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COMMISSION STAFF WORKING DOCUMENT

**DEVELOPING COHERENT AND SYSTEM-WIDE INDUCTION PROGRAMMES
FOR BEGINNING TEACHERS - A HANDBOOK FOR POLICYMAKERS**

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Developing Coherent and System-wide Induction Programmes for Beginning Teachers - a handbook for policymakers

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1. INTRODUCTION

Although the organisation and content of Education and Training systems are entirely their responsibility, Member States increasingly acknowledge the benefits of policy cooperation with European Union partners to address common challenges in these fields.

The quality of education and training, and with it the quality of Teacher Education, are high on the policy agenda in all the countries of the European Union. In their response to the Commission's Communication 'Improving the Quality of Teacher Education'¹, Ministers of Education in 2007 agreed that:

*'High quality teaching is a prerequisite for high-quality education and training, which are in turn powerful determinants of Europe's long-term competitiveness and capacity to create more jobs and growth in line with the Lisbon goals ...'*².

¹ COM (2007) 392 final. 3.8.2007

² Conclusions of the Council and of the Representatives of the Governments of the Member States, meeting within the Council of 15 November 2007, on improving the quality of teacher education (Official Journal 2007/C 300/07 of 12.12.2007).

Following an informal meeting of Education Ministers in Gothenburg in September 2009 on the professional development of teachers and school leaders, the Council in November 2009 agreed, amongst other things, that:

'In view of the increasing demands placed upon them and the growing complexity of their roles, teachers need access to effective personal and professional support throughout their careers, and particularly during the time they first enter the profession. [...] Efforts should be made to ensure that all newly qualified teachers receive sufficient and effective support and guidance during the first few years of their careers.'

Ministers also invited the Member States to:

'Make appropriate provision for all new teachers to participate in a programme of induction (early career support) offering both professional and personal support during their first years in a teaching post.'

To this end, they asked the European Commission to bring forward 'practical information for policymakers on developing structured induction programmes for all new teachers, together with examples of measures that can be taken to implement or improve such programmes'. This policy handbook responds to that request.

The development of this policy handbook started from a 'peer learning activity' (PLA) in Tallinn, Estonia from 26 to 30 October 2008 for experts on teacher education, nominated by Member States. Those involved were: Austria, Cyprus, Germany, Estonia, Spain, Hungary, The Netherlands, Portugal, Sweden and UK (Scotland), and ETUCE. The PLA, facilitated by the European Commission, enabled participants to compare and contrast the different policy approaches to teacher induction in a number of countries and to draw policy conclusions. The work was further developed by members³ of the Peer Learning Cluster 'Teacher and Trainers', which brings together experts from Member States with an interest in developing specifically their Teacher Education policies.

This policy handbook is the fruit of such cooperation. Its purpose is to offer practical and reasonable advice for policymakers wishing to introduce, or to make more effective, a system of induction for new teachers.

1.1. Teacher induction and the quality of education

In recent publications on the quality of education, teachers are identified as the most important factor influencing the quality of education in schools (Abbott, 1988; Hattie, 2003; Barber and Mourshed, 2007). For policy makers working on improving educational systems, it is therefore important to develop policies that support the professional development of teachers.

This professional development of teachers is a lifelong process that starts at initial teacher education and ends at retirement. Generally this lifelong process is divided in specific stages.

³ This document is based on the work of: Marco Snoek, Hogeschool van Amsterdam; Eve Eisenschmidt, Tallinn University College, Haapsalu; Bernadette Forsthuber, EAC Executive Agency, Eurydice; Paul Holdsworth, European Commission; Athena Michaelidou, Cyprus Centre for Educational Research and Evaluation; Jorunn Dahl Norgaard, Utdanningsforbundet (Union of Education), Norway; Norbert Pachler, Institute of Education, University of London.

The first stage concerns the preparation of teachers during initial teacher education, where those who want to become a teacher master the basic knowledge and skills. The second stage is the first independent steps as teachers, the first years of confrontation with the reality to be a teacher in school. This phase is generally called the induction phase. The third phase is the phase of the continuing professional development of those teachers that have overcome the initial challenges of becoming a teacher.

All teachers will go through those phases. However the quality of their development will depend strongly on the support that is given to them in each of those phases. In recent years much attention has been given to the quality of teacher education programmes and to conditions for effective programmes for continuous professional development. Less attention has been given to the design of effective induction programmes that support teachers in their transition from their initial teacher education into working life in schools. The issue of support of teachers in their induction phase is of particular concern in a context of shortages of teaching skills and, in some countries, of large numbers of young teachers leaving the profession.

1.2. Key messages

In the majority of countries, new teachers do not have access to coherent and system-wide support measures; where support measures exist, they are relatively unsystematic and not fully embedded in the education system (**Chapter 2**).

Induction policies serve a range of policy objectives, including: dealing with skills deficits amongst the teaching workforce, improving school and teacher performance, encouraging more people to enter the teaching profession to replace the large numbers of expected retirements, and improving the effectiveness of initial Teacher Education programmes (**Chapter 3**).

Any induction system should meet new teachers' needs for three basic kinds of support: personal, social and professional. A structure based upon four interlocking sub-systems: for mentoring, expert inputs, peer support and self-reflection is proposed (**Chapter 4**).

To ensure the success of induction programmes, a number of conditions need to be met. These relate to: financial support, clarity about roles and responsibilities, co-operation, a culture focussed on learning, and quality management (**Chapter 5**).

There is no single model of effective induction policies; the induction programmes studied here show a great diversity: they may be voluntary or compulsory, localised or nationwide; they may or may not be linked to probationary periods or to the assessment of teacher competences. Case studies are used to illustrate the key aspects of induction programmes and the variety of ways in which they can be put into practice (**Chapter 6**).

Policymakers tasked with devising an induction programme that fits their local circumstances may be helped by key questions and checklist (**Chapter 7**).

The growing body of research providing evidence of the value of induction programmes, and in particular the key role of mentors is outlined in **Chapter 8**.

2. THE CURRENT SITUATION

This chapter gives an overview of the European policy context with respect to induction and support measures for teachers, looking in turn at relevant policy documents (2.1) and demographic data (2.2) and mapping the induction programmes and the other types of support measures (2.3) that exist in European countries.

2.1. Improving the quality of teaching is high on the European agenda

The European Commission Communication ‘Improving the Quality of Teacher Education’ noted that, where they exist, support measures for new teachers are still relatively unsystematic and emerging rather than well embedded.

The Commission’s Communication has put teacher education and teacher policy more explicitly on the European agenda, leading to the shared conclusions of the European Ministers of Education⁴, to make the teaching profession a more attractive career choice, to improve the quality of teacher education and to pay attention to initial education, early career support (induction) and further professional development of teachers. National strategies should be focussed on the development of policies that are coordinated, coherent, adequately resourced and quality assured. Teachers should have sufficient incentives throughout their careers to review their learning needs and to acquire new knowledge, skills and competence. This requires better coordination between the various strands of teacher education - from initial education, through additional early career support (‘induction’) to in-service professional development.

The ministers agreed to endeavour to ensure that teachers:

- have access to effective early career support programmes at the start of their career;
- have access to adequate mentoring support throughout their careers;
- are encouraged and supported throughout their careers to review their learning needs and to acquire new knowledge, skills and competence through formal, informal and non-formal learning, including exchanges and placements abroad.

As well as the European Commission and the European Council, the European Parliament on 23 September 2008 also addressed the issue of support for new teachers in their report⁵ on Improving the Quality of Teacher Education. This report, amongst other things:

“Urges that particular attention be paid to new teachers’ initial induction; encourages the development of support networks and mentoring programmes, through which teachers of proven experience and capacity can play a key role in new colleagues’ training, passing on knowledge acquired throughout successful careers, promoting team-learning and helping to tackle drop-out rates among new recruits; believes that by working and learning together, teachers can help improve a school’s performance and overall learning environment;...”

⁴ Conclusions of the Council and of the Representatives of the Governments of the Member States, meeting within the Council of 15 November 2007, on improving the quality of teacher education (Official Journal 2007/C 300/07 of 12.12.2007), on preparing young people for the 21st century: an agenda for European cooperation on schools (OJ 2008/C 319/08), and on the professional development of teachers and school leaders (OJ 2009/C 302/04).

⁵ Report on improving the quality of teacher education (2008/2068(INI)); Committee on Culture and Education: Rapporteur: Maria Badia i Cutchet

Also among European teacher unions there is a broad consensus that becoming a teacher should be seen as a gradual process, including initial education, the induction phase and continuing professional development. The point at which newly educated teachers transfer from initial education and move into professional life is seen as crucial for further professional commitment and development and for reducing the number of teachers leaving the profession.⁶

In the policy paper, *Teacher Education in Europe (2008)*, ETUCE advocates that an induction phase of at least one year's duration should be both a right and an obligation for newly qualified teachers and involve systematic guidance and support. For the newly qualified teachers, the induction phase must include:

- support from mentors and other colleagues
- a reduced teaching timetable without a decrease in remuneration
- access to appropriate support resources
- attending a mandatory guidance programme
- opportunities to relate theory to practice in a systematic way

Also, according to ETUCE, the mentors should be fully qualified and experienced specialist teachers. Appropriate initiatives, such as the possibility for developing guidance skills and salary and/or time allowance corresponding to the arising workload, should be provided by the employers.

The induction phase must be seen as a measure of shared interest and benefit for the newly qualified teacher, the workplace and the teacher education institution and therefore needs to take place in a close cooperation between those three stakeholders.

2.2. The demographic challenges

Effective measures to support beginning teachers in the early years of their career can avoid high numbers of qualified teachers leaving the profession after only a few years. Such measures are particularly important in countries that face shortages of teachers in some or all school subjects, or countries with a high proportion of teachers close to retirement. Approximately one third of teachers (almost 2 million in Europe) are aged over 50.

Table 1.1 Distribution of teachers by age group in primary education (ISCED 1), public and private sectors combined, 2007

	EU-27	BE	BG	CZ	DK	DE	EE	IE	EL	ES	FR	IT	CY	LV	LT	LU
<30 years	:	22.9	4.5	11.6	9.7	5.2	10.9	26.2	14.4	16.7	16.4	1.4	37.0	11.6	6.9	28.4
30-39 years	:	28.0	31.7	26.5	28.5	21.7	26.7	22.6	29.2	24.0	34.4	17.3	51.8	30.6	32.3	27.5
40-49 years	:	28.7	42.6	38.9	22.0	20.3	32.7	23.1	42.3	29.9	28.9	35.2	8.2	31.2	34.0	19.7
≥ 50 years	:	20.4	21.1	23.0	39.7	52.8	29.6	28.0	14.1	29.5	20.4	46.0	3.0	26.6	26.8	24.4
	HU	MT	NL	AT	PL	PT	RO	SI	SK	FI	SE	UK	IS	LI	NO	TR
<30 years	11.7	:	19.8	8.5	16.6	13.8	22.2	12.4	17.1	12.9	5.8	27.7	12.4	13.0	11.3	:
30-39 years	28.4	:	20.9	22.7	33.3	28.9	28.1	32.7	34.2	32.1	23.0	24.6	28.9	22.9	30.5	:
40-49 years	37.6	:	26.7	36.9	38.9	29.1	20.9	40.6	23.2	29.6	22.7	22.0	29.1	34.9	21.6	:
≥ 50 years	22.4	:	32.6	31.9	11.2	28.2	28.8	14.3	25.5	25.3	48.5	25.8	29.6	29.2	36.6	:

Source: Eurostat, UOE (data extracted December 2009).

⁶ Teacher Education in Europe. April 2008. (ETUCE – European Trade Union Committee for Education).

Table 1.2 Distribution of teachers by age group in secondary education (ISCED 2 and 3), public and private sectors combined, 2007

	EU-27	BE	BG	CZ	DK	DE	EE	IE	EL	ES	FR	IT	CY	LV	LT	LU
<30 years	:	16.2	8.3	12.8	:	2.9	10.7	13.4	5.4	10.0	9.9	1.1	15.0	12.1	11.5	20.8
30-39 years	:	23.3	26.1	21.0	:	21.2	17.4	29.4	23.9	30.3	29.5	12.7	27.5	21.1	22.7	25.0
40-49 years	:	28.1	32.4	29.9	:	25.5	30.0	25.0	41.3	35.1	25.1	31.1	36.5	30.9	32.5	24.8
≥ 50 years	:	32.4	33.2	36.3	:	50.4	41.9	32.2	29.3	24.5	35.4	55.0	20.9	36.0	33.3	29.3
	HU	MT	NL	AT	PL	PT	RO	SI	SK	FI	SE	UK	IS	LI	NO	TR
<30 years	12.7	:	10.9	5.2	19.4	11.5	22.3	9.5	16.3	7.7	8.7	19.9	6.3	11.9	7.7	:
30-39 years	27.4	:	17.7	19.8	34.1	35.6	25.4	31.0	22.0	25.1	25.4	24.8	17.8	27.4	24.5	:
40-49 years	29.3	:	27.4	40.6	27.9	32.0	18.8	33.8	25.7	29.4	24.3	26.2	30.4	30.9	23.4	:
≥ 50 years	30.6	:	44.0	34.4	18.6	20.8	33.5	25.6	35.9	37.7	41.6	29.1	45.5	29.8	44.4	:

Source: Eurostat, UOE (data extracted December 2009).

Evidence shows that the great majority of teachers retire from their profession as soon as they are offered an opportunity to do so. Teachers thus retire when they have completed the required number of years and/or reached the minimum age for full pension entitlement.⁷

Any increase in the numbers of pupils staying on at school, or in the number of pupils attending pre-primary education, or any improvement in the pupil-teacher ratio could further increase the demand for teachers.

2.3. Support for beginning teachers in Europe varies

Induction is generally seen as a form of support programme for new entrants to the teaching profession. Official definitions vary, as do the forms that induction may take and the ways it is organised.

- In some countries, induction is aimed at new teachers who have completed initial teacher education, have attained the relevant qualification (a degree), and have obtained the relevant licence or permission to teach.
- In other countries, induction is aimed at teachers who have the required qualification but not yet a licence to teach; in these cases, they are regarded as ‘candidate’ or ‘probationary’ teachers or ‘trainees’ and the induction phase may end with a formal assessment of their teaching skills and a decision about their entry into the profession.
- In other countries, induction is aimed at teachers who are not yet qualified and do not have a license to teach; in such cases the division between initial teacher education and induction becomes blurred
- Finally, as table 1.3 shows, in the majority of European countries, there is no state-wide system of induction as such.

The induction phase generally lasts between ten months and two years.

In Greece, Spain, Italy and Cyprus, teachers have to follow compulsory training during their probationary period, the length of which varies very widely. Compulsory training for new entrants also exists in France, Liechtenstein and Turkey.

Of the countries that organise an induction phase in one form or another, some provide it for teachers who work at pre-primary, primary, general lower and upper secondary levels of

⁷ Eurydice, Key Data on education 2009, Indicator D37

education, whilst others provide it only for teachers at secondary levels; some provide it for work at primary, but not at pre-primary level.

During induction, new entrants carry out wholly or partially the tasks incumbent on experienced teachers, and are remunerated for their activity. Most countries provide this 'induction phase' in addition to the compulsory professional training received before the acquisition of a teaching diploma.

Table 1.3: Induction for teachers in pre-primary, primary and general secondary education (ISCED 1, 2, 3), 2008/09 (provisional mapping, based on Eurydice data and information from members of the Cluster 'Teachers and Trainers')

Country	There is no state-wide induction system	Induction system; aimed at teachers who are qualified and have a license to teach	Induction system; aimed at teachers who are qualified but do not have a license to teach	Induction system; aimed at teachers who are not yet qualified and do not have a license to teach
BE	●			
BG	●			
CZ	●			
DK	●			
DE			●	
EE		●		
EL	●			
ES	●			
FR				●
IE	(●)			
IT	●			
CY		●		
LV	●			
LT	●			
LU				●
HU	●			
MT	●			
NL	(●)			
AT			●	
PL	●			
PT			●	
RO	●			
SI		●		
SK	●			
FI	●			
SE	●			
UK			●	
IS	●			
LI	●			
NO	(●)			
TR			●	

(●) pilot project

Additional notes

Malta: The amendments made to the Education Act in 2006, stipulate that before a teacher is awarded the teacher's warrant and takes up permanent employment s/he will have to receive adequate experience in the

practice of the teaching profession under supervision for an aggregate period of at least two school years full-time or its equivalent in part-time following the completion of the degree. This article of the Education Act has still not come into force.

Ireland: Induction has been introduced as a pilot project. (See Chapter 5 for more information).

Netherlands: Students in the final year of initial teacher education can be employed part time under a training and employment contract for a limited period (equivalent to no more than five months' full time), provided the school has a vacancy. The trainee teacher is supervised by a qualified teacher and does everything a regular member of staff would do. (See Chapter 5 for more information).

Austria: Induction only concerns teachers intending to work at the *allgemeinbildende höhere Schule*.

Slovenia: The Organization and Financing Act stipulates that induction lasts no less than six months and no more than ten in principle, but school heads may decide to finish it prematurely and employ a candidate teacher on a permanent basis before the end of the traineeship.

Norway: Induction programmes are not offered systematically (see Chapter 5 for more information)

Although only a few countries offer coherent system-wide induction programmes, many offer, on demand, some separate support measures for new teachers that can help them to overcome difficulties they may experience as newcomers to the profession, and reduce the likelihood of their leaving the profession early. In 2006, around 20 countries offered new teachers formal assistance other than in the form of a systematic induction programme.

Where available, such support measures for new teachers in primary and (lower and upper) secondary education may include assistance with the planning of lessons and their assessment, meetings with their supervisors for the discussion of problems, classroom observation or specifically designed training for beginning teachers. A mentor is usually appointed to take responsibility for assisting new teachers – in general an experienced teacher who has completed a significant period in service and/or the school head.

Table 1.4: Countries where no comprehensive induction programme exists: regulations / recommendations on other types of support available to new entrants to the teaching profession in primary and general secondary education (ISCED 1, 2, 3), 2008/09; (based on Eurydice data and information from the Cluster Teachers & Trainers).

	D E	E E	IE	ES	E L	F R	IT	C Y	L U	M T	A T	P L	P T	R O	SI	S K	U K	IS	LI	T R
Regular meetings for the discussion of progress or problems				●	●					●		●		●		●		●	●	
Assistance with the planning of lessons			●	●	●		●			●		●		●		●		●	●	
Assistance with the assessment of lessons			●	●	●					●		●		●		●		●	●	
Participation in classroom activity and/or classroom observation				●	●					●		●		●		●			●	
Organisation of optional training				●								●		●					●	
Special compulsory training				●	●		●												●	
Visits to other schools/resource centres				●						●		●				●			●	
Currently no formalized measures	BE, BG, CZ, DK, LV, LT, HU, NL, FI, SE, NO																			

Additional notes

Belgium (BE nl): In September 2007 mentoring has been introduced for starting teachers.

Spain: The organisation of the first year of work is the responsibility of the Autonomous Communities and may vary slightly from one Community to the next.

Poland: In accordance with the legal regulations, school heads are obliged to appoint a mentor (an experienced teacher) for each new entrant.

Explanatory note

The support measures listed here are examples of the type of activities that a school would be expected to offer depending on an individual's specific development needs.

2.4. Induction as a system-wide coherent and comprehensive support process

This chapter has described how induction support is provided in the Member States.

It shows that in the continuum of Teacher Education induction can be located at several points ranging from the post-qualification phase, to (partial) integration into the initial teacher education phase.

Furthermore, the ambition and impact of support for beginning teachers ranges from coherent system-wide induction programmes to local and separate support activities.

The following chapters focus on the aims, criteria and conditions for the development of coherent system-wide induction programmes. Such support programmes can give the best and most effective support to new teachers, preventing drop-out and increasing professional competence.

Induction is here defined as the support that is given to beginning teachers after finishing the formal programme of initial teacher education at the start of their first contract as a teacher in school.

3. AIMS OF INDUCTION POLICIES AND PROGRAMMES

The strong call for the development of coherent and system-wide induction programmes supporting beginning teachers raises the expectation that there are strong arguments for introducing such induction programmes. As ETUCE states: "Providing support and systematic guidance to teachers at this stage has critical implications for their subsequent professional commitment and also in preventing newly educated teachers from leaving the teaching profession after only a few years." This statement indicates that induction programmes can contribute to increasing both the quality and the quantity of teachers.

This chapter looks at both aspects as the expected increase in the quality or quantity of teachers can be the driving force behind national induction policies.

3.1. Reducing the teacher drop-out rate

Unlike many other professions, the teaching profession in many Member States lacks an incremental approach to enable practitioners to 'grow' into their professional roles. Once a teacher is qualified, he/she often is given full responsibility over classes. This creates a gap between the supported and more or less safe environment that a student teacher experiences during her/his study at the teacher education institution and the shift to full responsibility once appointed as a teacher at school. This gap is increased by the way in which most schools are organized: each teacher has responsibility for her own classes, which creates a strong sense of

isolation for teachers. Once you are qualified you have full responsibility and you are on your own.

Because of this, many teachers experience a ‘praxis-shock’ (Stokking, Leenders, De Jong and Van Tartwijk, 2003) during the change from student teacher to beginning teacher.

“Many new teachers went through their first months of school believing that they should already know how their schools work, what their students need and how to teach well. When they had questions about their schools and their students, they eavesdropped on lunchroom conversations and peered through classroom doors seeking clues to expert practice. Having no access to clear answers or alternative models compromised the quality of their teaching, challenged the sense of their professional competence, and ultimately caused them to question their choice of teaching as a career.” (Moore Johnson and Kardos, 2005, p.13)

Many teachers bemoan a certain lack of collegiality (see e.g. Sorcinelli, 1992). Other challenges at the beginning of one’s career include lack of time, inadequate feedback and recognition, unrealistic self-expectations and difficulties in finding the right life-work balance (Sorcinelli, 1992).

As a result, a substantial number of teachers decide to quit their job and to look for a different career outside education. The drop-out rate of beginning teachers is substantial and can be as high as 10% in some countries (OECD, 2005). This results in an inefficient use of the resources invested in educating teachers and in a reduction in the number of young and ambitious teachers entering schools. Especially in countries with a shortage of teachers, reducing beginning teacher drop-out rates is essential and effective induction programmes are of major importance in helping teachers to overcome praxis shock and to stay in the teaching profession.

3.2. Improving teacher quality

In the perspective of lifelong learning, students finishing teacher education are not finished with learning. They leave teacher education with a ‘starting competence’ as a teacher which needs further development. In some countries, this ‘starting competence’ is mirrored in their formal status, as beginning teachers receive a temporary or probationary status and will only get a full teaching licence after one or two years.

The first experiences of the new teacher in class are important since at this phase he/she is ready to learn, ready to create and modify practices and has high expectations both of him/herself and of the system itself. If the new teacher is appropriately supported at the induction phase, classroom practice is more likely to be successful (Breaux and Wong, 2003).

Induction programmes aim to support beginning teachers at the crucial stage when they change from ‘beginner’ to ‘experienced’ and to help them to adapt to the realities of teaching in school. This support can be formal in nature, where successful completion of the induction programme is one of the compulsory prerequisites for gaining a full teaching licence, or non-formal, where participation in an induction programme is voluntary.

3.2.1. Formal induction programmes

In formal induction programmes the aim is to support beginning teachers, but also to safeguard the quality of those teachers that will gain a full teaching license. The first years are

seen as a probation period. An example of such a probation period can be found in Scotland, (see 5.6). In some cases such probation periods end with a formal exam that students need to pass.

In countries where such probation periods exist, the state (through the ministry or a national agency) has a strong control over induction programmes.

3.2.2. *Non-formal induction programmes*

Non-formal induction programmes are not connected to probation periods or the gaining of full teacher status. They are mainly focussed on supporting beginning teachers in the transition from student teacher to experienced teacher. As in formal induction, this support can focus on different dimensions (Eisenschmidt, 2006):

- The professional dimension
- The social dimension
- The personal dimension

In the professional dimension, the emphasis is on supporting the beginning teacher in gaining more confidence in the use of essential teacher competences, including pedagogical knowledge and skills. In this way the induction phase is the start of the process of lifelong learning as a teacher, forming a bridge between initial teacher education and the continuous professional development phase.

In the social dimension, the emphasis is on supporting the beginning teacher to become a member of the (learning) community of the school, understanding and accepting the qualities, norms, manners and organisational structure that exist within the given school. According to Kelchtermans and Ballet (2002) this also includes the introduction into the micropolitics of the school (understanding who the informal leaders are and how one can influence decisions). The social dimension does not only include socialisation within the school, but also within the professional community of the profession.

The personal dimension covers the process of development of a professional identity as a teacher. This involves the development and elaboration of personal norms towards pupils and colleagues, the elaboration of the teacher's view on teaching and learning and her role in these processes, the development of an attitude of lifelong learning, etc. In this dimension, emotions and perceptions of teachers' self-efficacy and self-esteem play an important role.

Coherent induction programmes aim to provide support in all of these three dimensions (see chapter 3).

3.3. Supporting professionalism in schools

In many schools new teachers can be a source of new and refreshing ideas and inspiration. However, in many schools new teachers cannot and do not play such a role. They are often quickly integrated in the existing culture and adapt themselves to the norms of the school. Thus their potential as change agents is wasted. New teachers can only refresh and challenge the existing culture in schools when there are fruitful grounds in which new ideas and inspiration can take root and blossom, and where new teachers and their ideas are appreciated; in other words, where experienced teachers are open to new ideas and approaches. However, in many schools, the existing culture is very resistant to change and new teachers are expected

to adapt to the status quo of the ‘veterans’ (Moore Johnson, 2004). Induction programmes can be used to protect beginning teachers from the dominant culture and to foster their fresh ideas.

The introduction of induction programmes can contribute to the development of a learning culture within schools. Such a learning culture focuses not only on supporting the learning of beginning teachers, but also on the learning of all teachers in the school. The mentor plays a crucial role in creating an environment in which the input from beginning teachers is welcomed and taken seriously, and in fostering a learning culture within the school as a whole.

3.4. Providing feedback for initial teacher education

Induction programmes bridge the gap between initial teacher education and continuous professional development. Within the continuum of lifelong learning, induction programmes form the linking pin between initial and in-service teacher education. In the first years of teaching, teachers experience the effectiveness and quality of their initial training and assess the extent to which teacher education prepared them for the realities of the teaching profession. Therefore, the induction process can provide valuable feedback to teacher education institutions with respect to the adequacy of their programmes. When teacher education institutes are actively involved in induction programmes, they can use the experiences of the beginning teachers involved in those programmes to update their curricula and thus to help to reduce the gap between theory and practice within the teacher education curriculum.

As shown, induction programmes can have a wide variety of aims: reducing the dropout rate of teachers, improving the quality of beginning teachers, support in the professional, social and emotional dimension, support of the learning culture in schools and providing feedback for teacher education institutes.

Coherent induction programmes try to cover all of these aims more or less. However, emphasis on specific aims can vary, due to the local or national context. The design of an induction programme needs to fit its intended aims. Therefore the design of induction programmes in terms of the type of activities, the involvement of teacher education institutions, the role of the mentor and the compulsory or voluntary nature of the programme can vary. This will be elaborated in the next chapter.

4. THE DESIGN OF INDUCTION PROGRAMMES

This chapter focuses on the main elements that make up a coherent and system-wide induction programme.

4.1. Beginning teachers need three kinds of support

The teacher’s first years in her career are crucial for her development, both professional and personal. As previously indicated, the term ‘induction’ is used to refer to various processes by which newly qualified teachers are inducted into the teaching profession and is normally associated with the first years of teaching after completing a programme of initial teacher education. Therefore, induction has a pivotal role in the continuum of teacher lifelong learning, creating opportunities to relate back to Initial teacher Education (ITE) and to prepare teachers for career-long continuing professional development (CPD).

In chapter 2, it was shown that in member states various types of support for new teachers exist; some of these types of support could be integrated into a more coherent and system wide induction programme.

In chapter 3, a variety of different aims were identified, focusing on reducing the drop-out rate of teachers from the profession, safeguarding the quality of teachers, supporting professionalism in schools and providing feedback for teacher education institutions. Three dimensions of induction programmes were also distinguished: the professional dimension, the social dimension and the personal dimension. Coherent induction programmes should address all three dimensions.

These are the main ingredients for coherent and system-wide induction programmes. In this chapter, these ingredients are translated into design criteria for induction programmes, based on the observation that beginning teachers need three basic kinds of support: personal, social and professional.

4.1.1. Personal support

This support is to help the new teacher develop her identity as a teacher. The teacher in the first months and years in the profession has to survive several professional and personal challenges. Research reveals that novice teachers face several problematic situations as they make their first steps in the profession. This can lead to a loss of self-confidence, the experience of extreme stress and anxiety and can cause the teacher to question her own competence as a teacher and a person. An induction phase can support teachers in this stage of survival and help the teacher develop her personal teaching profile. New teachers on induction programmes generally report increased feelings of competence, motivation, belonging, support and attention as a result of their experience in the programme. This is a step towards enhancing teachers' self confidence and avoiding drop out.

To create this personal support, several elements are important:

- Support from a mentor and from peers: Contact with other beginning teachers can be helpful, as it can show that the problems that the new teacher faces are not unique; this kind of support provides 'realistic' solutions to help beginning teachers to cope with practical problems, as they come from mentors or peers.
- A safe environment: It is essential that problems and feelings can be discussed without the risk that they are used to judge one's professional competence. They could be discussed with peers or with a mentor who is not responsible for the assessment of the teacher or for decisions about renewing contracts etc.
- Reduced workload: For beginning teachers all their lessons are new and need careful preparation. Together with a lack of experience this can create a very heavy workload which can strengthen feelings of incompetence. Beginning teachers can be supported by reducing the number of their teaching hours (without reduction in salary) and / or by support through team teaching or co-teaching.

4.1.2. Social support

An induction programme can support the new teacher in becoming a member of the school and professional community; collaboration with others can stimulate feedback and the exchange of new ideas. An important factor in the social support of beginning teachers in schools is the school culture. Beginning teachers can feel much more readily accepted within

a team that is open to new ideas and innovations and that is used to collaboration. Social support enables the creation and support of a collaborative learning environment within the school and between the stakeholders in the educational system (parents, community etc.).

Elements of social support can include:

- Support from a mentor: The mentor can play a key role in introducing beginning teachers to the school organization and the school culture with its written and unwritten values and norms.
- Collaborative work: forms of co-teaching where two or more teachers have responsibility for certain classes or lessons, and involvement in teams and project groups, can help beginning teachers to become part of the school community.

For an induction programme to provide social support, it is essential that (part of) it takes place within the school and can lean on active involvement and ownership from different parts of the school community.

School leaders play a key role in overseeing the system as a whole. The appointment of a mentor should not be an excuse for a school leader to distance him/herself from the task of supporting beginning teachers.

4.1.3. Professional support

Professional support is aimed at developing the beginning teacher's competences (in pedagogy, didactics, subject, etc). This support might focus on the development of effective classroom skills and deepening the knowledge of subject, pedagogy and didactics. With professional support during induction programmes a start is made on the lifelong process of post-initial learning and the gap is bridged between initial teacher education and CPD. Professional support can not only contribute to upgrading the individual professionalism of the beginning teachers but can also help to upgrade professionalism in the school as a whole.

Elements of professional support can be:

- Contributions by experts (e.g. from universities and ITE institutions). This can be organized through formal courses or master classes or by the opportunity to consult experts.
- Exchange of practical knowledge between beginning and experienced teachers (in different schools), for example through participation in collaborative learning communities.

Professional support should provide opportunities for a wide variety of activities, as learning styles of teachers differ: they may learn individually through reading, experimenting and reflecting, and jointly through collaboration.

Table 4.1: Support required by beginning teachers			
	Personal	Social	Professional
<i>Aims</i>	<ul style="list-style-type: none"> • develop identity as teacher • reinforce competences • boost self-confidence • reduce stress and anxiety • motivate 	<ul style="list-style-type: none"> • socialisation into school and profession • promote cooperation • promote collaborative learning • promote involvement in and from school community 	<ul style="list-style-type: none"> • further develop teaching competences • link initial teacher education and CPD • develop professionalism of beginning teachers

	<ul style="list-style-type: none"> • avoid drop out 		
<i>Key requirements</i>	<ul style="list-style-type: none"> • safe, non-judgemental environment • reduced workload • team teaching • co-teaching. 	<ul style="list-style-type: none"> • collaborative work • co-teaching • team teaching • teamwork • project groups 	<ul style="list-style-type: none"> • access to knowledge through exchange between new/ experienced teachers • further courses or classes, • consultations
<i>Relevant systems of support (see table 4.2)</i>	<ul style="list-style-type: none"> • mentor • peer • • self-reflection 	<ul style="list-style-type: none"> • mentor • peer • • 	<ul style="list-style-type: none"> • mentor • peer • expert • self-reflection
<i>Other actors</i>	<ul style="list-style-type: none"> • school leaders 	<ul style="list-style-type: none"> • school leaders • parents, community 	<ul style="list-style-type: none"> • school leaders
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4.2. Four interlocking systems

Research indicates that these three different kinds of support are all essential parts of an induction programme (see chapter 8). In this section the three relevant components of an induction programme are translated into four interlocking systems that together create a coherent induction programme: systems for mentoring, expert inputs, peer support and self-reflection. The concrete details of these systems can vary according to local circumstances.

4.2.1. A mentoring system

Mentoring in an induction programme is understood as an experienced teacher being given responsibility for helping the beginning teacher, providing support on the personal/ emotional level, the social level (introducing someone to the organisation and norms of the school) and the professional level. The focus of the mentoring system must be to stimulate professional learning by using a variety of approaches, e.g., coaching, training, discussion, counselling, etc. Boice (1992) found that formal mentoring, in particular through regular meetings, is the most important requirement for successful mentorship. He also found that the co-ordination of mentor arrangements at institutional level is an important factor. Mentors are an important, perhaps the most important, component of an induction programme, but they must be aligned with the vision, mission and structure of the whole of the induction programme (Wong, 2004).

One key aspect is whether mentors should ‘assist’ or ‘assess’ (Feiman-Nemser, 1996). Arguably, novice teachers are more likely to share problems and ask for help in a non-judgmental context. If the context is perceived to be judgmental, there appears to be a tendency to ask for assistance on ‘safe’, minor problems (Galvez-Hjornevik, 1985); for this reason mentors should not be involved in decisions on remuneration or contract renewal.

As there is a close relation between the beginning teacher and the mentor, and as the ‘chemistry’ between mentor and the beginning teacher is of great importance, careful matching of mentors and student teachers is important to avoid potential clashes of personality or approach. It is important that beginning teachers have the possibility to exercise choice about their mentors, especially as it might make the difference between their staying in or leaving the profession (Brown, 2001).

As the mentor system will provide support on all three levels (personal/emotional, social and professional), it is important that it also provide support on the level of subject didactics, in

addition to general aspects of teaching and learning. This can be covered by one and the same mentor or by different mentors.

The benefits of mentoring are mainly for the new teacher herself (support at various levels), but also for the mentor (enhancing her skills and knowledge) and for the school, since mentoring provides opportunities for developing the culture of a learning community within the school.

4.2.2. *An expert system*

An 'expert system' should be initiated to ensure professional support to new teachers. In the expert system the focus is on creating access to external expertise and advice in order to expand content and teaching. The expert system can focus on seminars, participation in courses by experts in teaching, but also on creating access to support materials, resources and guidelines.

In those cases where the licence of beginning teachers is probationary and the probation period ends with a formal exam, the expert system is essential and mostly dominated by national agencies, institutions or universities. In other cases, the expert system can be organized at school level, where the experts are mainly experienced teachers, or can be a service offered by universities to their graduates, or by other CPD providers.

4.2.3. *A peer system*

The peer system brings beginning teachers (from one school or from different schools) together, thus creating opportunities to network within and across schools. In the peer system different kinds of support are in effect: social (especially in groups of teachers from the same school), personal/emotional and professional (peer) support to the new teacher.

The peer system is essential in creating a safe environment in which participants have the same status and in which beginning teachers can discover that they face many of the same problems. The peer group needs to be based on face-to-face meetings, but can partly be a virtual community.

The peer support system and the mentoring system can overlap when group mentoring is used and the mentor and novices gather in groups to exchange their experience, doubts, and good and bad practices.

When schools are large and have a substantial group of beginning teachers, peer groups can be school specific. In such groups, the exchange is easy as all participants work in the same context. However, when schools are small, there might be only one or two beginning teachers. In such cases peer groups necessarily comprise teachers from different schools, which can lead to interesting exchanges on different approaches in schools.

4.2.4. *A self-reflection system*

The induction programme should include opportunities and frameworks for beginning teachers to reflect on their own learning at a meta level. Self reflection ensures the continuation of study and of personal growth; it promotes professionalism and ensures the development of an attitude of lifelong learning for the teachers themselves. It forms a bridge between ITE and CPD at the level of personal investment (which needs to be continuous). Furthermore, allowing sufficient time for beginning teachers to reflect on and share their

experiences with others in a positive environment helps develop a shared culture and ethos within the teaching profession.

The self-reflection system might include a recording system, e.g. the use of portfolios, observation of and feedback on teaching, team-teaching, diaries etc. Self-reflection can be stimulated by the use of established standards to practice, demonstrations of performance, peer review, etc. The self-reflection system can be part of a formal national assessment system to grant a beginning teacher full teacher status or integrated in the local personnel policy at school level.

Table 4.2: Four interlocking systems of support

System:	Mentor	Expert	Peer	Self-reflection
<i>Support provided</i>	<ul style="list-style-type: none"> • professional • personal • social 	<ul style="list-style-type: none"> • professional 	<ul style="list-style-type: none"> • professional • personal • social 	<ul style="list-style-type: none"> • professional • personal
<i>Aims</i>	<ul style="list-style-type: none"> • stimulate professional learning • create safe environment for learning • socialisation into school community 	<ul style="list-style-type: none"> • ensure beginning teacher's professional development • expand content knowledge and teaching competences 	<ul style="list-style-type: none"> • create safe environment for learning • share responses to common challenges 	<ul style="list-style-type: none"> • promote meta - reflection on own learning • promote professionalism • develop attitude of lifelong learning • link ITE and CPD
<i>Key actors</i>	<ul style="list-style-type: none"> • experienced, suitably trained teacher(s) 	<ul style="list-style-type: none"> • experts in teaching (e.g. from teacher education institutions) 	<ul style="list-style-type: none"> • other beginning teachers • experienced teachers • other colleagues 	<ul style="list-style-type: none"> • beginning teacher
<i>Activities</i>	<ul style="list-style-type: none"> • coaching • training • discussion • counselling • coordinating school level arrangements 	<ul style="list-style-type: none"> • seminars • various courses • support materials • resources • guidelines 	<ul style="list-style-type: none"> • networking in and between schools • face-to-face meetings (can be aided by a virtual community) • team-teaching • collegial feedback 	<ul style="list-style-type: none"> • observation of and feedback on teaching • peer review • system to record experiences, learning and reflections, e.g. portfolios, diaries
<i>Conditions for success</i>	<ul style="list-style-type: none"> • careful matching of mentors and student teachers • mentors must share and support vision, structure of induction programme etc. • co-ordination in school • facilitation of mentors tasks (e.g. workload) • training for mentors 	<ul style="list-style-type: none"> • easy access to external expertise and advice • non-judgemental approach 	<ul style="list-style-type: none"> • reduced workload to allow time for cooperation and sharing 	<ul style="list-style-type: none"> • reduced workload to allow time for reflection • established standards against which performance can be self-assessed
<i>Notes</i>	<ul style="list-style-type: none"> • several mentors may be involved (e.g. subject specialist, teacher from another 		<ul style="list-style-type: none"> • may overlap with mentoring system when group mentoring used 	<ul style="list-style-type: none"> • may be part of formal national assessment system leading to full

	field).			teaching status • may be part of school's personnel policy
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5. CONDITIONS FOR SUCCESSFUL INDUCTION PROGRAMMES

To ensure that the four interlocking systems work and that the aims of an induction programme are met, a number of conditions need to be fulfilled. These relate to financial support, clarity in roles and responsibilities of stakeholders, co-operation between different elements of the system, a culture that is focussed on learning and focus on quality management

5.1. Financial support

Induction and other support measures for beginning teachers will require an investment of adequate financial and time resources. For beginning teachers it is essential that they have a reduction in their workload, without reducing their salaries. This reduction is necessary not only because during the first years of teaching, lesson preparation will take much more time, but also to make it possible for beginning teachers to take part in the induction programme.

Mentors too need to be provided with sufficient time for their duties. Effective mentoring will require a considerable effort and it should not be seen as just an extra task within a teacher's job. Mentors need to have a reduced teaching timetable to allow time for the mentoring process to be undertaken seriously. Especially when the mentoring system is intended to have an impact on the learning culture within the school as a whole, mentors are key figures. The importance of the mentor can also be emphasized by offering them incentives and recognition of their additional responsibilities, such as through a responsibility allowance in their salary.

The involvement of teacher education institutes in support programmes for beginning teachers will also require an investment of financial and time resources. If these resources are not available, the feedback loop between initial teacher education and the experiences of beginning teachers in their induction periods will be weak.

The way in which financial support is provided will differ between countries and resourcing systems. However, if issues of financial and time resources are not addressed, the induction programme will lack effectiveness.

5.2. Roles and responsibilities of stakeholders

There is a need for clear roles and responsibilities to be defined - and owned - by all stakeholders. The key actors in induction policies include:

- New teachers
- Mentors
- School leaders
- Teacher educators
- Ministry and/or local authority

- Unions/ professional bodies/ steering boards.

Again, the division of roles and responsibilities can vary between countries. In some countries schools have a large degree of autonomy as regards their internal policies. In such countries, school leaders will have a key role in setting up coherent induction programmes. The role of national or local authorities can be to stimulate, support and facilitate school leaders in the development and implementation of induction programmes or to define criteria for induction systems that must be met.

In countries with a stronger steering by government, a coherent induction programme can be set up regionally or nationally. This can be done by the ministry, through a national agency (like the General Teaching Council for Scotland) or through the universities. In these cases the involvement by and ownership of individual schools and school leaders is important to strengthen the element of social support in the induction programme and to ensure that the induction programme has an adequate impact at the school level.

5.3. Co-operation between different parts of the system

Induction needs to be seen as part of a continuum: building on ITE and feeding into CPD. This requires each stage in the continuum to include activities appropriate to that stage, and an avoidance of duplication. Teachers look for continuity with their experiences during teacher education (Brown, 2001). This means in practice that there need to be effective links and strong communication between the providers of these different elements, the mentoring system, the expert system, the peer system and the self-reflection system. Therefore the actors in these systems need to share a common language about teacher qualities and an understanding of each others' roles and activities.

Coherence in the induction system requires mutual trust between all stakeholders in the various phases of initial training and professional development.

As the induction programme can be seen as the first part of continuous professional development, the induction programme should take into account the characteristics of the national CPD system. This can include, for example, forward planning in such a way that master classes in the induction programme can be recognized as elements of future Masters programmes.

5.4. A culture that is focused on learning

The learning environment in the new teacher's school needs to be supportive and recognise diverse needs. If the support of beginning teachers is seen only as a task and responsibility for a mentor, so that other teachers and school leaders can focus on their daily activities, support programmes will lack effectiveness and opportunities will be lost; beginning teachers will not take up their role as change agent and their introduction into the school community will be more difficult.

A culture that is focused on learning by both beginning teachers and experienced teachers includes a focus on collaboration, leadership of learning, the promotion of a learning environment conducive to learning as well as a view of beginning teachers as an asset to schools. Support to new teachers could include, for example, not allocating the most challenging groups to new teachers, as well as a reduced teaching timetable, etc. The school leader plays a crucial role in creating such a culture.

5.5. Focus on quality management

To ensure the quality and effectiveness of induction programmes, attention should be paid to several issues.

5.5.1. The competence of mentors

It is important to ensure the qualities and competence of all the actors. Special attention should be given to the quality of the mentor. Mentors must be selected according to rigorous criteria; seniority and hierarchical criteria are less important than qualities such as interpersonal skills, communication and knowledge about the learning of (beginning) teachers. Otherwise there is a risk that mentors may have a ‘conservative influence’ on the practice of novice teachers, limiting their exposure to or experimentation with different teaching approaches and strategies. Special mentor training programmes are necessary and can be offered, for example, by teacher education institutes. This will lead to benefits not only for beginning teachers, but also for mentors themselves. Mentor training and mentoring itself can lead to three categories of professional growth for mentors: a focus on personal pedagogical improvement; an awareness of the importance of professional exchange with peers; and a better understanding of the management perspective (Huling and Resta, 2001),

5.5.2. The competence of school leaders

The competences and commitment of school leaders are important for creating a coherent induction system and a collaborative learning culture in the school. Feiman-Nemser (1996) argues that mentoring needs to be linked to a vision of good teaching, guided by an understanding of teacher learning and supported by a professional culture that fosters collaboration and inquiry. Equally, school leaders, as managers, have an important role to play both in allocating resources (such as teaching hours, or contact time with mentors) and in ensuring that the school’s policy on supporting new teachers is understood and supported by the staff team. These elements need to be addressed in training programmes for school leaders.

5.5.2.1. Monitoring and evaluation

Regular review and evaluation of induction policies and provision is considered to be essential. One criterion for a quality induction system is the level of commitment shown by all stakeholders to the development of evidence-informed practice, i.e. the desire to monitor the effectiveness of the system and, where necessary and appropriate, to improve it. This requires evaluation and monitoring programmes, both on the level of the school and of the programme as a whole.

6. POLICY EXAMPLES

As indicated before, induction programmes can differ according to the national educational and cultural context and to the specific aims chosen for these programmes. This chapter presents examples of induction programmes, as implemented in six countries. The aim is not to give examples of the very best coherent and system-wide induction programmes, but rather to show the wide variety of approaches possible. In some cases, the examples refer to pilot projects, or to contexts in which several approaches exist side by side. The purpose of this chapter is to provide useful reference material without implying that a system can be transferred whole scale from one context to another and have the same success. In all cases,

comments can be made with regards to the way in which the elements of the induction programmes are organised and the extent to which the conditions for effective programmes are met.

The descriptions include a general description of each example, the aims of the specific induction programme, the types of support available to new teachers, and the links with school development. Where available, quality assurance and financial aspects are presented.

6.1. Cyprus

6.1.1. General Description

The induction programme in Cyprus began in 2008 and is addressed to teachers of all levels (primary, secondary and technical /vocational education) and to mentors.

6.1.2. Aims of the induction programme

The aims of the induction programme in Cyprus are:

- To enable the induction of newly appointed teachers into the teaching profession by providing support for their personal/emotional needs, their professional and practical needs and the development of their critical reflection in relation to their teaching practice.
- To promote the successful development of the mentoring relationship between mentors and newly appointed teachers, especially since the mentors are expected to play an influential role in the school unit.

The induction programme is implemented in three phases:

- first, information seminars raise the awareness of Newly Qualified Teachers (NQTs) and mentors;
- second, school-based induction;
- third: the evaluation of the programme by participants.

The programme is evaluated by the Centre of Educational Research and Evaluation (CERE) and is internally monitored by the organizers. Moreover, a group of experienced teacher trainers acts as a ‘support team’ for both mentors and novice teachers at the school level.

6.1.3. Types of support for new teachers

Personal and emotional support: Personal and emotional support is mainly provided by the mentors. A full mentoring scheme takes place; each new teacher is appointed to a school with her mentor, who is an experienced teacher. Self evaluation documents and supporting materials sent by the Institute for Initial Teacher Education from which the beginning teacher graduated, provide opportunities for personal support.

Social support: The whole programme engages the teacher education institute, the school actors (school management team, teachers) and of course the novice teachers, in a procedure aiming at facilitating the induction of the novice teachers into the classroom. Seminars at the beginning and end of the programme ensure contact and exchange of ideas and common values between the organizers (teacher education institute, Ministry) and the participants themselves (mentors and novice teachers).

Professional support: Professional support is achieved through the seminars at the beginning and end of the programme. The ‘support team’ also offers professional help to the new teachers and mentors on a school basis. An online platform for the exchange of materials between new teachers is planned.

6.1.4. School development

The Cyprus induction programme offers the school an opportunity for development through the mentoring system. Mentors are experienced teachers already working at the same school as the new teacher and are given time allowances as to be able to provide support (social, personal/emotional and professional) to the new teachers. Due to the seminars offered to both mentor and new teachers (some of them are common) new and modern teaching methodologies are practiced at the school. The visits and monitoring by external ‘experts’ (like the support team), enhance the opportunities provided to the school for reflection and action towards upgrading the quality of teaching and learning.

6.1.5. Quality assurance

Quality is assured through both an internal monitoring system of the programme (self evaluation of both new teachers and mentors, evaluation of their needs etc) and an external evaluation of the competences and knowledge gained by both mentors and new teachers. The system of ‘external experts’, who act as a support team to the participants, ensures that the implementation of the programme at the school level is in accordance with the original planning. A set of competences agreed between the Ministry and the Teacher Unions offers the opportunity for quality control through specific indicators of success.

6.1.6. Financial Aspects

The Ministry of Education and Culture partly finances the induction programme and the rest is financed by the European Social Fund (for secondary education only). Teachers’ time release (both for mentors and newly appointed teachers) and trainers’ fees and organisational costs are funded.

6.2. Estonia

6.2.1. General Description

The induction programme has been implemented in Estonia since 2004. All teachers upon first starting to work in the teaching profession are obliged to pass an induction year (the obligation does not extend to those who have completed teacher training in parallel to working in a pedagogical position and already have professional experience). It is regarded as a continuation of ITE and as the first phase of CPD. ITE is the first step for novice teachers, induction is the second, promoting socialization and cooperation at the school level, and CPD is the third stage, a time for continuing education, reflection and analysis.

The induction programmes are promoted through partnerships between school and university. The school acts as the environment for professional development and support for mentors. The University centres offer experience based on self – reflection seminars for new teachers, and mentor training; they also monitor and analyse the induction year.

6.2.2. *Aims of the induction programme*

Induction in Estonia aims at:

- supporting the adjustment of novice teachers to the school as organisation,
- developing basic competences in new teachers, and
- providing support in solving problems.

The induction system provides opportunities for school development and also feedback to the institutions for initial teacher education to improve the quality of their curricula.

6.2.3. *Types of support for new teachers*

Personal and emotional support is one of the main aims of the induction programme in Estonia. Group mentoring is provided to new teachers. Through the support programme sessions at the university centres, new teachers get opportunities for self reflection, self evaluation and self analysis. Mentor training is designed and offered by University centres.

Social support: Socialisation in the organization and in the profession is a key element of the Estonian system. Social support is provided both at the school level and through group mentoring. School acts as a provider of mentoring support and promotes cooperation and collegiality, the main aims of the induction programme. The Estonian example promotes teachers' community development through group mentoring. As schools are highly autonomous, the implementation of this part of the induction programmes varies between schools; it is strongly developed in schools that work actively on developing a learning community.

Professional support: The Estonian induction programme is highly competence based. Professional support is part of the Estonian induction programme, since it is regarded as the means for professional development of the new teacher through both the school and the university centre. Mentors from the school (experienced and successful teachers) and academics offer their expertise in the design and ongoing development of the scheme. Support seminars are offered to new teachers. Programme leaders who act as the supporters and promoters are the 'experts' who enhance the pedagogical support to the participants.

6.2.4. *Relation to school development*

Schools promote induction programmes for novice teachers. The programme offers opportunities to schools for improvement and development through the mechanisms of mentoring, peer learning and the collaboration between the school and the teacher education institutions. School development is stimulated through training programmes for mentors.

6.2.5. *Quality assurance*

In Estonia, the induction programme is evaluated by the university centres and is continuously monitored throughout the year by academics. Evaluation information and research evidence act as feedback to Teacher Education Institutes for improving the quality of their curriculum.

6.2.6. *Financial aspects*

The Ministry of Education and Research finances the activities of university centres, including mentor training, support seminars (or group mentoring) for newly qualified

teachers, continuous monitoring of the implementation and ongoing seminars and training for the university experts involved.

Mentors' work is not regulated or paid for by government; school leaders decide how to recompense mentors.

6.3. Ireland

6.3.1. General description

On completion of their initial teacher education in Ireland, all teachers are on probation for one year. At the end of this year most are recognised as qualified. The Department of Education and Science (DES) in 2002 established the National Pilot Project on Teacher Induction (NPPTI) to examine suitable models of induction in the Irish context. A key characteristic of the programme is its mentor scheme.

NPPTI is based on a partnership including the three Teacher Unions (the Association of Secondary Teachers in Ireland; the Irish National Teachers' Organisation and the Teachers' Union of Ireland), the DES and the University Education Departments.

The programme has not yet been extended to national level and is not mandatory.

6.3.2. Aims of the induction programme

Aims of the programme are

- To develop models for the induction of newly qualified teachers in Post-Primary schools.
- To identify the professional, employment and social issues impacting on newly qualified teachers.
- To examine and make recommendations on school policies and practices impacting on the induction of newly qualified teachers.
- To explore the role of pre-service Teacher Education Institutions in the induction of newly qualified teachers.
- To make recommendations on the development of a National Induction Policy for post primary schools.

6.3.3. Types of support for new teachers

Personal and emotional support: A mentor system is in use. Access of the new teacher to a mentor at school, or access to a mentor in a neighbouring school, is a key element of the programme. Therefore, during this first crucial year, the new teacher has the mentor for both professional and personal support within the whole school context.

Social Support: A whole school approach is key. The school unit receives the new teacher, while her mentor undertakes the role of the enthusiastic teacher who offers support.

Professional support: The mentor acts as professional support to the new teachers. Mentors undertake professional training for their role and DES pays for substitute teachers to cover the periods when they are released from teaching for this training.

6.3.4. *School development*

Experienced teachers are supported through the programme to become mentors and organise and deliver induction in their schools. Mentors receive appropriate and on-going support from the Project team in the form of seminars and workshops. Mentors get the opportunity to meet with fellow mentors to discuss common needs and experiences and to work with experts in a number of educational fields. Six seminars are offered to mentors in the course of the academic year. Mentors receive certificates following completion of the mentoring training programme.

6.3.5. *Quality assurance*

A key element of the project is the research on models of induction which includes a needs analysis and an empirical examination of existing induction practices by way of a census of all post primary schools in Ireland. The NPPTI is based on an Action Research model. This method is essentially a knowledge generation process that seeks to produce insights for both researchers and participants. It is particularly appropriate for the NPPTI as it involves the co-generation of new information, ideas and analysis within a research-based action context.

6.3.6. *Financial Aspects*

The project is funded under the National Development Plan through the Teacher Education Section of the Department of Education and Science.

6.4. The Netherlands

6.4.1. *General description*

The growing shortage of teachers in the Netherlands and the fact that many teachers leave the profession after the very first years of their career makes teacher induction an important area for policy development.

As education policies in The Netherlands have been strongly deregulated, schools are largely autonomous in a large number of policy areas, including personnel policy. Therefore the room for direct government policy intervention on teacher induction is limited, as schools are responsible for the support and further professional development of starting teachers.

Given this context a number of policy measures can be identified:

6.4.2. *Induction in teacher education*

In 1997 an independent teaching practice phase in the final year of the teacher education curriculum was introduced. This independent teaching practice is intended as an on-the-job qualifying phase which covers half a year of work within a school (full time or part time during a whole year) as part of the curriculum of initial teacher education.

The aim of this independent teaching practice is to reduce the ‘practice shock’ by making the first part of the induction period as a new teacher part of the teacher education curriculum. In this independent teaching practice student teachers receive guidance and mentoring both from teacher educators and from mentors in schools.

To increase the feeling that this is a real job, emphasis has been put on the formal appointment (and payment) of student teachers in their independent teaching practice by the school. However the willingness of schools to appoint and pay student teachers depends largely on the shortage of teachers. At this moment only a minority of students are paid during their independent teaching practice.

No research has been done on the effects of the independent teaching practice or whether the number of teachers leaving the profession has reduced after its introduction in 1997.

As this independent teaching practice is part of the formal curriculum of initial teacher education, it cannot be considered as induction in the way it is understood in this Handbook.

6.4.3. Co-operation between schools and teacher education/ school-based teacher training

In recent years intense co-operation between schools and teacher education institutes has been strongly promoted. This has increased schools' awareness of the need for a strong learning environment for (student) teachers. The involvement of schools in the initial education of teachers has in many cases led to the appointment of mentors within the schools who have the task of supporting and guiding student teachers, but who in many cases also have a supportive role towards new teachers within the school.

A weak element of induction policies in The Netherlands is that induction programmes are not centrally steered; the support received by a newly qualified teacher depends strongly on the school where he/she starts his/her career. A strong point of the induction policies is that in those schools that have developed induction programmes, these programmes are integrated into the whole of the personnel and development policy of the school and that the school leader and school team feel a strong commitment to the induction programme and the support of new teachers in the school.

6.4.4. Type of support for new teachers

As there is no central steering of induction programmes, the design of induction programmes and the type of support given to new teachers can vary considerably. Most schools appoint an experienced teacher to support beginning teachers during their first year. As there is no central mentor training, the quality of mentoring can vary widely.

There is no expert system available, as the funding for induction programmes goes to individual schools and not to teacher education institutions. Without compensation for induction activities, the involvement of teacher education institutions in induction programmes is scarce, reducing the opportunities for effective feedback on the quality of the initial teacher education programmes through the experiences of beginning teachers

6.4.5. Research and support

Given the fact that schools are autonomous in their personnel policies, the role of the government is to support and stimulate schools to create support for beginning teachers during their induction phase. This support varies.

Research on teachers who left/ stayed in the profession gives information on actual figure of teacher drop-outs, but also on variables influencing retention or drop-out. E.g. a recent study shows that the retention of beginning teachers in the teaching profession depends on the

quality of the teacher education programme (do teachers feel well prepared?), the motivation of the student and the support that teachers receive within the school.

Some comparative studies on induction practices in other European countries have been carried out, providing examples of good practice for schools.

Initiatives in the area of continuous professional development help to raise awareness of the need for professional development of teachers. A new initiative is the development of professional Masters courses for teachers, which will be funded by the government. However, these courses aim at teachers with a minimum work experience of two years and are not intended for beginning teachers in their induction phase.

6.4.6. School development

The strong focus on close co-operation between schools and teacher education institutes has led to a number of training schools with well trained mentors that can support teacher students, beginning teachers and other teachers in school. Often these mentors work in very close co-operation with teacher educators from the universities.

In training schools, school leaders are well aware of professional development needs of student teachers, beginning teachers and other staff in school. They take their responsibility on CPD for all school staff seriously and invest considerable resources in it. In these schools, induction policies are well integrated in the innovation and development policy of the school

6.4.7. Quality Assurance

As well as supporting and stimulating measures, the government can take measures with respect to quality monitoring. This quality monitoring is carried out by the inspectorate and aims at checking minimum quality criteria. The monitoring framework of the inspectorate focuses mainly on the outcomes of the teaching within school. The human resource policy within the school is a pre-requisite for high quality teaching, but is not included directly in the monitoring framework. In the context of an increasing shortage of teachers, induction becomes more and more important as a self-regulating principle: Schools cannot afford to neglect proper induction, because when schools neglect the needs of beginning teachers, they will leave the school, creating severe problems for the school board.

A recent new law on the teaching profession introduced the requirement that all school boards must have a professional dossier on each individual teacher within the school. The professional dossier includes formal teaching licenses, but also information on the formal and informal education of each teacher. The aim of the professional dossier again is to raise awareness of the need for teacher professional development.

6.4.8. Financial aspects

Schools have received additional funding that is intended to support the development of personnel policies. These policies include induction programmes, but also policies on experienced teachers, teacher attraction and retention, job and salary differentiation, and general CPD stimuli. Schools can define their own priorities, so the money is not necessarily spent on induction programmes.

6.5. Norway

6.5.1. General description⁸

In Norway national funding aims at stimulating authorities (employers) at regional and municipality level to develop a local support system together with initial teacher education institutions. Following a pilot period, a state-funded national development programme Mentoring Newly Qualified Teachers was established in 2003. This allows teacher education institutions to support local authorities by offering mentor training and by developing locally-based induction programmes. The main aims of the programme are to support NQTs' professional development, increase the knowledge of mentoring and improve initial teacher education. Participation is voluntary, both for local authorities and in most cases also for the NQTs.

The induction programmes are developed locally, and in most regions through partnerships and/or collaboration between education authorities, teacher education institution and other stakeholders. A network (The Norwegian National Network for Mentoring Newly Qualified Teachers) of teacher educators has been established to stimulate learning across regions and R&D related to the programme. The decentralised model has produced locally anchored systems, and as a consequence expansion and continuity in the programme depend on local initiatives and commitment. Approximately 20% of new teachers attended induction programmes in 2007/2008.

Evaluation has proved the project to be very successful, and a White Paper presented by the government in February 2009⁹ states that the national aim is that all NQTs in primary and secondary education will receive guidance and support programmes from 2010/2011. To achieve this, the government has agreed with the Norwegian Association of Local and Regional Authorities to work together to ensure that guidance can be offered to all NQTs in all counties and municipalities. It is the employers' responsibility to ensure sufficient guidance and introduction to NQT. The government will provide capacity in teacher education institutions to educate and support local mentors.

6.5.2. Types of support for new teachers

The wide range of models means that the types of support given to new teachers differ across municipalities. Still, one important common feature is the role of teacher education as a participant in partnerships for the induction of new teachers. This provides valuable feedback to teacher education programmes and may help bridging the gap between theory and practice.

For the NQTs, the frequency of mentoring varies from 10 to 20 consultations a year, and may include individual, peer and group mentoring as well as courses. The mentoring they receive aims at helping NQTs develop their professional identity as teachers. In the evaluation of the programme NQTs across regions report that mentoring helped them reflect on their own practice and on what constitutes a good learning environment. Participation in the programmes provided arenas for sharing experiences and seems to raise NQTs' self-esteem as

⁸ This is based on Fransson and Gustafsson (2008) *Newly Qualified Teachers in Northern Europe; Norwegian National Network for Mentoring Newly Qualified Teachers*, Annual Report 2007/2008 and Dahl et al. (2006) *Hjelp til praksisspranget. Evaluering av veiledning av nyutdannende lærere*. [Supporting the Praxis Leap. Evaluation of Mentoring Newly Qualified Teachers] Trondheim: INTEF

⁹ Smeld.nr 11 (2008-2009) *The Teacher – Role and Education*

professionals and essential teacher competences as well as being part of the school community. In this sense, the different regional induction programmes in Norway include elements of personal, social and/or professional support (cf. chapter 4). As mentioned above, the weight put on each element may differ due to the decentralised model.

6.5.3. *School development*

NQTs, mentors and school leaders perceive the programme as important for NQTs' professional development as well as for quality development within the sector. Partnerships between the local mentor and the TEI mentor provide fruitful opportunities to exchange different views and perspectives on mentoring and on being a teacher. Also, the local approaches seem to promote the integration of NQTs' professional development with other local school development processes. Still, to what extent the school community draws upon the knowledge and competences that the NQTs gain through the induction programme varies.

6.5.4. *Quality assurance*

Quality assurance is accomplished through evaluation, monitoring reports, partnerships and meetings between stakeholders. Each regional programme is required to produce annual reports and share their experiences. The national network provides a basis for development and learning, by generating access to critical friends and stimulating research.

6.5.5. *Financial aspects*

Both the programme and the network are state-funded. In 2007, 16.5 million NOK were allocated by the Norwegian Directorate for Education and Research for further developing and implementing the programme. To increase the number of NQTs attending the induction programmes, the government in 2009 has allocated 33 million NOK to Mentoring Newly Qualified Teachers. The cost of giving guidance to all NQTs will depend on the design of the national programme. Part of the cost is educating mentors, which is an investment and may later be reduced when a sufficient number of mentors have been educated.

6.6. **Scotland**

6.6.1. *General Description*

The Teacher Induction Scheme (TIS) in Scotland, in place since August 2002, is the support process which assists all Scottish trained probationers to meet the Standard for Full Registration as a teacher (General Teaching Council for Scotland - GTCS). The 'Standard' comprises 23 Professional Standards, each of which must be met before a probationer teacher can be recommended for Full Registration with the GTCS. The induction programme ends with a formal assessment of a 'Final profile' that is sent in by the teacher at the end of her induction year.¹⁰

In short, the Induction Scheme:

- guarantees a one year training post to all students graduating with a teaching qualification from a Scottish university;

¹⁰ For more information see: <http://www.gtcs.org.uk/Probation/TheTeacherInductionScheme/TheTeacherInductionScheme.aspx>

- states that all TIS probationers have a maximum class contact time equal to 70% of that of a full time teacher (15.75 hours);
- states that the remaining 30% of non class contact time is dedicated to advancing and enhancing the probationer's own continuing professional development. This includes 'whole school' development initiatives;
- allocates 3 ½ hours per week for an experienced, nominated teacher / Supporter to meet with the probationer and take forward her professional development;
- involves each Local Authority in managing the Teacher Induction Scheme within its own area;
- assesses the progress of each probationer twice a year, through the use of an Interim Profile and a Final Profile which is forwarded to the GTCS; and
- should ensure that probationers throughout Scotland receive consistently high quality experiences.

All new teachers participate actively in their own professional development by preparing a portfolio of their work throughout the year and by participating in action research projects. Moreover, they have to prepare both interim and final reports (the Interim and Final Profile) in order to provide the stakeholders with useful feedback. This procedure provides them with opportunities for self reflection and analysis. They participate in seminars, CPD and weekly meetings at the school, in an effort to enhance their skills.

The induction programme is supported by the whole educational system; the Ministry, the GTCS, Local Education Authorities, Supporters (mentors) and the school, and of course, the probationers themselves.

6.6.2. *Aims of the induction programme*

The aim of the TIS is to support beginning probationary teachers in gaining full teacher status and to ensure that all fully registered teachers meet the Professional Standards for teachers. This is done by giving each beginning teacher a training post of one year, by providing a mentor for each beginning teacher, by providing a reduced workload, both for beginning teachers and mentors and by assessing the Final Profile of each teacher against the Standard for Full Registration.

6.6.3. *Types of support for new teachers*

Social support: New teachers are supported by all stakeholders; local education authorities, the government, supporters and the school. There is a common vision to prepare the probationers in a successful way and each stakeholder has its own role in this effort. The mentor (Supporter) in the school plays a key role.

Personal, emotional, professional support: New teachers have to attend seminars and courses organized by the local authority. The weekly meetings with experienced staff of the school also offer them valuable support both professionally and emotionally. Informal support is also offered at various levels. Websites and material provide useful information and documents to the new teachers.

6.6.4. *Relation to School development*

In Scotland a ‘whole school’ development time is allocated to the programme. The school supports the system by assisting the probationers, operating classroom observations and weekly meetings between the management team and the new teachers, and assisting with interim and final reports.

6.6.5. *Quality assurance*

Research into the success of the TIS has been carried out by the GTCS. Views are sought from Head Teacher and Supporter groups across the country.

6.6.6. *Financial aspects*

£37.6 million has been set aside by the Scottish Government to finance TIS for the next three years. (Lovie, D. 2008)

7. **ISSUES FOR POLICYMAKERS DEVELOPING INDUCTION PROGRAMMES**

This Handbook has described the contribution that induction programmes can make to key educational policy objectives, based on evidence from research and current practice; it has set out the essential aspects of such policies, including particular mentoring arrangements.

The introduction of systematic arrangements for the induction of all beginning teachers can bring tangible benefits to teachers, schools and the wider education systems.

The purpose of this chapter is, through some **key questions** and a **checklist**, to draw out some of the issues that policymakers may consider in order to devise an induction programme that fits their local circumstances.

7.1. **What are the policy aims?**

The specific aims of an induction policy will vary from one country to another; however, they need to be clearly stated, feasible and their effects need to be measurable.

The aims of induction programmes that provide essential support to assist beginning teachers in their early years in the profession, may include: reducing the drop-out rate of beginning teachers; improving the overall quality of teaching; supporting the development of teacher professionalism, providing feedback for initial teacher education, or ensuring continuity between different phases of professional development.

7.2. **Does the policy cover the key aspects of induction?**

Induction is likely to be most effective when it is delivered as a coherent programme, rather than a collection of separate actions. As was explained in chapter 4, most induction arrangements provide beginning teachers with three different kinds of support: personal/emotional, social and professional.

They may do this through four main interlocking systems: a mentoring system, a peer system, an expert system and a self-reflection system. Although local circumstances may dictate the ways in which these can be delivered, the induction is more effective if all four are present.

7.3. Have all actors been involved in defining the policy?

The work of the Peer Learning Cluster ‘Teachers and Trainers’ has concluded that it is vital to the success of any policy initiative that the key actors be involved in the development of the policy.

In the field of induction, such actors might include:

- beginning teachers
- school leaders and teachers in practice-schools
- teacher trainers (and the trainers of teacher trainers)
- mentors: both those based in Teacher Education Institutions and those based in schools
- trades unions
- policy makers
- pupils, parents, other stakeholders

Beginning teachers, for example, can be involved in the design and evaluation of their induction programme, with their feedback being used as part of a process of continuous evaluation and quality improvement.

7.4. Are the roles and responsibilities of each actor clearly defined?

All of the studies undertaken by the Peer Learning Cluster ‘Teachers and Trainers’ have concluded that it is vital to the success of any policy initiative that all the actors understand their own roles and responsibilities, and the roles and responsibilities of the others.

The benefits of a written description of the programme’s objectives, clearly defined from the beginning, as well as the different roles and responsibilities should be considered.

It is particularly important that school leaders are committed to making the induction programme work, for example by ensuring that beginning teachers have sufficient time during the school day for meetings with mentors, observing other teachers, reflection etc.

7.5. Have all actors received the preparation they need to fulfil their responsibilities?

A key to successful implementation is investment of time, money and knowledge in ensuring that all actors have the skills and attitudes required to make a success of the induction programme. For example: teacher educators, school leaders and mentors require training specifically in their roles in induction (which are different from their roles in Initial Teacher Education or continuing professional development).

7.6. How is the induction process integrated into the continuum of Teacher Education?

Teacher Education is now seen as a career-long continuum, rather than a one-off action. Induction therefore needs to be designed and implemented as part of this continuum: building on what teachers have experienced during their initial Teacher Education and preparing them for a career of continuing development in a reflective profession.

This means in practice that there need to be effective links and strong communication between the providers of the different elements in the continuum at national and local level; it also requires these actors to share a common language about the competences and qualities that effective teachers require, and how they can develop and deepen over time.

Where an induction programme includes some elements of competence development, care should be taken that these do not duplicate the learning activities that beginning teachers had already undertaken during ITE. Content and activities should be appropriate to the stage involved, should build upon those in the previous phase and provide the necessary skills and knowledge for the next phase, continuous professional development.

An induction programme can be a tool to provide valuable feedback to ITE providers and curriculum designers; the experiences of beginning teachers on the induction programme can be fed back to initial Teacher Education providers so that they may adapt the content of their courses accordingly, and can be ‘fed forward’ to providers of CPD, so that they have a better awareness of the development needs of beginning teachers.

7.7. Have adequate financial and time resources been allocated?

A successful induction programme requires a supportive environment in the school, with an appreciation of the value of collaboration between teachers and a school leadership that focuses on improving the learning of teachers and pupils; it needs to be realised that beginning teachers are a significant asset to any school, not least because they bring fresh ideas and new perspectives.

It is important that the beginning teacher be allocated fewer teaching hours in early years, in order to allow more paid time for lesson preparation, meetings with the mentor, and other induction activities. Support to new teachers could also include, for example, not allocating them to the most challenging groups.

Mentors also require paid time off their teaching duties in order to perform their mentoring duties effectively. Depending upon local circumstances, it could also be useful to provide (financial or other) incentives to encourage experienced teachers to undertake the training necessary to become mentors; there could also be some recognition of their additional responsibilities, such as through a responsibility allowance.

7.8. How to ensure that the policy is implemented consistently?

To secure best results, policymakers will wish to ensure that induction into the profession is provided in all schools where there are beginning teachers. Regular review and evaluation of induction policies and provision is considered to be essential. One criterion for a quality induction system is the level of commitment shown by all stakeholders to the development of evidence-informed practice, i.e. the desire to monitor the effectiveness of the system and, where necessary and appropriate, improve it. Induction programmes can be a valuable source of feedback to initial Teacher Education providers, and of information to providers of CPD.

7.9. Checklist

7.9.1. Aims and objectives

- In what specific ways could a systematic induction programme
- benefit learners in your country, and

- fit in with your national policy goals?
- What are the expectations of stakeholders? (Minister, beginning teachers, serving teachers, school leaders, teacher educators, local authorities, unions, professional bodies ...)
- What will the policy aims of your induction programme be? What concrete measures will you use to measure progress towards these aims?
- In what ways do you want the induction programme to link to school development, or to the professional development of experienced teachers, teacher trainers and school leaders?

7.9.2. *Design*

- What kind of induction programme would fit your goals and national context? e.g.
- one that is linked to a probationary period before registration as a teacher, or a non-formal programme?
- compulsory for all beginning teachers?
- What exactly are you looking for in a teacher? Does your country have an explicit statement of the competences that teachers must possess at each stage in their career?
- In what ways will your induction programme provide personal, social and professional support to all beginning teachers? Which people and institutions will have responsibility?
- In your context, how can you best provide interlocking systems for:
 - mentoring,
 - peer support,
 - expert support and
 - self-reflection?
- How can you ensure that your induction programme can flexibly adapt to the specific needs of each beginning teacher?

7.9.3. *Implementation*

- Have you secured adequate financial support, especially for the training of mentors, and for reduced timetables for beginning teachers and mentors?
- Do you intend to introduce a pilot programme to test out your ideas?
- Does each of the stakeholders support the proposed scheme?
- Is the role of each of the actors (stakeholders) in the proposed scheme clearly stated?
- Have you put in place adequate structures for communication and cooperation between all relevant stakeholders? Is there a relationship of trust?
- Have school leaders been adequately trained and supported to create a culture of learning in schools?
- Have mentors been adequately trained?
- Does the induction programme build on the curriculum in ITE and prepare for CPD?
- Have you an effective system of monitoring, review and quality assurance of the policy and procedures once implemented?

8. RESEARCH EVIDENCE AND REFERENCES

This chapter briefly summarises some of the research studies that have been done on induction programmes, and lists the main sources of research evidence.

8.1. Induction programmes

The development of coherent system-wide induction programmes has started only recently, so the body of research literature exploring the effectiveness of induction is limited. Where the literature focuses specifically on the effectiveness of induction, it tends to explore the efficacy or otherwise of specific local, regional or national induction programmes (see e.g. Ashby et al, 2008; Eisenschmidt, 2006; Totterdell et al, 2002) and allows generalisations only to a limited extent.

Supporting beginning teachers during their first working year(s) arguably has an essential place in education reform (Villegas-Reimers 2002; Britton, Paine, Pimm and Raizen 2003; Huling-Austin 1992; Tickle 2000). Different measures are possible, including mentoring at school and in the region, university support programmes, continuing education courses, etc. Institutional support is considered essential; the formation of communities of practice by teachers is seen as an important mechanism of professional learning (Lave and Wenger 1991; Imants 2003).

“Overall, the literature on induction ... highlights the need for induction programmes to be based on a clear rationale and purpose and for adequate resources to be provided to achieve the intended goals.

Beginning teachers should have a reduced workload, and expectations for extra school- or centre-related work should not conflict with core teaching work.

Programmes include, but are not restricted to, one-to-one mentoring, and provide structured opportunities for learning within and outside particular teaching contents. Mentors are specialist with the interpersonal skills, commitment, and knowledge to enhance the beginning teacher’s practice, and professional development and supporting to help beginning teacher to achieve the goals of the induction programme.

Integral to effective induction programmes are opportunities for beginning teachers to observe models of good teaching practices, and to receive structured feedback on their own teaching.

There is general agreement that induction programmes should be focused on the needs of each beginning teacher, as identified by observations, analysis of children’s or students’ learning, and discussion, all of which contribute to a formalised induction plan. They combine new teacher support, development, and assessment.

Induction programmes are more likely to be productive when they occur in settings where more experienced teachers are committed to supporting their new colleagues, in cultures that foster openness, collaboration, and asking for help” (Cameron 2007, p. 30).

The common goals of induction have been described as follows (Huling-Austin, 1988; Ashby et al 2008):

- achieve smooth transition from teacher education to being a fully qualified teacher (reduce the ‘reality shock’),
- improve teaching performance
- increase the retention of promising beginning teachers during the induction year
- promote the personal and professional well-being and development of beginning teachers
- support collegiality and teamwork of teachers (becoming a member of the wider school system)
- certification to transmit the culture of the system to beginning teachers.

Induction programmes provide assistance to novice teachers during their first year(s) of teaching and integrate pre-service education with continuing professional development. Support programmes vary greatly in terms of length, nature, organisation and purpose, as well as ideology and strategy (Eurydice, 2002; Villani, 2002, Ashby et al 2008). There are generally four approaches to organising induction programmes:

- ‘school as a learning organization’ approach (school has full responsibility for supporting a new member of the organization);
- co-operative approach between teacher education institution and schools (mentor training, group mentoring and individual consulting are organised by initial teacher education institutions);
- teacher community-based approach (teacher unions are responsible for support programmes); and
- municipality-based approach (municipalities are responsible for implementing support programmes) (Britton et al., 2003).

There are integrated models as well, but whichever model is chosen, it is always important to take local, regional and national contexts into consideration.

Based on experiences in Switzerland, Japan, France, Shanghai (China), and New Zealand, Britton et al. (2003) (as cited in Wong, 2004) reported that effective induction programmes have the following three characteristics:

- **Comprehensive:** Effective induction approaches are highly structured, comprehensive, rigorous, and seriously monitored. There are well-defined roles of their leadership personnel: staff developers, administrators, instructors, mentors.
- **Professional learning:** Effective induction programs focus on professional learning, and delivering growth and professionalism to their teachers. Induction programmes are considered to be one phase or part of a total lifelong professional learning process with many components.
- **Collaboration:** Collaborative group work is understood, fostered, and accepted as a part of the teaching culture. There are shared experiences, shared practices, shared tools, and a shared language among all colleagues. New teachers are treated as colleagues. In the induction phase this sense of group identity is stimulated.

The available literature suggests a number of tangible benefits of various aspects of induction programmes on teachers' transition from pre-service training to sustained professional practice.

“Experiences of the induction year are dependent on many factors, including the induction arrangements made by schools, individual induction mentor-NQT (Newly Qualified Teacher) relationships, and how NQTs draw on their ITE to interpret their experiences as beginning teachers. The literature indicates that where schools make arrangements for regular observation of trainees, ‘feedback’ sessions, sufficient non-contact time; where schools have an ethos which encourages professional growth; and where they provide conditions for induction tutors to both pursue their own professional development for the role as well as carry out the role, then they can aid NQT retention and provide bridges both from ITE to the NQT years, and from induction to early professional development. Such positive outcomes, where achieved, may well enhance teacher retention and motivation in the longer term.” (Ashby et al 2008, p. 52).

8.2. Mentoring

The mentor is a key figure in induction programmes, who supports the socialization of novice teachers to the school context and their professional development (Feiman-Nemser 2001, 2002). Mentoring is a widely researched aspect of both teacher education and induction/teacher development programmes.

Little (1990) and Wang and Odell (2002) confirm that mentoring can facilitate professional development and provide emotional support to the novice members of the school community. A number of studies have addressed the characteristics, skills, and competencies of mentors. Based on prior research, Harrison, Dymoke and Pell (2006) summarise the skills required by mentors as guiding, leading, advising, and supporting; coaching, educating, and enabling; organising and managing; and counselling. Rippon and Martin (2006) identify approachability, teaching credibility, professional knowledge and authority and motivational skills as important characteristics of the mentor. In some schemes mentors also have an assessment role, which can complicate the relationship with their mentees considerably.

Mentoring can be pursued with different types of goals and objectives in mind, and it can be approached from various perspectives. Wang and Odell (2002) define the approaches in terms of a humanistic, situated apprentice and critical constructivist approach. Each, with its roots in major conceptions of learning, considers the goals of mentoring, the role of mentors, mentors' expertise and mentor training. The humanistic perspective focuses on helping novices to overcome challenges on a personal level, and to feel comfortable in the teaching profession. Mentoring within a situated apprentice perspective emphasises adjustment to the school culture and the prevailing norms of teaching, and supports the development of techniques and skills necessary in a particular context. The goal of mentoring within a critical constructivist perspective is to transform teaching by engaging novice teachers and mentors in collaborative inquiry with equal participation.

Similarly, Gold (1996) identifies on the one hand a personalized approach to mentoring, where the novice teacher is encouraged to develop her self-efficacy and to come to terms with personal and professional needs as well as learning to address these, and on the other hand a technical and experiential approach, which focuses on technical skills and relies on an apprenticeship model of learning in which the mentor is the key person.

Orland-Barak and Klein (2005) identify three additional approaches to mentoring: a therapeutic, an apprenticeship, and a reflective orientation. In the therapeutic approach emphasis is on personal growth, which can be facilitated through a common understanding of the novice teacher's experiences. The apprenticeship or instructional approach regards mentoring as a modelling of various behaviours to be reproduced by the novice teacher; the mentor's role is first and foremost instructive and prescriptive. The reflective approach is characterised by an inter-subjective process, in which the asymmetrical relationship between the mentor and the novice teacher is acknowledged, but is harnessed to facilitate dialogue and development on multiple levels.

Pachler and Field (2001) posit the need for key stakeholders to emancipate themselves from an apprenticeship model of mentoring as an essential pre-requisite for engaging student teachers effectively in the sophisticated discourses required in relation to the multidimensional nature of their professional learning. They advocate 'discursive' mentoring which goes beyond the pragmatic with a view to encouraging student teachers to access more theoretical aspects of educational discourses, whilst remaining focused on the professional dimension of teaching. They see the adoption of such discursive practices as central in enabling the move from "technicist emphases to a model that integrates the social processes of change within society and schools with the individual development and empowerment of teachers" (Patrick, Forde and McPhee, 2003). In the context of repeated international calls for a re-professionalisation of teaching, e.g. based around notions of learning (and knowledge construction), participation, collaboration, cooperation and activism (Sachs, 2003) or a view of professionalism as "an ideologically-, attitudinally-, intellectually- and epistemologically-based stance on the part of an individual, in relation to the practice of the profession to which s/he belongs, and which influences his/her professional practice" (Evans, 2002), principles of discursive mentoring also appear to have great relevance in the context of induction programmes.

Stokking, et al, (2003) addressed the issue of socialisation in relation to school development. In the induction phase the novice teacher initially forms collegial relationships, acquires membership in the teaching profession, consolidates knowledge, acquires skills, and accepts or rejects the norms and values of the school. Socialisation takes place on two levels simultaneously: (1) into the organisation (workplace), and (2) into the profession. These processes can be influenced by the behaviours, opinions and attitudes of more experienced teachers, but also the newcomer with a fresh perspective may help to raise awareness and to question the status quo. The mentor can function as a bridge between the novice teacher and the organisation, facilitating the novice teacher's socialisation into the community, but ultimately the roles mentors adopt depend much on a school's culture.

Hobson and colleagues (2009) analyzed international research literature on mentoring beginning teachers and describe the potential benefits of mentoring support. Effective support of professional development, reduced feelings of isolation, increased confidence and self-esteem, improved self-reflection and problem-solving capacities have been described as the main benefits for mentees. The most common feature amongst research findings relates to the provision of emotional and psychological support increasing novice teachers' morale and job satisfaction. Mentors help novice teachers to adapt to the norms, standards and expectations associated with teaching in general and with specific schools (Hobson et al 2009:200- 201).

Positive impact on the professional and personal development of mentors is mentioned as the main benefit in some of the literature. Mentors gain new ideas and new perspectives from beginning teachers; mentors have reported learning new and improved teaching styles and

strategies, becoming more self-reflective (Davies et al 1999 cited from Hobson et al 2009: 209), improving their communication skills and becoming more knowledgeable about beginning teachers' and others' professional development needs (Lopez-Real and Kwan 2005, Moor et al 2005 cited from Hobson et al 2009:209), increasing confidence in their own teaching and improving relationship with pupils and colleagues (Davies et al 1999). Some studies suggest that mentoring can be an aid for individual career planning. A survey carried out by the Association for Teachers and Lecturers in 1996 in England found that mentors perceived to derive a number of benefits from working with student teachers: professional development, job satisfaction, management skills, curriculum innovation, morale, new teaching methods and addition of new resources.

Promoting teacher retention and stability is mentioned as the main benefit of mentoring for schools and educational systems by Smith and Ingersoll (2004). Through mentoring relationships the staff have come to know each other better, which has led to their increased collaboration and work enjoyment (Moor et al 2005 cited from Hobson et al 2009:209).

8.3. References

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