, personal commitment and willingness of ITE providers to transform their practices, networking with relevant stakeholders, and a certain degree of autonomy with strong coordination of the development and implementation of the initiative.

6.2. Recommendations

6.2.1. Recommendations for national policy-makers and ITE providers

1. Policy-makers in European countries should **recognise the diversity of their societies as an asset, and not a deficit.**
 - The multiplicity of socioeconomic, ethno-cultural, and linguistic backgrounds should be embraced in national and regional policy documents as providing societal benefits to valorise and utilise in pedagogical initiatives at the ITE provider level.
 - Agreement is needed regarding the definition of key terms such as 'intercultural education' to ensure that ITE programmes are rooted in basic agreed upon principles (see chapter 3).
 - Political support and clear national strategies need to be ensured for effective and sustainable implementation of ITE policies and initiatives (see chapter 5).
2. Policy-makers at the national or regional level should **develop ITE strategies that adopt ambitious and detailed goals with respect to effectively integrating diversity issues into the preparation of future teachers.**
 - Strategies regarding ITE should be developed using a collaborative approach, in consultation with all relevant stakeholders. Dialogue and a shared understanding of key issues between stakeholders in the area of teacher education should be promoted among teacher educators, policy-makers, schools, students, civil society organisations.
 - Implementation strategies should also include rigorous evaluations involving output, result and impact indicators to measure progress.
 - Policy goals for diversity in ITE should include specific objectives, and specific actions to reach these objectives.
 - These goals should lead ITE providers to adjust their practices accordingly in theoretical courses and practical training initiatives.

3. Policy-makers and ITE providers should **adapt or reform where necessary the competence frameworks for teachers and ITE in order to integrate a wide range of competences that take societal and classroom diversity into account.**
 - National policy-makers should make use of available, well-elaborated frameworks that are evidence based and easily adaptable to local contexts (e.g., Arnesen & Simonsen, eds., 2010).
 - Competence frameworks should be detailed and include a definition of expected learning outcomes, knowledge, understanding, and related skills that future teachers should acquire.
 - Competence frameworks should be designed or adapted in a clear and explicit way, considering the way in which competences will be taught and used at the ITE provider level by teacher educators and student teachers (see chapter 3).
4. Policy-makers and quality assurance agencies should **ensure that quality assurance systems in ITE include diversity-related issues as a key criterion for evaluation and accreditation** of programmes and institutions.
 - Internal and external evaluation mechanisms should be reformed where necessary to better address diversity-related issues in existing programmes, from available courses to competences and learning outcomes to be acquired by student teachers.
 - A culture of quality and compliance should be promoted by education authorities and ITE providers to strengthen programmes in such a way that they better address the specific challenges that diversity brings to European education systems.
5. **Funding incentives targeting ITE stakeholders should be reinforced and promoted** as a tool to support diversity-related reforms in the preparation of future teachers.
 - A wide range of different funding strategies and mechanisms should be used to promote the development of modules, extra-curricular initiatives, and research networks, or to identify and attract student teachers with a migrant/minority background (see chapter 3).
 - Financing specific research and networking projects, ensuring collaboration between ITE providers on diversity-related issues and their inclusion into curricula is crucial for improving ITE capacity to address lack of teacher preparedness for diversity.
6. **ITE curricula need to better reflect the needs of diverse classrooms and a diverse society.**
 - ITE curricula should address societal diversity-related issues. This should be done by adapting existing programmes and incorporating diversity throughout curricula (see chapter 4).
 - In parallel, specially designed mandatory and specialised elective courses on diversity-relevant theoretical and methodological issues should be introduced, for example on intercultural education, differentiated

- instruction, multilingual education as well as education about religion and belief systems.
- At the same time, ITE curricula should transversally address issues of tolerance and prejudice, social justice, awareness of linguistic issues and human rights through such courses as history, geography, citizenship education, ethics education, religious education, language courses, literature, as well as in mathematics, physics, or biology.
7. In addition to a transversal approach to target diversity, ITE providers should **design programmes that effectively combine mandatory courses covering multiple theoretical and pedagogical aspects of diversity with school placement initiatives.** These should allow student teachers to gain experience in diverse classroom environments.
- Theoretical courses and practical preparation in schools should be associated with continuous support from teacher educators.
 - Support provided should include the opportunity for student teachers to engage in practices that allow them to reflect on their work placement. They should include training in whole school environments, environments with service learning components that include work in minority communities. It will acquaint new teachers with school environments that are effective in promoting respect for diversity.
 - It is crucial that school placements are organised in schools with strong ethos of respect and human rights.
8. **Teacher educators should be better selected and prepared to teach student teachers for diversity.**
- A lifelong learning approach should be adopted when defining clearer professional requirements for potential teacher educators. Teacher educators should gain the insights and the capacities to educate future teachers within competence frameworks that include competences for diversity, and teacher educators should be provided with continuous professional development opportunities that devote significant attention to diversity (see chapter 4).
 - Research projects and initiatives should be supported in order to increase the knowledge base around diversity-related issues and to support teacher educators' professional development.
9. **Selection processes for ITE should include admission criteria testing candidate teachers' motivation and attitudes towards diversity.**
- Selection processes should aim to attract larger numbers of highly motivated and diversity-sensitive candidates.
 - Existing examination procedures in a number of countries could constitute a basis to introduce more diversity-focused admission questions to evaluate candidate teachers' motivations, interests and level of preparedness.
10. Policy makers and ITE providers should **design mandatory induction programmes that contain a strong diversity-related component.**

- Continuous support provided to young teachers during the first months of their career is an effective measure to help their smoother integration into schools (see Chapter 4).
- Induction programmes should particularly integrate continuous methodological and practical support from teacher educators and mentors with respect to key pedagogical and methodological issues pertaining to diversity. At the same time, induction programmes should be flexible enough to reflect local diversity issues as well.
- Adapted induction procedures can serve to help young teachers reflect and grow through the professional and pedagogical challenges they encounter in their diversity-related experiences in the classroom and society, particularly in countries where young teachers have a greater chance to start their careers in socioeconomically disadvantaged and/or multicultural areas.

11. National authorities should **provide additional support measures to improve the provision of ITE for diversity.**

- Additional measures outside the provision of ITE can effectively complement the work of universities and university colleges of teacher education (see chapter 4). These can include centres of expertise on different diversity-related issues, networks of experts, teacher educators, teachers or student teachers, research projects, or mentoring initiatives.
- It is important to ensure continuity of the support measures and complementarity with integrated ITE curricula.
- Support policies and initiatives should also open alternative pathways to the teacher profession and so allow talented individuals with different professional backgrounds enter the teacher profession, including those with an immigrant, asylum seeker or refugee background.

12. **Policies and initiatives in ITE for diversity should be more closely monitored and evaluated.**

- There is a lack of evaluation of existing policies and initiatives. Evaluations of public policies and initiatives should be systematic, involving rigorous methodologies (see chapter 5).
- Evaluations should also be made publicly available to facilitate learning and dissemination of good practices to other practitioners and policy-makers.

13. ITE for diversity can only be effective if there is **political and institutional support, combined with commitment and engagement of ITE providers, the teaching community and society at large.**

- It is important to develop a culture of collaborative governance for ITE, by opening ITE to all relevant education stakeholders.
- This can be achieved through: research projects, involving local authorities, parents, NGOs and universities; national networks of ITE providers, facilitating research, knowledge exchange and curricula design; collaboration of ITE providers, schools and NGOs, encouraging cooperation across borders, etc.

14. Effective replication of successful approaches is possible but requires careful adjustments.

- Good practice examples need to be adapted to the local context and rely on the personal commitment and willingness of ITE providers and local/national policy-makers to transform existing practices. These also rely on a certain degree of autonomy and strong coordination in development and implementation.

15. ITE provides students with opportunities to reflect on their own beliefs and attitudes regarding diversity-related issues.

- However, it can only be effective if combined with relevant continuous professional development opportunities and well-designed induction practices, bridging the gap between theory and practice.
- The continuum of the teacher education for diversity should be ensured.

6.2.2. Recommendations for EU-level stakeholders

1. EU stakeholders have a key role to play in raising awareness on the importance of effectively preparing student teachers for diversity in Europe.

- EU institutions, bodies and agencies, as well as civil society representatives at the EU level should increasingly bring this issue forward in debates on the future of teacher education in Europe. The role of ITE for diversity should also be discussed in debates on immigration, asylum, integration and social inclusion policies.
- The EU should promote societal diversity as an asset that applies to school-related diversity. Education policy-makers across the EU should be encouraged to see how they can best take advantage of the diversity in their schools.
- Good practices in ITE for diversity should be proactively disseminated across EU Member States by the European Commission, notably via the School Education Gateway²⁷, including practical recommendations on the transferability of relevant policies/initiatives emerging from the present study (see chapter 5).

2. The European Commission should encourage Member States to develop relevant policies and initiatives aimed at reforming ITE.

- The Commission should promote the adoption of relevant and detailed policy goals, comprehensive teacher competence frameworks, and effective quality assurance mechanisms with respect to the need to better integrate diversity issues into ITE.
- The Commission and other relevant EU stakeholders should also support the development and implementation of programmes, curricula, and

²⁷ See: <http://www.schooleducationgateway.eu>. Accessed 13.10.2016.

induction programmes to better prepare future teachers for diversity in schools and in society.

- The Commission should share evidence from researchers and practitioners on available approaches to better include diversity in ITE and lessons learnt on successful (and less successful) implementation.

3. The European Commission should continue to provide targeted funding to support the development and implementation of policies and initiatives to prepare student teachers for diversity.

- Erasmus+ (e.g. eTwinning) and Horizon 2020 programmes should continue efficiently support collaboration activities between ITE providers and schools, and research projects on ITE for diversity.
- Support for collaboration and fundamental research activities at the EU level could improve the evidence base and help better assess effective policy making.
- Funding could also support the organisation of peer learning activities via the Open Method of Coordination (OMC), regular events to share learning and good practices on initial teacher education for diversity in different Member States, and bring the expertise of high-level experts in this field.

6.2.3. Recommendations for improving the evidence base

1. Efforts should be made to improve the empirical evidence on the role of ITE to prepare student teachers for diversity in Europe.

- Additional research is needed on multiple key aspects that the preparation of future teachers for diversity entails. These could include the design of relevant and detailed competence frameworks, the content and role of specific programmes, curricula and practical training initiatives, the role and preparation of teacher educators, or on the relevance of induction programmes for diversity.

2. Long term empirical research should be ensured on the wider impacts of specific ITE systems on the promotion of equity and inclusion in education.

- Efforts need to be made to gather evidence and gain understanding on what policies and practices make a difference.

3. Policy-makers at the national and EU level should create opportunities for action-research projects in the field of ITE for diversity.

- These should be targeted at both student teachers and teacher educators (based in universities, university colleges and schools) to participate in knowledge creation and enhance their preparation.

4. Research should make efforts to produce comparable data to improve the evidence base and analysis in the area of initial teacher education for diversity.

- Relevant data in this area, notably on the diversity of the student, student teacher and teacher population, as well as on learning outcomes, should be

produced more systematically at the national level and made available at the European level.

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