

OECD-Thematic review
"Attracting, Developing and Retaining Effective Teachers"

- Contributions of local stakeholders/unions (Northrhine-Westphalia) -

May 2003

This document gathers the contributions of the listed organisations as an input to the North-Rhine Westphalia Länder component of the German Background Report for OECD Activity "Attracting, Developing and Retaining Effective Teachers". The opinions expressed are those of the listed organisations and do not reflect the views of KMK, German education authorities, the OECD or its Member countries. The copyright conditions governing access to information on the OECD Home Page are provided at <http://www.oecd.org/rights>



Elternverein Nordrhein-Westfalen e.V.

- beim Schulministerium zur Mitwirkung anerkannter Verband – überparteilich -

OECD - "Attracting, Developing and Retaining Effective Teachers"

Questions to Guide the report

Section 1: National context

- (last question) "What are the broad public perceptions about the role of schools, the quality of schooling and the status of teachers?"

The cultural revolution of 1968 caused significant changes and deeply affected the role and the appreciation of schools and teachers. Self determination put into the focus of students' attention led to a decline of authority, of discipline, of readiness to learn and of acceptance of regulations and curricula. An early motion "Courage to Education" by known experts and supported by different groups of the society among them the Elternverein NRW and other parents' associations remained politically ignored for decades. Since Bundespräsident Roman Herzog's famous speech in Berlin from 1997 public opinion has slowly been changing but is still far from the aim of recognizing the extraordinary role of schools, schooling and teachers for the whole society this being a significant factor for Japan's high standard of education.

Section 6: Retaining effective teachers in schools

- (eighth question) "To what extent are school and personal safety und student discipline perceived as important factors affecting working conditions by teachers? What policy initiatives have been taken to improve school safety and minimise student discipline problems?"

Depending of the student population discipline problems can affect the working conditions of teachers to an extremely high extent. In our days too many parents being uncertain about their rights and duties lack the capability of bringing up their children in a socially adjusted way. They neither train behaviour nor teach morals. "Agreements on education" of kindergardens and schools with students and parents newly introduced and officially recommended may minimise discipline problems but cannot cope with the challenge completely. According to recent scientific research there are most important the very first years of a child's development. Therefore further initiatives are urgent training people in care and education who just became parents.

23. April 2003

Walburga Stürmer
Landesvorsitzende



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OECD – Thematic Review on Attracting, Developing and Retaining Effective Teachers

Contribution of the Association of Chambers of Commerce and Industry
in Northrhine-Westphalia

NATIONAL CONTEXT

Development and major challenges

Preliminary note:

In Germany, the latest discussion about the efficiency and achievements of our schools has been profoundly influenced by the OECD Programme for International Student Assessment (PISA). PISA very much helped to foster the national debate and to put it on a scientific and objective basis. In other words: PISA has given a new quality to reflections on education and learning at school. Much has been discussed and initiated throughout the last one and a half years. There first was the national „PISA shock“, because the results for Germany are far from being satisfactory. However, the country made a valiant attempt to take on the challenge and to go through an unemotional and unbiased discussion of weaknesses and problems.

Given the deep impact of PISA and the reciprocal interaction of the national/regional and the international debate on it, we will not try, in the following, to explain which phenomena and developments are to be traced back to PISA or which others have a „purely national“ character.

On the other hand, we would like to point out that, of course, there was a „life before PISA“ and that the unsatisfactory German results do not at all mean that nothing had been done before. On the contrary: In Northrhine-Westphalia (NRW), for example, there exists an institutionalized „School-Business Dialogue“ at political level, assembling all relevant partners, as the regional Government, Chambers, employers´ federation, Labour Exchange and the unions. Since it started 2 years ago, this Dialogue has been mainly concentrating on the following issues: teacher training; maturity for vocational training; vocational orientation; co-operations and partnerships between schools and businesses.

Among the actual political priorities concerning the development of schools, there are

- a greater autonomy of the individual school concerning the management of its staff and budget.
CCI position: vital to do; very welcomed.
- the consolidation of quality assurance.
CCI position: important; but has to be realized without falling into bureaucracy.
- the establishment of all-day schools all over the country (federal budget: € 4 billion).
CCI position: the programme is lacking a pedagogical concept; the political mission and the budget seem to be more important than a structured, pedagogically and didactically reasonable concept – which should be inspired by demand.
- the reorganization of the traditional teacher training system into a Bachelor/Master-based structure.
CCI position: the traditional teacher training in Germany needs a reform at methodological and content levels. The BA/MA structure, as it is actually discussed with regard to teacher training, risks to draw the attention more on the form than on content.
- the improvement of individual promotion at all levels of competency and achievement.
CCI position: vital to do – but for all achievement levels.
- the integration of immigrant pupils, starting with the improvement of their linguistic competence.
CCI position: very urgent to be realized; should have been done long ago. We desperately need a concept for integration – and its consequent realization.

Demographic development and cultural variety

For several years now, the German society has been debating on whether or not Germany is an immigration country. Asking the schools – and above all the elementary schools and the „Hauptschulen“ –, one would most probably get the answer: „Yes, Germany is an immigration country. It is mainly up to these two types of school to realize, in addition to their educational mission, the integration of an ever growing number of pupils from immigrant families. There are districts (for example in the cities of Essen, Duisburg or Cologne), where elementary schools have to tackle with 100 % immigrant classes, with pupils from different countries and talking different languages – except German. Apart from the fact that the school budgets are by far not sufficient to cover the needs that spring from such a situation, the teachers are not trained in intercultural communication and integration work. Although many schools have arranged themselves to find their own solutions, all schools concerned are in need of much more support with regard to staff size, budget, teacher training and educational concepts.

Despite a number of best practice examples that of course do exist, the situation as a whole is unfortunately so far from being solved, that the advantages that also may result from a multicultural coexistence are not viable.

This is paralleled by another demographic evolution, which is the decrease of the German population as a whole and, as a consequence, the foreseeable decrease of German pupils (predicted already for the second half of this decade). Many new problems and questions will emerge from this:

- At the moment, there is rather a lack than a surplus of teachers. Many regional Governments have announced to increase the number of teachers in their schools. What will happen to all these teachers in the future, once the decrease will have started? (By the way, this situation has already become reality in Eastern Germany, where, due to a rapid decrease of pupils, entire schools are forced to close. Many of their teachers have migrated to places in Western Germany – not knowing if there is a perspective on the long run.)

- A decreasing number of pupils will inevitably lead to a decreasing number of school-leavers. As a consequence, the rising generation will not be quantitatively sufficient to cover the businesses' demand for qualified staff. Already at the end of this decade, there will not be enough school-leavers to enter vocational training. Again: What will happen with the teachers? We need polyvalent types of teacher profiles in order to enable them to have a real chance on the labour market. For the time being, teachers are solely trained to be teachers. This must be changed.

Economy and labour market

The economic situation in Germany is more than worrying. The businesses complain about the burden of administrative and financial charges. There is a rapidly increasing number of insolvencies. The national debt is far too high. The businesses hesitate to invest, to engage new workforce and to offer vocational training. Thus, unemployment is the biggest problem within the society.

(Public) money is scarce, though desperately needed in all sectors. It was mainly due to the PISA results that many regional Governments nevertheless granted additional money for teachers and for education at school. However, these are all short-term measures. Meritorious as this may be – it is not based on a long-term strategy, and it does not lead to real reforms.

Due to decreasing tax receipts, most of the local authorities in Germany are short of money. These local authorities are responsible for the maintenance of schools. As a result, many school buildings are not in good repair, and their equipment is deficient. More and more schools try to find businesses as sponsoring partners (for example with regard to computer equipment).

Many businesses are very willing to build up partnerships with schools. These can be extremely fruitful for both sides. However, as to sponsoring, the Chambers, the employers' federation and also the union hold that this can only be limited and complementary. The public sector must after all meet its obligations and tasks.

The society's view of school

More than ever, the public expects from school to make the young generation fit for life in general and for professional life in particular. This means above all: a sound basis of „reliable“ competence at theoretical and practical level. The applicability and usefulness of contents are imperative. The mastery of a limited range of themes is more important than „faulty completeness“. Social competence is indispensable. During the last years, businesses and Chambers have repeatedly claimed that school-leavers need to be better prepared for professional life. This does of course not mean that we expect the school lessons to become vocational training classes. It does however mean that the bridge between school and vocational training must be smooth enough to enable the pupils (and the enterprises!) a satisfactory start into professional life. Chambers and businesses have always offered support and co-operation. In their opinion, the challenges that nowadays' schools are forced to cope with, make it necessary to grant better equipment – at staff as well as at financial level.

An increasing number of families and parents delegate their own educational task to the school. However, they do not concede too much authority to the teachers. This makes school education more difficult and is extremely frustrating for many teachers. In addition, many schools complain about being a „repair-shop“ in the first place.

Unfortunately, the image of teachers is not at its best in the German society. The teachers themselves complain about growing challenges and premature burn-outs. They often feel overburdened and underestimated.

RECRUITMENT OF TEACHERS

Owing to an acute need of teachers (see above), the NRW Government has opened a „lateral access“ to the teacher profession. In other words: It has become possible for professionals others than traditionally trained teachers (and who did not accomplish studies in pedagogics) to nevertheless resume a teacher’s job at school – provided that some specific conditions are fulfilled. This is very welcomed by the Chambers of Commerce and Industry, since they have long been pleading for complementary competence from business life.

The CCIs hold that not every task at school requires pedagogical knowledge. In addition, certain events at school (e. g. projects) can profit from the knowledge and performance that a „non-teacher“ brings into the school after a number of years in business life. This assumption is the basis for a project that the NRW CCIs and the NRW Government are about to set up. Its purpose is to build bridges between businesses and schools and to supply highly qualified teacher assistance on the part of the businesses. This model has a double benefit: The schools profit from additional competence, and the businesses can offer new perspectives to their personnel. There are many possible varieties, for example a completely new occupational profile half teacher, half employee.

Another idea that has been put forward by the Association of the NRW CCIs is the flexibilisation of teacher supply for specific purposes. The idea is to build up a teacher pool that is independent of individual schools. The pool is being organized by a third party that assures quality of and training for the pool members. If a school has an acute need for a particular task or profile, it appeals to the pool. The advantage: Schools can be helped quickly, and the pool members profit from an interesting job that, through this kind of rotation, supplies them constantly with fresh experience and new insight.



14.05.2003

OECD -Thematic Review on Attracting, Developing and Retaining Effective Teachers

Ladies and Gentlemen,

We thank you for the possibility to make a statement and would like to select aspects as follows:

NATIONAL CONTEXT

Children's rights are violated

The parents' council of North Rhine-Westphalia of Comprehensive Schools is convicted that the children's and adolescents' rights set forth in the constitution of the federal state North Rhine-Westphalia are violated.

We quote from the federal state constitution:

Article 6 (Fn 3a)

- (1) Every child has the right to have his dignity as an independent personality respected and the right to be protected by state and society.
- (2) Children and adolescents have the right to freely develop and unfold their personalities, the right to non-violent education and the right to be protected from violence, neglect and exploitation. State and society protect children against dangers to their physical, mental and spiritual well-being. They respect and secure the children's rights, take care of age-related living-conditions and assist them appropriate to the children's talents and abilities.

Article 8

- (1) Every child has the legal claim to education and knowledge. The natural right of the parents to determine the education of their children constitutes the foundation of the educational- and the school-system. The national community has to take care that the educational system coincides with the cultural and social requirements of the federal state

Article 10

- (1) The educational system of the federal state is built up on a primary school which is obligatory for all children and which is a part of the elementary education. The structure of the educational system is defined by the diversity of life- and working-tasks. Decisive for the admission to a school are the child's talents and inclinations and not the economic and social position of the parents.

The scandal is revealed

The international PISA-study has proven that the structure of our educational system creates socially determined learning-milieus that systematically handicap children. The structured educational system does not classify children in terms of their performances but in terms of their belonging to a certain social strata. This results in a system of higher and lower education, a system of different chances in life.

As a consequence, the individual rights of children are violated and the development of the political economy is enduringly damaged, because the developmental possibilities and the learning potential of children is neglected. The capital „education“ becomes stunted. Only relatively few children are thought of as being capable of reaching the „gymnasiale Oberstufe“ (secondary school offering academic subjects). The ending of the „Sekundarstufe I“ (school finishes with class 9 or 10 and a lower grade of qualification) is said to be



sufficient for them. It is taken for granted that these children are simply not talented enough or that they have the wrong talents for a higher education. As an example, many children are considered as being practical-minded and therefore not fit for "higher" secondary schools. Consequently, only about 30 % of an age-class are admitted to the different universities.

Moreover, the children's dignity is systematically violated in an educational system in which 36 % of the students are set back, have to repeat a school year or have to descend to a lower school form. The educational scientist H. Fend correctly talks about a „disposal mentality“ within the German educational system. What is valid is that the child has to fit into the system and not that the system has to do everything in order to make successful learning for every child possible.

In the German educational system, the development of the child's learning-performance and the qualifications a child can attain is to a high degree dependent on which school and which school form the child attends.

The educational system is not prepared to positively handle the diversity of children. Diversity is considered to be a burden and not an enrichment and a chance to learn.

Migration

Children with migration background (predominantly Turkish adolescents and children from families of the GUS-states) rank among the main losers of the German educational system. Teachers are not prepared for the requirements of intercultural learning. The necessary prerequisites for advancement are not made available. This is partly the case because of the fact that in recent times it has been in general politically recognized that Germany is an immigration country. The social inequality becomes especially obvious in the secondary schools. Foreign children usually attend the lower courses of education. This results in considerable problems on the job market because of the lack of qualification.

Financial means are misdirected

All in all the educational system is not sufficiently financed. The children cannot sufficiently benefit from the financial means invested in the educational system. The lion's share is spent for the teachers salaries and pension securities.

Furthermore, the pyramid is turned upside down. On an average, the least of the financial means are invested in the primary stage of education („Primarstufe“), where the most heterogeneous groups of learners and the youngest children are. However, the financial supply reaches its peak in the „Sekundarstufe II“ (secondary school offering academic or vocational subjects), where the social selection has caught the most and where predominantly children from socially privileged families can be found.

Trends in the public and private resources for schools

- Private households are increasingly burdened with the costs of having school-age children. Thus, the costs for the material equipment of students (books) and the travel expenses are transferred to the parents.
- Savings made in field of employing teachers, social workers and social pedagogues.
- Reduced full-time care in whole-day schools because of the shortage of personnel; kitchens in whole-day school are often insufficient, but always with costs; parents take the initiative in order to improve the situation.
- No renovation and reorganization of school buildings and sports facilities, outdated subject-specific classrooms, a lack of new media, neglect of libraries, closing of swimming-baths.

Consequences for democracy and the national economy

The structured educational system misses its educational tasks which are set forth in the constitution of the federal state. Thus, it is a danger for our democratic social order. The „underachiever“ in the system, those who fail at school or those who refuse to go to school have a survival-problem, because they are refused admittance to professional training, jobs and prosperity. Furthermore, the unemployment rate among young



people, which has to be financed by the general public, is very high. A lack of tax receipts leads to further governmental curtailments of expenditures in the social field.

It's very difficult to socially integrate adolescents belonging to the risk group. This situation does not contribute to the stabilization of the parliamentary democracy. The parliamentary democracy depends on mature citizens who help designing this society by their voting pattern and not by denial. Our structured system hinders equal opportunities, encourages injustice caused by social selection and produces an immense performance problem because potential top-performers are denied the promotion of their abilities and interests.

For years universities and enterprises who train workers deplore the performance level of students and trainees. Accordingly, the quota of those who break off their training and education is very high. Thus, not only the individual damage is enormous but also the damage done to the national economy.

The educational system is not adjusted to the future economic developments as they are prognosticated by the OECD for the year 2020. If it turns out to be correct that in 2020 approximately 12 % of the employed persons will work in production, the selective system has to change dramatically into an integrated promotional system, in order to be able to grant sufficient training for adolescents.

THE EDUCATIONAL SYSTEM AND THE TEACHERS

School structure

The different school forms in the structured German educational system are organized hierarchically. This is also the case in North Rhine-Westphalia. After four years in primary school the children are distributed to different generally educating courses of education - 9-year elementary school (Hauptschule), middle school (Realschule), grammar school (Gymnasium) and different special schools (Sonderschulen). The comprehensive schools (secondary schools, class 5 -13) have only a portion of 15 %. The recommendations of the primary school teachers play a dominant role in this process. The IGLU-study has confirmed that children from socially privileged families are much more likely to get a recommendation for higher courses of education than children with lower educational backgrounds - independent of the quality of their performances. School careers are often „bequeathed“. This applies to positive as well as to negative careers.

In the courses of education at special schools for handicapped children and at 9-year elementary schools specific technical requirements are held back. For example, there is no systematic English instruction in special schools and the curricula of elementary schools don't consider the students capable of understanding certain subject-matters. That's why these subject-matters don't exist in these schools.

It is symptomatic of the German educational system that students are primarily dependent on understanding the teacher. In general, teachers don't feel responsible enough for the learning success of their students. Much of the teachers' energy is spent on the marking of the students' performances. These marks in the structured educational system mainly serve the purpose of judiciary determine, whether a child can remain in its course of education or not. They are not meant to promote a child. In a half-heartedly accomplished educational reform the integrated comprehensive school was set side by side with the structured educational system. Therefore, it exists in constant competition with the structured educational system. The latter produces an immense administrative machinery. Schools are controlled by a central authority.

Further shortcomings of the system

There is no evaluation culture. Evaluation is mainly considered to be a threat.

There is no feedback culture. Feedback from the students about the instruction in classes or feedback from the parents about the school is generally non-existent.

Everything that happens in classes – and how it happens – is not transparent enough.

Many teachers see themselves as teachers, who convey a specific subject. They don't see themselves as experts who assist the students in learning.

There is a huge number of teachers who have not attended a continuation training for years.

The obligation to attend a continuation training is just in the initial stage of being introduced.

Considering the huge demand, the budget for continuation courses was and is insufficient.

Apart from their classes and certain conferences, teachers are not obliged to be present at their place of work, the school.



During their training, teachers don't learn to communicate with the students parents.
The compensation of the loss of classes is inadequate, there are no teachers in reserve.

Teachers are the mirror of the system

Teacherships

The conception of higher and lower education is also mirrored in the training, the salaries and in the teachers support. In grammar schools every teacher receives the highest starting salary from the beginning. It doesn't matter what and how they teach. Furthermore, as they have the opportunity to expel students from their school form, they can also determine with which children they want to work together and with which they don't want to work together. In 2002 a new law for the training of teachers has been decided, which combines a 6-semester training for the „Primarstufe“ and for the „Sekundarstufe I“ in different courses of education. The training for grammar schools remains cut off and still requires 8 semesters. This results in a higher starting salary and better career opportunities.

We, the parents, demand a uniform starting salary and additional allowances due to the teachers performances.

The system of the schools' supply with teachers is not transparent enough. Systematic and open inquiries about the cancellation of lessons are missing.

Class culture

A reform of the teaching at school is desperately needed. Learning groups in Germany are the most homogeneous in the world, nevertheless the teachers' complaints about the difference are extremely regular. Heterogeneity has to be understood as a chance. The individual promotion of all children has to be in the centre of the teacher's actions. The teachers are to understand themselves as lawyers for the success of their students at school. Traditional, narrow teaching-concepts which orient themselves by the average of the learning-group have to be forced open.

Lobbyism on many levels

Parents' groups

At federal state level there are a number of parents' groups for each school form, which only represent their school form. Unfortunately, this leads to the fact that no joint look at the necessary educational goals can be developed. Only a very narrow lobby for the interests of each group's own clientele is built up. As a result of that, for example, the grammar school is the school form which is supported in the best way, although there is a considerable teacher shortage. One reason for that is the highly influential grammar school lobby. Parents of children in the lower courses of education are not that well organized. Furthermore, their parents' councils don't have adequate financial means, either.

Teachers' associations and unions

Schools are the turntables of many interests. The fact that, strictly speaking, the school should ensure the children's well-being and their learning success is thrust into the background. This is also true for some activities of the teachers associations and unions.

Blockades in the federal system

In the federal system of the Republic of Germany, the different federal states, which are governed by different political parties, constantly obstruct each other. This makes impossible a national education plan which orients itself by those countries which have been successful in the PISA-study.

Suitability for the job as a teacher

While studying, there are hardly any opportunities to test one's own suitability for the job as a teacher. Once at school, it is not possible to reward successful teachers. Even extremely bad teachers are not obliged to attend continuation trainings. There is almost no possibility that they are removed from schools and/or alternative professions are offered.

Yours faithfully

Contribution of the Philology Association in Northrhine-Westfalia

OECD survey “Attracting, Developing and Retaining Effective Teachers”

Section 2: The School System and the Teachers

To 2c:

The private schools in North-Rhine Westphalia consist of so-called supplementary and alternative schools. The low number of supplementary schools in NRW offers courses of education, which do not lead to a state recognized final exam. At these schools, the qualifying finals are conducted as an examination held before a state examination board. Alternative schools in North-Rhine Westphalia are bound to the regulations set by the law and the State constitution. The responsibility for the operation of the alternative school lies solely with the institution supporting the school. Alternative schools lead to state recognized final exams; the contextual and organizational specifications for the curriculum therefore correspond to a major degree with those of state schools. Nevertheless, alternative schools have the opportunity of setting own focal points for their teaching work.

The teachers at alternative schools need to have the same scientific training as corresponding full-time teachers at state schools and have the same legal and economical status as these. The employment situation of the teachers at alternative schools, as employees or established civil servants, therefore corresponds with that of the employed teachers and civil servants at state schools.

A major difference between state schools and alternative schools is that the alternative schools must be financed by the institution supporting the school: the institution receives considerable funding from the state of North-Rhine Westphalia for the operating costs of the school and therefore also for the expenses for the teachers.

To 2 g:

There is no reference framework, which can further dialog. Discussion rounds only take place at irregular intervals and only for a few focal subjects (e.g. ensuring tuition, evaluation of the work time study). They are not planned for regular intervals nor is there a culture for conducting them.

There are several teacher unions with two umbrella organizations:

The Philology Association (German secondary/high school types – Gymnasium, Gesamtschule, secondary education), the Realschule Teachers' Association (secondary school –Realschule), the Association of teachers at business schools, the Association of teachers at vocational colleges and the Association of Education and Upbringing (Primary schools, other secondary schools = Hauptschulen, Sonderschulen) work together in the German Association of Civil Servants and Wage Union (Deutscher Beamtenbund und Tarifunion dbp) with school-type related distribution. Within the German Association of Unions, the union for education and science claims to be the representative of the teachers of all school types. The various unions represent the interests of teachers with different targets and implementation strategies.

The Philology Association, for example, deems a dialog culture as being extremely important and tries to achieve educational and professional policy targets, as far as possible, with talks and negotiations.

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Section 3: Attracting suitable persons to the teaching profession

To 3.1

In NRW, the state government and teacher organizations have conducted an advertising campaign for the teaching profession. As the professional conditions have been lowered at the same time due to the financial situation of the state, the success of this campaign really has very conditional aspects. Opening the teaching profession to people from other walks of life cannot be regarded as an advertising campaign, instead it should be looked at as trying to fix the lack of teachers with people who are not sufficiently qualified for this profession.

To 3.3. a:

The first initiative to make the teaching profession more attractive was to set the age limit for the acceptance into the civil service status at 45 years, for teachers who teach subjects that are in short supply. The real reasons for this was to prevent the observed drain of applicants for the teaching profession to other states, where this age limit was higher. Another measure was to lift the remuneration at high schools (Gymnasien) and to match it to that of the neighbouring states. The structure of teacher training in North-Rhine Westphalia now does lead to the fact that many applicants are looking for employment at the Gymnasium and not enough at the other secondary/high schools (Haupt- or Realschulen).

To 3.3. c:

A great lack of teachers is on the boards for the next years in North-Rhine Westphalia. This will concern the school reforms and the subjects with different intensities. The reason for the lack of teachers is, e.g. an unbalanced employment policy, unattractive employment conditions (payment, applicant's desired school) and the low reputation of teachers in Germany. The increasing psychological, as well as physical work load/stress, as well as the savings in the school sector, dampen advertising for the teaching profession.

A fundamental necessity would be to reduce prejudices, combined with a positive public opinion towards the teaching profession and a reliable school policy, which would concern itself more with contents, methods, didactics and therefore the central teaching issues, instead of with external reform projects.

Section 4: Training, Development and Certification of Teachers

To 4.2.a:

Teacher training in North-Rhine Westphalia is done by means of theoretical training at a university for at least two teaching subjects (about 4 to 5 years) and in a practical teacher training (teacher-in-training = 2 years) in a study seminar; the two stages of the training are completed with a first and second state exam. The training differentiates between different teaching positions and in a mixed form, is directed towards the requirements of the various types of schools and age levels (modified level teacher training). Teachers for primary schools and secondary/high schools (Hauptschulen, Realschulen and Gesamtschulen up to Year 10) are trained in a joint teachership; there are other

Contribution of the Philology Association in Northrhine-Westfalia

teacherships for the high school (Gymnasium), the vocational college and special schools (Sonderschulen).

Teacher training in North-Rhine Westphalia is now to meet the requirements of a change to a consecutive training according to European standards and allow a better usability outside of the school service. This new form of training is currently being trialled at the universities in North-Rhine Westphalia; it comprises a basic study course (Bachelor degree) and an advanced study course (Master degree). After the end of this university training, a preparatory working period – as before – with a second state exam is to follow as the finish to the professional qualification.

In accordance with Art. 7 para. 4 GG, the alternative schools must employ teachers who have a scientific education which equals that of public schools, so that teachers with full teaching authorization are usually employed at alternative schools.

Due to the current lack of teachers, applicants for the school service are being employed who come from other sectors and who do not have the professional qualifications for teachers in the described sense. In this case, a scientific education, which was not intended to acquire a teachership, can be recognised as professional qualification either directly or with certain impositions.

To 4.2. c:

An emergency measure is the entrant from another walk of life who will be accepted by existing professionals at the school. The usually lack of training in the subject didactics and educational sciences is provided in crash courses, and the person concerned then receives a teaching accreditation. As these measures have only just started and have not been finalized, nothing can be said as to their success.

To 4.2 d:

After the teacher-in-training period and employment in the school service, the principal or employer offers no special support or introductory programmes. Support and help are usually offered by experienced colleagues at the school itself. Young teachers are often well out of their depth, especially since they are expected to do many additional task within the body of teaching staff which is mainly of a very mature age; the stress leads to the fact that many of the young teachers don't take up a full time job and – with cuts in wages – apply for part time employment. Due to the lack of teachers, this part time employment is increasingly being denied.

To 4.2 e:

The teachers are obliged to undergo further education. Recently, the school directors have been reminded to check the fulfilment of this duty more stringently.

The participation in further education measures, as they are being offered by the state and other institutions, can have a positive effect on the professional career (e.g. promotion). There is however no causal connection for this. As the state of North-Rhine Westphalia has not introduced any performance related remuneration elements, a reward by means of a salary increase is not possible for the readiness to further one's education.

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The offers for further education in the state are insufficient in total; that concerns the expert further education as well as the preparation for special tasks (functions) the school administration.

To 4.3. b:

In our opinion, the highest priority should be awarded to further education measures, which are aimed at improving the quality of the lessons. The skills of the teachers, to diagnose learning difficulties and to develop suitable therapies for their remediation need to be strengthened.

Section 5: Attracting, selecting and nominating teachers

To 5.2 a:

The number of teachers to be employed depends on the number of pupils and is calculated according to a relation of pupils-teaching positions: the corresponding data is collected in October of a year at the schools, is forecast and anchored in the state budget. The pupil-teacher position is variable and is determined by legal budget.

The tendering of free teaching positions is done to a major part with concrete reference to schools, to a lesser degree in a statewide listing procedure. Every teacher's employment starts with a trial period.

To 5.2 c:

The employment of teachers is usually anchored in a permanent employment relationship as civil servants: if the prerequisites for this have not been fulfilled (e.g. exceeding the maximum age, state of health), teachers can also be employed as employees. At the alternative schools, the established position relationship with the relevant institution corresponds with the civil servant status; the comparable also applies here for the employment of employees. Limited employment relationships are substantiated to cover a requirement limited in time (taking over for teachers on holiday or those with longer illness). The prerequisite that the corresponding means have been allocated in the state budget applies to all employment forms.

To 5.3 c:

Priorities for a future employment policy are transparency about the employment opportunities for the applicants, parent representatives and school directors. The increased participation of schools in the selection of the persons to be employed has proven well. Problems are occurring because at times when there is a lack of teachers, more persons are being employed who change to the teaching profession from other walks of life. The qualifications which are there, are often of a very different type. The top challenge is not to put the professionalism of the teaching profession in question, even in times of emergency measures.

Section 6: Securing the retention of efficient teachers at schools.

To 6.2 c:

In principle, teachers have the option of being released on the grounds of family policies and labour market policies. There are others for special reasons, which are regulated in the State Civil Servant

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Act, resp. in the collective bargaining agreement for employees. There are therefore no special stress related releases. Over the last years the approval for release has been done more restrictively and in the measure that the subject-specific lack of teachers has increased and replacement employment is not possible.

In the case of protracted or frequent, short physical illnesses, teachers need to undergo a medical examination with the medical officer; examinations whether the reasons for the illness are of a psychological nature are generally not carried out.

The number of early retirements has been at an above average level for years; they lead to extensive deductions of pension entitlements for the concerned teachers.

To 6.2 d:

Teachers are assessed during their trial period (when being employed as teachers) and upon application for promotion. Beyond that, assessments have no further significance for the employment of teachers.

School principals gain knowledge about the efficiency of the teaching work of individual teachers on the basis of reports and comments from pupils, parents and other teachers. For particular reasons, resp. at particular events (e.g. complaints and grievances from parents and pupils) the school principals will initiate a discussion to clarify issues and will set measures in place (official interview, obligation for further education, etc.). It can be observed that the opportunities to increase the efficiency of the teaching work offered by the school boards is not being used with consistency.

To 6.2. f:

Teachers with civil servant status are paid uniformly throughout the country in accordance with the Federal Classification Act (Appendix A). Certain salary groups are assigned to certain offices, which are again linked to the tasks to be carried out. The employed teachers are paid in accordance with BAT (German wage scale for employees); the allocation of the salary to the conducting of certain tasks is carried out here by the regulations of the wage scale union of the German states. Pay and remuneration are dependent on the deployment in the different types of schools and class levels. The salaries take the professional experience of the teachers into consideration with regular increases throughout the progression of age.

Employed teachers and those with civil servant status can apply for so-called promotion positions. If they are successful in the selection procedure, which always prescribes choice of the best, they will receive the corresponding tasks and the related higher remuneration. The number of promotional positions varies at the various types of schools due to the available teaching and organisational tasks.

Considerations have been made over a longer period in Germany, that teachers should no longer be employed regularly as civil servants but rather as employees, and to design their salaries according to performance; this has failed up to now, because the necessary political majorities could not be achieved. Previous attempts towards a performance-oriented payment were used by politics to conduct one-sided pay cuts to the annoyance of the teachers.

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In accordance with a resolution by the federal council, the states are now allowed to make their own regulations when dealing with holiday pay and special bonuses. This means that uniform payment and remuneration in the public service is being dropped, a particularisation of the payment system is on the boards.

To 6.2.h:

In NRW the subject of job protection for teachers is not high on the list of priorities. According to surveys which are by now available, (Scharrschmidt, Potsdam) the lack of discipline of the pupils is a big stress factor for the teaching profession.

The endangerment of the teachers' personal safety is however not a frequently occurring problem throughout the ordinary school day at the high school (Gymnasium) – despite the events that took place at the Gutenberg Gymnasium in Erfurt. However, behavioural problems and attacks which involve teachers, occur more frequently at the other type of secondary/high schools (Hauptschulen, Realschulen, Gesamtschulen).

Direct political counteractive initiatives are not known. There are indirect attempts to change the problems on site through decrees, ordinances and appeal. Education contracts, “contracts” between pupils and teachers or between the pupils can be made. Then there are “anti-violence training sessions“ which are however mainly focused on relieving aggression of pupils against each other. Assessments of social behaviour can be made in the school reports. The parents are asked to carry out their educational responsibilities and not to leave all the upbringing and education to the schools.

To 6.2 i:

There is little opportunity to assign or release teachers for other professional work. For the civil servant status there is only the choice of requesting release from the civil servant status - with all its negative consequences for the accrued pension entitlements. Employees have the means of giving notice and leaving the employment relationship; taking up a working relationship with the old employer again appears rather unlikely.



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OECD Teacher study „Attracting, Developing and Retaining Effective Teachers“ – Transmission of the Country Background Report

Statement :

The Country Background Report (CBR) in the framework of the OECD study serves the establishment of a comparable reference framework in order to:

- improve the international understanding for the factors which are decisive for recruiting, hiring, keeping and further training and educating efficient teachers,
- determine and establish cost-advantageous political options that may assist in implementing these items.

Based upon these facts the VBE - NRW makes the following statement concerning the Country Background Report of the KMK for the Land NRW dated 04 Feb. 2003:

Section 1: National context (NRW)

The outline conditions in NRW are characterised by the following political, social and cultural particularities:

- a) Increased independence of schools, quality standards, evaluation, parallel work, budgeting
- b) Decreasing numbers of pupils in the primary range; share of pupils with migration background is increasing, less German children are born
- c) The expenses for the S II area are considerably higher than those for the P area. This applies both to local and country level.

e) Public opinion: According to an opinion poll (Allensbach) teachers at primary schools have a more positive image, teachers at secondary schools: bad image, school is in need of reforms, good schools are important, teachers require assistance by society and parents; small children need small classes (Kienbaum)

Section 2: School system and teachers in NRW

From 2003 to the year 2015 approx. 84,000 teachers will withdraw from the teaching profession in public and private schools in NRW. This equals approx. 55% of the current number of employed teachers and up to approx. 7,000 teacher per year.

In the field of teachers for the primary school, from 2005/06 there will presumably be no surplus of teacher applicants but a lack of applicants.

In the field of teachers for secondary level I, more than 10,000 originally trained and educated teachers will be missing in the next 10 years.

In the field of teachers for particular pedagogy there will be no lack of applicants, if the current school structure is maintained.

In the field of secondary level I, teachers are predominantly missing in the field of 'Hauptschule' (extended elementary school) and 'Realschule' (intermediate school). The situation in 'Hauptschule' is characterised by the following antagonisms: Highest obligation of lessons to teach, but lowest payment; most difficult students to teach, but lowest number of advancement positions.

In the course of the previous ten years, the number of teachers employed in the primary level in NRW was reduced by approx. 10% through changed calculations (for example increase of the pupil-teacher-relation, reductions in the supporting funds for foreign pupils, reduction of the lump sum paid to headmasters).

In addition, there is an enormous reduction of administrative personnel/social workers in the schools because of the municipalities being out of cash. This becomes evident through the tentative new filling of open posts.

Section 3: Recruiting suitable persons for the teaching profession

Main path:

- school-leaving examination
- studies of the teaching professions
- time of practical training
- employment

Changes in NRW: With completed Bachelor / Master studies and time of practical training into teaching profession.

An image campaign with the target to attract new students to become teachers so far has remained without a success in some school forms. In this connection, the principal has to be blamed for the fact that merely the statistics are considered but not the contents.

Because of the current economic situation and missing applicants in the field of natural science and mathematics more and more lateral entries without any teaching qualification (job changers) are prepared to apply for an employment in the field of the 'Hauptschule'. If the economic and thus the labour market situation was different, hardly a Master of Physics or Chemistry would be willing to teach students of a 'Hauptschule'. This boom of lateral entry is only a superficial solution of the lack of applicants since because of the missing pedagogic training and education there is a de-professionalisation of the teaching profession.

The knowledge that trained teachers no longer want to teach at a 'Hauptschule' or as soon as possible try to be transferred to a different school form does not contribute to the working morale and also does not increase the motivation of those female and male teachers teaching at a 'Hauptschule'. Furthermore, the lateral entries without any teaching qualification increase the burden of the originally trained and educated teachers.

Missing applicants in the fields of primary school and 'Hauptschule' is not least triggered by the fact that there are hardly any promotion prospects.

Political initiatives and their effects:

There must be a common teaching post for all school forms and school levels. Training and education for all teaching posts must have the same duration. All teachers must be given the same opportunities of promotion without the necessity to manage and run a school.

Section 4: Education, training, development and certification of teachers

Teachers are educated and trained as follows :

- Studies (depending on the teaching post 6 – 8 semesters normal duration) including integrated practical time in school (on a small scale)
- Time of practical training: Two years, training lessons at schools (partly guided and directed, increasingly independent and without a direct feedback from the trainers), education in teacher seminars (in specialist seminars and main seminars)
Courses at teacher seminars for "lateral entries" - for teachers from other school levels (P teachers may as well work in secondary level I and in special schools) - for newly employed teachers who subsequently qualify for an understaffed subject they did not study
- Second state examination, meanwhile as well diploma examinations (university and specialised college of higher education); in individual cases even without examination at university or specialised college of higher education (lateral entry)

In-service training in the field of the educational system:

In-service training offered by the state, in-service training from non-governmental institutes, obligation to participation in in-service training as per ADO and - since shortly - by the headmaster, however, so far has not been monitored. In case of applications to promotion posts questions concerning in-service training are asked. For teachers in the primary and secondary I sector who do not become a headmaster the attendance or non-attendance of in-service training course does not have any consequences since there are no promotion possibilities here.

There are qualification measures that run in parallel with the employment.

The necessary exemption hours of the participants are only compensated to the school in very rare cases such that with two or three lateral entries at one school, lessons amounting to $\frac{1}{2}$ or $\frac{2}{3}$ post are missing that have often to be taught by colleagues in replacement.

An absolutely necessary qualification would have to take place before the employment in school in order not to effect the complete contrary (deficit of lessons) in practice intended by the lateral entry (more lessons).

Often there are only supporting programmes among the teaching staff and not centrally by the principal.

All teachers are classified according to a rigid system. There are no empirical studies concerning efficiency since classification decree and career ordinance merely regulate remuneration and employment.

Section 5: Recruiting, selection and designation of teachers

The employment of lateral entries is to be rejected as long as there are no studies accompanying the profession and/or any pre-qualification.

tendencies:

- An employment is possible without Second State Examination (= studies plus practical training).
- A part of the teachers is already dismissed in the trial period since the pedagogic abilities are insufficient.
- Besides the list procedure there are more and more direct applications at schools - schools, however, are not completely autonomous since job advertisements have to be adjusted with the school authorities.

There is a considerable lack of teachers in certain school forms and in certain subjects. At present there is a lack of teachers in 'Hauptschule' and furthermore the danger of a lack of teachers in the field of the primary level. If all-day schools are established (possibly this will reduce the attraction of the P level) this tendency could even increase because of the high share of women in the P level (compatibility of profession and family).

For the employment of a qualified teacher the pedagogic education must be an essential prerequisite.

Section 6: Safeguarding the staying of efficient teachers in schools

The number of pensioning because of disability is extremely high. The main reason is the high workload, constantly new tasks, the age structure and the missing supporting systems and related measures.

Of negative effect will be the fact that in the S I level leaves and old age leave as per LBG § 78e will no longer be accepted since the prerequisite for acceptance is that there is an extraordinary surplus of applicants and therefore an urgent public interest to employ more and more applicants in public services.

Many older teachers have used the possibility of leave in order to compensate health impairments at their own cost.

Incentives are practically not existing. Moreover, the merit bonus which has been pre-funded by the teachers has been cancelled. The funds have been "abused" to clean up the budget. This has led to a de-motivation of teachers.

A change into a different salary grade is only possible through function posts (primary school) and/or the few A 13 posts in 'Hauptschule'.

An evaluation takes place at the beginning of the employment (after completion of trial period). There are no further regular evaluations, however, an evaluation, for example in the scope of an application for another job (e.g. teacher trainer) and/or promotion post.

The professional promotion prospects for the majority of teachers are low. In primary schools there are no promotion posts apart from deputy headmaster and headmaster. Remuneration will remain on the level of the entry post.

At secondary schools relatively many teachers are "automatically" promoted to the next higher salary grade. At this school form there are more possibilities to get into promotion posts.

Class sizes and teachers used are determined by the Land. So far, there have been few possibilities of differentiation (partly there are allowances for schools with a high portion of foreign children; these allowances are currently being reduced in NRW). Required assistance staff is not available in NRW.

Legal protection for teachers by the principal, for example in case of violence and/or threat is insufficient.

The possibilities of the sabbatical year and old age part-time work are positive. On the other hand, reduction of pensions and planned changes of official law in order to keep teachers in office longer are inadequate. The pedagogic efficiency of such measures is not queried sufficiently.

Strengthening the job satisfaction by removing overload, by more freedom of decision, by uniform standards and by recognition of performance must be realised.

Job satisfaction can only be improved, if the following load factors are consequently countered:

- Intensification of tasks through extraordinary load of schools in connection with the solution of social problems
- Systematic administrative narrowing of scope for action of the institution school
- Continuing deterioration of conditions in official law, civil service law, tariff law and pension law
- Bad image and low recognition of teachers

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