

Innovations in the Education System as a Supranational Task

**The OECD / CERI regional seminars of
Austria, Germany and Switzerland**

1977 - 1999

Organisation for Economic Co-operation and Development



Center for Educational Research and Innovation

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National Traditions in Schools - Supranational Problems of Development

1. Regional Seminars in Germany, Austria and Switzerland, 1977-1999: ideas and practice

Rainer Brockmeyer

1.1 Introduction

Co-operation between the three German-speaking countries, Germany, Austria and Switzerland, began in 1977 with the first regional seminar in Dillingen (Germany). In the course of time, their joint efforts developed into an intense cooperative venture, based on mutual trust, addressing the major issues of innovation in education. This exercise weathered differing political developments in the three countries and proved its effectiveness as a means of exchanging experience, providing for joint reflection and giving impetus to independent developments in the three countries. The common effort also showed how a cross-border approach made for improved and increasingly in-depth discussion of educational issues. It demonstrated that education administrators, academics, representatives of social groups, and teachers could be brought together in a dialogue that served to provide solutions in specific areas of education.

1.2 Impetus and preconditions for co-operation

The idea of conducting joint regional seminars arose in connection with OECD¹/CERI's² initiatives for its project, "Evaluation of innovation in schools". The object was to take stock of major educational reforms in various countries. At the same time the methods used in the evaluation of these innovations were to be more precise.

These thoughts were uppermost when Germany and Austria, together with Switzerland (where German is the predominant language), took the initiative of organising a first joint regional seminar. Despite having experienced different developments, the three countries were faced with similar circumstances in 1977.

The planning and implementation phase, notably the vigorous measures to reform education from top to bottom, had passed its peak. The implementation of reforms was delayed for various reasons.

- The reform process met with particular obstacles in the implementation of organisational changes. The deadlines for major educational changes proved to be too tight; the problems of implementation were worse than might have been expected. Some innovations were more complex than had been supposed; the ramifications of others had not been entirely thought through.
- The potential for funding, projections for which had been very optimistic in the early seventies, was severely limited by the reversal of the positive economic trend.
- As in other European countries, the expansion of the educational systems in the three countries called for a greater increase in educational resources.

¹ OECD: Organisation for Economic Co-operation and Development

² CERI: Centre for Educational Research and Innovation

- In view of the problems encountered, important social groups were not favourably disposed to reform, and were even sceptical about the systematic reform of the education system.

In this situation, it became a matter of great importance for the three countries to exchange experiences on developmental goals, successes and failures. Concern focused on the problem of creating a scientifically based means of evaluation which could be employed in education policy. The desire to continue the reforms in education prompted the countries to look to comparable international developments for guidance on ways of dealing with the situation at home.

From the outset, the participating countries were not interested in academic discourse. Their goal was to analyse real, innovative situations and on that basis work out criteria and guidance for evaluating work already carried out and for implementing further developmental measures and initiatives. To this end, competent administrators, academics and teachers were brought together to form a working group. This was necessary since the knowledge and experience specific to each of the three fields – administration, research and teaching – had to be merged so that an overall evaluation might be obtained.

Conditions for constructive co-operation between Germany, Austria and Switzerland have been and remain favourable:

- First, the three countries are neighbours and have therefore been in close contact for centuries.
- Their common language facilitates direct communication between the academics, teachers and administrators attending the seminars, and also enables all concerned to read papers on educational issues submitted in the three countries.
- Despite differing governmental and social developments, the three countries have a sense of historical kinship, since in many respects they have a common cultural heritage.
- Moreover, each country has a federal structure, even though many of their political and institutional structures differ considerably.
- All three are economically and socially sophisticated, facing similar social problems and challenges in the development of their education systems.
- Moreover, the three countries have always enjoyed good cooperative relations in educational research since in many respects they have a common academic tradition.
- As regards governmental reorganisation, a matter of great importance for the development of education, the three countries also have to achieve the right balance between centralised direction and local responsibility.
- Despite differences in organisation and content, the development of the educational systems in the three countries is founded on substantial agreement on fundamental principles and targets for the educational system. This is especially true in the case of basic education for all pupils in compulsory school, the prerequisites for admission to higher education establishments ("*Hochschulen*"), the organisation of vocational training, and the importance of the school's role in the awarding of qualifications.

- In this connection, another important feature which is much the same in each country is the dual system of vocational training, which the OECD has already noted at various times.
- The generally close relations between the three countries in the fields of economics, culture and tourism have given each one a fairly good idea of living conditions in the other two. On that basis it has been possible to develop a high level of awareness and receptiveness as to the conditions of life, society and education in the others. This is an excellent and indeed necessary pre-condition for cooperation informed by mutual trust and openness.

1.3 Chronology and main topics of the regional seminars

Since 1977, the regional seminars of the three German-speaking countries have been held every two years. Each seminar has been devoted to a particular topic. Every three seminars have been connected to form a round of seminars addressing a broader theme. Four such rounds have been held so far.

Each country has organised one seminar in each round and has selected the topic. A country-specific quality has accordingly been given to the event. In the organisation of the seminars care has been taken to ensure that the locales chosen give participants the chance to become acquainted with the geography and inhabitants of different regions and to visit schools, other training facilities, businesses and cultural institutions.

The 4 rounds of seminars held so far are outlined below:

First round of seminars 1977 - 1979 - 1981

The general theme reflected CERI's main focus at the time: "Evaluation of innovation in schools". This subject was taken up by the German-speaking countries as a result of their own situation with regard to planning and innovation: some 10 years had passed since educational reform had begun in the German-speaking countries. They had had very different experiences in devising innovations, conducting school trials, evaluating them and introducing them across-the-board. It was necessary to take stock of the situation and conduct a systematic analysis not only for educational planning purposes but also for the information of the public and the politicians. Thus, the first series of seminars focused on the systematic evaluation of experience with the methods used and the identification of criteria governing innovative processes and the implementation of educational innovations.

The *first seminar* in the series was held in 1977 in Dillingen (Germany). It focused on the systematic examination and discussion of the findings of assessments made in the three countries.

At the *second seminar* in the series, held in 1979 in Neusiedl am See (Austria), experience with the methods of implementation and evaluation used was reviewed more specifically. The importance of school trials was of particular interest.

In the *third seminar*, held in 1981 at MuttENZ bei Basel (Switzerland), methods of evaluation and systematic improvement were applied to primary education. The focus was on the question of the "good school" and its potential in practice.

Second round of seminars 1983 - 1985 - 1987

Up until the second round of seminars in 1983, educational and innovative planning in the three countries had increasingly concentrated on devising approaches to education, revamping teaching content and methods, setting final examination standards, and addressing the problems posed by the transition from school to vocational training. Thus, the dominant topic of the second round of seminars was the nature, scope and methods of internal educational reform.

The *first seminar* was held in 1983 in (West) Berlin (Germany). Its title was "Curriculum Development and School Practice". Using a comparative analysis of curricular reforms in the three countries, the seminar drew up standards and criteria for the structure of curricula and also examined the effects of curricula on school practice.

The *second seminar* in the series brought the three countries together in Salzburg (Austria) in 1985 and the *third seminar* took the participants to Lucerne (Switzerland) in 1987. Both seminars focused on preparation of pupils for the world of work. They examined the specific functions of industry and schools as well as the interrelation between the two.

The emphasis on vocational training in these two seminars was dictated by the situation in the late 1980's: in all three countries there was an increasingly strong trend towards schools providing general education ("*allgemeinbildende Schulen*") and university preparatory schools, while concurrent economic developments revealed an urgent need for students qualified for vocational training. This problem had to be solved in all three countries with the proviso that the choice of school remained relatively free and future course options remained open.

Third round of seminars 1989 - 1991 - 1993

This round of seminars was marked by greatly altered circumstances, evident in all three countries in the late eighties. In their day to day work schools confronted ever greater difficulties in dealing with the altered learning situation. These difficulties led in many cases to individual innovative initiatives and "on-the-spot school reforms". Working conditions fostered a high degree of self-reliance and autonomy. The learning needs of children and adolescents were different from those that had formerly prevailed, the demands made of teaching had radically changed under the influence of economic and technological developments; general education ("*allgemeine Bildung*") had to be reviewed and in some respects redefined. Previous approaches to pedagogy and subjects proved increasingly inadequate. At the same time, it was virtually impossible to advance the reform process using traditional methods of educational planning. Scepticism toward administrative measures and political decisions had increased. The school itself, where pedagogic changes were introduced, became the centre of interest.

Thus, the way in which schools could adapt to new developments and challenges became the general issue for the third round of seminars.

The *first seminar* was held in Bremerhaven (Germany) in 1989. It served to take stock of the changes in the educational situation, and in this connection, it analysed the question of making a realistic evaluation of the methods and time frames needed for educational changes and that of providing support and in-service training for teachers and headmasters.

The *second seminar* of the round took place in Geras (Austria) in 1991. Its title was "Learning for Europe - new ways of living and learning at school". The issue of individual schools' potential for development was related to the new European dimension of education, especially the teaching of foreign languages, the need for pluralistic education and the problem of new qualifications in the context of the increasing internationalisation of education.

The three countries met for the *third seminar* of the third round in Einsiedeln (Switzerland) in 1993. This conference focused more closely than ever on the question of measures to enable individual schools to bring about necessary improvements. Increasingly, economic developments were requiring schools to become centres of learning and autonomous centres for development and innovation. The role of centralised prescriptions and authorities had to be redefined in this context.

Fourth round of seminars 1995 - 1997 - 1999

This seminar round featured the distinct emphasis of horizontal points of views. The seminars of the preceding third seminar round had, apart from technical questions, in particular focused on the changes of the general social circumstances for the work of schools and for the management of school systems. From roughly 1995 onwards, the reforms of learning and school management had developed so far that one could even speak of a systematical change. Therefore, in 1995, 1997 and 1999 the seminars have focused on these systematics and have dealt with the constantly developing new role of the individual school and the corresponding changes in responsibility in schools and in school systems. The increasing autonomy of the individual school and the related increasing attitude of local and regional demands and circumstances, as well as the changed status of the national administration and authorities, became the subjects of analyses and planerical conclusions.

The first seminar of this round took place in Dresden (Germany) in 1995. This was an opportunity to get to know the transformations in the education system of the ex-GDR and at the same time to evaluate possibilities as well as difficulties of a reform. The main thematical focuses in Dresden were on the most important impulses that used to influence and are still influencing the school in its development: Openness and self organisation as a leading image for personal and institutional acting; the social transformation of the youth generation and the therewith connected new attitudes towards life and manners of children and teenagers: the New Media as a decisive infrastructure for economical and personal life, and at the same time, as an influential educational factor. Various examples of a transformed learning experience in innovative schools in all three countries made it possible to get to know the possibilities of a systematic change in traditional learning, and to evaluate it technically and based on strategic innovation.

In 1997 the seminar was held in Innsbruck (Austria). It focused on the reconstruction of the school management in the education system, in particular the changed role of the state and of the national administration concerning quality assurance and development strategies in schools. Schools of all three countries illustrated the new comprehension of the school management and the relationship of schools to national authorities, based on their modified innovation and quality management. The changed function of the school supervision became clear. The seminar led to 8 theses on school development, which summarised the changed working situation of schools and authorities.

In 1999 the seminar was held in Rheinfelden (Switzerland). It consequently continued to focus on the considerations of 1997: while in Innsbruck the perspective of a greater freedom of shaping the individual schools was the centre of discussion, Rheinfelden directly asked the question of the control tasks of the central authorities considering the redistribution of responsibility. It resulted in the remaining

responsibilities for the central authorities as concerns guidelines, warranty and quality assurance, but also a "Distance Control", i.e. a renunciation of overall control. As a perspective for the future a new "System of Assurance" was imagined, which would be marked by a balance of responsibility between the individual schools, the regions and the central authorities, and which would be carried by a secure system of evaluation and accountability.

1.4 Planning, Implementation, Evaluation and Financing

The years of co-operation between the three German-speaking countries in the planning and implementation of regional seminars has made it possible to achieve a stable system of co-operation, involving a sound array of instruments and procedures.

Steering Committee

The steering committee is the central supervisory body responsible for preparing the seminars. It is also a forum for discussion of planning and innovation issues. CERI representatives work with the committee on an ongoing basis. The board is composed of high-ranking officials from the three countries. The inclusion of academics who are familiar with development problems and school research findings has also proved to be worthwhile.

The work of the committee is primarily to

- discuss school development problems in the three countries,
- establish the main topics of the countries' seminars,
- give advice on the content and organisation of the seminars, select participants from the universities and representative case studies
- conduct a joint, cross-border assessment of the findings of the seminars and disseminate these findings.

The work of the steering committee has stood the test of time. Over the years, a feeling of trust in the advice given has grown between the three countries, which enables it to pursue its discussions quite openly with an eye to future developments. Over the years, it has been possible to gather experience and to devise efficient working and planning procedures.

With their knowledge of developments in all participating countries, the members of the steering committee are able to make very sound judgements about problems and educational developments in all three countries.

It is also very important that the steering committee has accepted the obligation to reach consensus on all questions regarding the content and organisation of the regional seminars. As a result, national peculiarities have been taken into account and respected, and more importantly problems associated with development and the potential for development in all three countries have been uppermost.

Scientific contributions

Academics of international standing from each country have participated in all regional seminars, and a variety of disciplines have been represented. In this way it has been possible to present the "state of the art" in educational research as well as the views of educationists and sociologists on the reforms needed in

education. Moreover, the contributions of academics has been of considerable importance in the analysis of case studies and the systematic review of specific findings.

Case studies

The presentation and analysis of case studies from the participating countries has been an integral part of every regional seminar. Depending on the particular seminar topic, examples of developments have been selected from proposals put forward by individual countries. To qualify for selection, cases had to be representative of particular approaches to innovation and the findings had to be generally applicable. It is necessary to view case studies and academic papers side by side: case studies document problems of practical application, while academic papers normally put forward ideas and guiding principles. The juxtaposition has produced important insights into the difficulty of reconciling aims and concepts with problems of practical application and acceptability.

Mixed working groups

In all seminars, presentation sessions have alternated with discussion sessions. The working groups in which the analysis and evaluation of academic papers and case studies have been conducted have always comprised a mix of academics, teachers and administrators. Generally speaking this mix has promoted dialogue among the groups while producing differences in analysis and opinion. Moreover, the three different groups of participants appreciate the merits of communicating with one another, giving serious consideration to the others' positions, and taking them into account in forming their own views.

Evaluation, information and publication

At first all seminars were assessed on the basis of the final reports, more particularly, the general report. The steering committee then conducted a systematic review of the findings, and also assessed the working methods, improving upon them, where appropriate, in preparation for the next seminar.

The seminars were fully documented in publications common to the three countries. The publications were disseminated in the administrations, and among specialists and other interested members of the public, and were discussed in specialised journals. Other publications in the three countries also reported on the seminars and their findings.

Funding

Since 1977 the three countries have invested substantial funds in holding the regional seminars and in the associated planning and evaluation work. The steering committee normally meets three or four times a year in each country in turn. Each session is usually attended by 10 to 15 people. Normally the seminars each have around 80 participants from the three countries. In addition, there are the fees of academics and other experts and the costs of expert reports ("*Gutachten*") and publications to be paid. Each country bears the costs of its own representatives, in principle, and each country organises the seminar in turn and bears the extra costs incurred.

1.5 Prospects for continued cooperation

The three countries have agreed to continue their co-operation. Planning is underway for the fifth round of seminars. As to content, planning is now focused on the demands that education must meet as we increasingly develop into a "learning society".

Generally speaking, future co-operative arrangements will be such that it will be possible to respond immediately to the demands of development in the three countries and at the same time take due account of stable international development trends.

Being the most important instrument in co-operation, the two-yearly regional seminars will continue to be held. The work of the steering committee will be extended to include discussion of educational planning and strategic innovation issues in addition to those addressed at the seminars.

In principle, the steering committee is also in favour of a rather broader participation in its seminars. Decisions will be made on an *ad hoc* basis, however, depending on the seminar topic and locale. For the time being, the existing three-country structure of the steering committee will remain unchanged.

The steering committee is keen to continue and intensify its co-operation with the CERI Governing Board. Reporting on its activities on the Governing Board is to be increased. Its seminar topics should be brought more closely into line with the CERI programme of work.

2. The National School Systems and their Development: Educational Reforms in Federalist Countries

2.1 Development of Education in Germany

Gerd Schmitz

In this century Germany's educational development has been marked by political upheaval and has been faced time and again with the task of finding a new direction. After the collapse of the empire under Wilhelm II, the Weimar Republic embarked upon a broad-based debate on education, notably with the Imperial Conference on Schools (*Reichsschulkonferenz*) in 1920. There was particularly lively and controversial discussion of school organisation and teacher training. Although the ideas of reform-pedagogy dominated basic thinking on education and instruction, the trend toward uniformity dictated a co-educational common school for all children and young people, without regard to social status or creed. On the other hand, the tradition and *modus operandi* of the humanistic *Gymnasien* (grammar schools), together with the more recent forms of *Gymnasium* orientated towards modern languages and the natural sciences, were already entrenched.

The debates resulted in a compromise. For the reformers, it was a first step toward the general institution of a standard four-year primary school by virtue of the Imperial School Law (*Reichsschulgesetz*) – the only law of its kind to be passed. Moreover, the Imperial Conference on Schools had a lasting influence on the development of teacher-training colleges.

Discussion of education and developments in the field during the Weimar Era anticipated the pattern of much pedagogical and political discussion of later decades. However, the reform-pedagogical "child-centred" approach was abandoned by National Socialism and replaced with its opposite: education as the means for achieving total subservience to the 'Führer' and the 'Reich' – not least, as the basis for a resolute expansionist policy. The *Länder* and their educational systems were brought into line in terms of both ideology and organisation (*Gleichschaltung*).

The rise and fall of National Socialism drew the educational system into the wholesale collapse of 1945, and prompted a new beginning: reconstruction of schools that had been destroyed, the redevelopment of curricula and textbooks, mobilisation of the requisite, non-politicised, teaching personnel. All the basic conditions for an educational system had to be completely re-established.

In basic pedagogical orientation there was a return to the models and educational structures of the Weimar Republic, and in governmental organisation a return to the federalist tradition. As a result of experiences with centralisation in the Third Reich, the "cultural sovereignty" of the newly re-established *Länder* was made even more secure than it had been under the Weimar constitution.

Since 1948, the Permanent Conference of Culture Ministers in the *Länder* " (*Ständige Konferenz der Kultusminister der Länder – KMK*) had been the sole forum for governmental co-ordination. The *Länder* in the Russian-occupied zone had still participated in the first meeting, but were then quickly merged into a unified state, just as the education system became part of the socialist comprehensive school system (*sozialistische Einheitsschule*).

The KMK has consistently succeeded in bringing together separate developments in the *Länder*, whether initiated at the federal or the more general level, and above all in regulating the initial basic conditions for mutual recognition of degrees and certificates – as in the Hamburg Accord of 1964, which established the commencement date for the school year, the minimum school attendance requirement of 9 years, the standardised ways of designating and organising types of schools, and foreign language instruction. At the same time, an experimental clause was included whereby any school experiments in which organisation deviated from the standard were made subject to the recommendations of the KMK. This clause was an attempt to provide security and at the same time a sign of the growing dynamic that dominated discussion of school structures and reforms in the sixties and seventies.

The empirical studies of the newly-established educational research were an important trigger for this reform phase. These documented wide regional differences between the *Länder*, e.g. in levels of school attendance, and also in numbers of pupils passing final secondary school examination, which were well below international standards and could have jeopardised economic recovery. Public discussion of these findings, followed in the media, came to a head with talk of an impending "education disaster", which could be averted only by a significant increase in the number of pupils gaining qualifications. Other studies showed low success rates among girls, the children of working class and Roman Catholic families and in rural regions.

In this situation the KMK put forward its own assessment of what was needed, projecting an increased demand for teachers owing to high birth rates in certain years and longer school terms. At the 100th plenary assembly of the KMK (1964) it was confirmed that to improve the level of education and increase the number of advanced qualifications awarded it would be necessary to have greater "permeability" (*Durchlässigkeit*) in all existing schools" (e.g. a horizontally rather than vertically interconnected school system). In the meantime, differing structural approaches to this very issue began to emerge more clearly: on the one hand, the approach to reform in selective education, i.e. the merging of all the different types of school – deemed necessary for differentiated learning – into a system providing for permeability, which would in principle allow access to any qualification from every type of school; on the other hand, the development of a comprehensive educational system which would afford equal opportunity, common social education and differentiated qualifications within the comprehensive schools.

These positions developed into a process which the new policy advisory boards served to advance; growing criticism of the cumbersome federalism of education forced the *Länder* into a co-operative initiative with the federal government.

As early as 1959, the "German Committee for Education" (*Deutscher Ausschuss für Erziehungs- und Bildungswesen*) had presented as the central element of its work a "framework plan", which did not in principle call into question the interconnected educational system, but which, in order to defer selection of secondary school options, proposed a two-year remedial phase for pupils who were not ready for a more academic form of study immediately after primary school.

The "German Education Council" (*Deutscher Bildungsrat*), which was set up in 1965 and proceeded to involve the *Länder* in discussion in order to foster the implementation of its recommendations, went a step further in its "structural plan" of 1970. It developed a coherent, graded system of education and qualifications for all areas of organised learning, from pre-school to higher education level, which was to conclude the secondary stage with a first *Abitur* (school leaving diploma) after the 10th year of education and a second *Abitur* after the 13th year. This graded system could accommodate the different types of school in the selective educational system – albeit with the addition of a general 10th year of schooling – as well as the comprehensive schools.

This structural plan became the foundation for general state educational planning: the central administration was granted the right to participate in political and administrative areas by a constitutional amendment in 1969, followed by the creation of a "Federal-*Länder* Commission for Educational Planning" (*BLK*). The goal of devising a "joint, long-term overall model plan for the co-ordinated development of the entire educational system" was achieved as early as 1973 with the presentation of the "General education plan" ("*Bildungsgesamtplan*"). It retained the graded system of the structural plan and staggered time limits for the implementation of change and set quantitative goals, e.g. as to pupil-teacher ratio, graduate quotas and teaching staff requirements.

On the structural issue, formal compromise was not sought at any price: the social-liberal majority in the *Bund* and *Länder* found that the goals of the structural plan, i.e. basic science education for all, avoidance of premature assignment to a particular educational track and consideration of individual inclination and aptitude, limited the ways in which the comprehensive schools ("*Gesamtschule*") could be organised. Those *Länder* where the Christian Democrats/Christian Social Union were in power organised special votes to express their opposition to the exclusive use of comprehensive school arrangements in the orientation grades and lower secondary level, as well as for teacher training. They wanted to await the results of experimental programs implemented in all *Länder* before addressing the comprehensive education issue.

The continued drafting of the *Bildungsgesamtplan* eased the rigidity of the positions; the two sides came together with a more realistic appraisal of the education scene, each accepting the need to accept different forms of school organisation – at least for the foreseeable future. Drafting was nevertheless halted in 1982 after the Minister of Finance rejected an education budget, which it considered too costly and too long-term in its appropriations. Basically, the education planners had reached the extreme limits of the planning exercise – and in a sensitive policy area for a federation – and had begun to consider extra-curricular educational areas, where matters become more complex and consensus more difficult to achieve.

The *BLK* was reassigned to selected school-related planning issues with supra-regional significance, e.g. the issues of better co-ordination between education and the employment system or of vocational training, which had to continuously adapt the interplay between company and school to changing expectations and conditions regarding qualifications. Innovative planning and *Bund-Länder* promotion of pilot projects – each of which had become a major impetus for school reform – were retained.

However, the freeze on general state educational planning did not solve the problem of harmonising differing structural developments in the *Länder*. This work was continued by the *KMK*, no longer as a forward planning draft, but rather as a retrospective exercise in achieving uniformity. A recent example is the "Agreement over forms of school and educational options at lower secondary level" of 1993, which laid down important conditions for the mutual recognition of diplomas, and also sought to establish a compulsory standard for content in key disciplines.

However explosive and dominant the structural issue in German educational development had become, it was merely the "outer face" of the *internal* school reform, which had been thought out and promoted both in the work of the advisory councils and in the *Bildungsgesamtplan*, and which set the scene. This was due to the growing insight – the result of many years of debate on structure and numerous attempts at structuring – that the form of organisation is less important than the quality of teaching for the promotion of a school.

This "turning inwards" has led to effective reforms in all the *Länder*, the most important being:

- a new form of curriculum which seeks to streamline and organise the ever increasing course material to meet educationally relevant goals. Recently, more work has been done on the interdisciplinary aspects of education, which should encourage more complete and more consistent learning. Various recommendations made by the *KMK* (e.g. teaching on the environment) or by the *BLK* (basic training in information technology) prepared the ground for this development.
- expansion of pedagogical development, counselling and advanced training facilities, which should enable and encourage the schools to initiate their own reforms.
- broader involvement of pupils and parents, a notion that is reflected in numerous pieces of education legislation.

The emphasis has been less on "comprehensive education" ("*Gesamtsystem Bildung*") than on the actual learning site, the individual school and, as a result, problems have been reduced, and above all attention has focused more closely on practice and pupils. It will be the task of subsequent educational planning to ensure that new developments strike the proper balance between course content and structural reform.

Since 1990, the East German *Länder* have once more been partners in educational development and school reform. Reunification marked a new beginning for pedagogy and organisation, especially with the opening of a school ideologically geared to democratic educational goals and differentiated structures. From the outset, however, the new *Länder* have contributed their own ideas on structure. There has thus been a particular concentration of different types of school at lower secondary level: apart from the *Gymnasium*³, which had been regarded as embodying ideals that were counter to those of the socialist comprehensive school, the *Hauptschule*⁴ and *Realschule*⁵, are being included in the range of new types of school – though their scope may differ in different *Länder*. The 12-year course of study for the attainment of the secondary school diploma has also been retained – all these are decisions that impact on the overall German education discussion. The same applies to the involvement of the new *Länder* in innovative planning and the pilot project programs of the *BLK*.

Domestic German educational federalism has assumed additional dimensions at European level. For the first time, the Maastricht Treaty of 1992, which established the European Union, recognised the entire educational sector as a potential area for intergovernmental agreement. On the other hand, the Union is committed to "fully respecting the responsibility of the Member States for the content of teaching and the organization of education systems". The areas cited as the province of the European Union – developing the European dimension in education, particularly in the field of foreign languages, developing the exchange of experience, co-operation and mobility – are already reflected in specific policies, and being implemented in various projects.

German educational development is thus subject to a much broader range of influences, which means that "co-operative federalism" will be faced with new challenges.

³ Grammar school

⁴ Secondary modern school

⁵ A type of school mid-way between a grammar school and a secondary modern school, where the emphasis is on preparing children for further vocational learning.

2.2 *Development of the Austrian education system*

Herbert Pelzelmayr

In order to understand the Austrian education system better, it is necessary to take a brief look at its historical development.

With the "Theresia School Reform" of 1774, state education with compulsory attendance for six years was introduced in Austria, but it was implemented only slowly.

The foundations of a modern educational system were not laid until the second half of the 19th Century with the Imperial Primary School Act ("*Reichvolksschulgesetz*") of 1869, which provided a common basis for all compulsory schools for the first time in the history of Austrian education.

With the end of the Austro-Hungarian Empire and founding of the First Republic (1918), the development of the educational system came under the political influence of the Social Democrats, and this gave rise to an educational reform movement, chiefly in Vienna, based on the principle of giving community assistance to the weak and needy. During this period, for example, free teaching and free resources were first provided in compulsory schools in Vienna. This hopeful development was aborted by the establishment of a fascist regime in Austria and by the Second World War.

With the beginning of the Second Republic, the two major political parties in Austria, the Austrian People's Party ("ÖVP") and the Socialist Party ("SPÖ"), engaged in further negotiations to draw up new regulations for the Austrian education system, the outcome of which was the educational legislation of 1962, which remains the statutory basis for the Austrian education system as a whole. This legislation incorporated the "Contract between the Holy See and the Republic of Austria", the first in the history of Austrian concordats to have been ratified by a freely-elected parliament. The concordat provided, among other things, for the extension of religious instruction to vocational schools and for statutory government subsidies to private parochial schools covering 60% of teacher salary costs, amended to 100% in 1972.

In order to ensure that the 1962 educational legislation retained its fundamental character over a long period, it was elevated to the status of a Constitutional provision, so that from then on reforms had to be passed by a 2/3 majority vote of Parliament. The effect of this measure, intended to introduce stability to the Austrian educational school system, was a marked reduction in the flexibility required for the implementation of necessary innovations. This characteristic has been a factor in educational development in Austria up to the present day.

Whether the educational legislation of 1962 as such provided the impetus for a new period of educational development in Austria is difficult to say even today; in any event, it provided a suitable basis for innovation, appropriate to that time, inasmuch as the object was a nation-wide harmonisation of the educational system and an improvement in the opportunities of young people, both in education and in life.

This goal was subsequently implemented with, for example, the successive dismantling of the often poorly organised upper level of the *Volkschule*⁶ (i.e. lower-secondary school level), the extension of compulsory education to nine years, the establishment of a "music-orientated *Realgymnasium*"⁷ (as an independent upper-secondary level school leading to the *Matura* final examination – later "upper-secondary level

⁶ A form of school comprising primary school (Grundschule) and secondary modern school (Hauptschule)

⁷ Usually a grammar school with a scientific bias

Realgymnasium") and a "teaching academy" providing teacher training for compulsory school level (as a post-secondary arrangement). In the intermediate vocational training schools and in colleges of further education, the link between vocational and general education ("*allgemeine Bildung*") was laid down in the curriculum, while in compulsory vocational schools, technical education took precedence. The expansion of general education as the additional province of the vocational school was first established in 1975 and put into practise after 1990 with the introduction of "Technical English" and "German and Communications" into the curriculum.

In the late 60's, Austria was swept up in the reform movement, triggered by the findings of various OECD conferences and resulting recommendations in nearly all industrialised countries. The outlook in the first OECD Report, "Educational Planning in Austria", was one of the main foundations of the intensive educational planning and school development policy that followed. As a complement thereto, the School Reform Commission ("*Schulreformkommission*") was set up in 1969, followed two years later by the "Centre for School Trials and Development" ("*Zentrum für Schulversuche und Schulentwicklung*").

The first SPÖ non-coalition government (minority cabinet, 1970/71) announced the following goals: comprehensive schools, all-day school, changes in dual-track apprentice training, in-service teacher training as a university discipline. All of these educational policy programs subsequently met with considerable sympathy on the part of the public. Extensive trials were launched in schools to prepare the necessary reforms.

The primary focus of the most important evaluation projects was as follows:

- at *pre-school level* on "pre-school classes" (assistance to children prevented from attending school)
- at *primary school level*, on a better match of the teaching offered to the individual child's learning abilities through the creation of appropriate forms of organisation and the use of specific methods, on the integration of handicapped children, on preparation for foreign language learning, and on all-day care.
- at *lower secondary level*,⁸ the testing of various features of the form of organisation typical of comprehensive schools (integration, additions, orientation stage) and forms of all-day care.
- in the "*polytechnic*" course, on the testing of performance groups and special classes in compulsory subjects such as German, mathematics and technical drawing, on "seminars" (possibility of choosing an area of interest, in the agricultural or technical fields for example) and compulsory optional subjects, on improved vocational direction in the transition from the lower to the upper secondary level, especially in the case of dual-track vocational education, and
- in *general secondary schools*, on the testing of new curricula and new setting arrangements (including remedial provision), on the idea of having to select options and on the reform of the final secondary level examination ("*Reifeprüfung*").

If these centrally-organised, large scale school experiments are critically assessed in terms of the efficiency with which they have been implemented in normal schools, they have clearly been a success in many areas. Examples include the attention given in preparatory classes to children of school age who are

⁸ There are two main types of secondary school in the Austrian system: the *Hauptschule* (secondary school) and the *allgemeinbildende höhere Schule* (covering the different types of grammar schools)

not yet ready for school, the preparation for foreign language learning in primary schools, the provision of all-day care programmes, the system of options and the reform of the *Matura* in the upper level of the general secondary schools, together with various remedial and support measures in terms of resources and teaching methods, and recommendations for the internal reform of schools.

Of course, the expectations of the reformers with respect *inter alia* to a fundamental organisational change in the lower secondary level (comprehensive schools) were not fulfilled: even today, the lower level of the advanced general secondary schools and the general secondary schools operate in parallel. Moreover the objective of providing academic training for teachers at compulsory schools has still not been achieved.

From the middle of the eighties, a certain "change of paradigm" occurred with regard to Austrian educational planning and school development. If the emphasis up until then had been on all-encompassing, blanket structural measures in the schools, since then – although the need for structural change has not been declared obsolete – the accent has been on "internal school reform", the openness and autonomy of schools, the quality of schools and the need for greater professionalism on the part of those directly and indirectly involved in education and education policy (administration, monitoring, teaching).

In order to do meet the resulting demands and challenges, a "Department for Educational Research and Planning" has been set up within the Federal Ministry for Education and Art, which attempts to capitalise on the existing potential for school research, through co-operation with national and international research institutes and through the organisation of expert fora for educational policy discussion. This takes place in close co-operation with the "Centre for School Experiments and School Development", which has been assigned new goals and agendas and serves as the intermediary for those engaged in academic work, planning, school administration and implementation.

The present emphases in education are founded on the conviction that future school development must be geared more closely to the needs of those directly affected by education. One consequence of this attitude is that measures have been devised to give individual schools greater powers of discretion ("school autonomy"). A first step in this direction is provided by a corresponding law of 1993 (14th Revision of the School Organisation Law), under which all schools are given the option of determining curricula themselves through a decision taken by the school community committee or school forum (a board composed of teaching staff, pupils and governors) with a 2/3 majority. Thus teaching time may be reallocated to new compulsory subjects in a given proportion, specific to the type of school, and not exceeding 15% of teaching time as a whole, so as to create an individual school profile ("curriculum autonomy"). Moreover, within certain parameters, the school in question can decide on the levels of participation and distribution of pupils in different classes. School autonomy in the intermediate and higher vocational schools is implemented through the possibility of options within course areas. The process of purchasing equipment in all federal schools has been made easier ("financial autonomy").

Since this idea necessarily aims to move school development more to the level of the individual school, a question arises about the "functioning" of the different levels of the overall system and ultimately about their (measurable) quality. This is particularly important since, with the possibility of differing school profiles, it is necessary to do more to ensure that qualifications awarded are comparable.

Work is currently underway in Austria to create quality standards and assessment tools, which are an offshoot or continuation of corresponding OECD projects (e.g. "Schools and Quality", "Teacher Quality"). The prerequisite for this work is that the criteria governing school quality be clarified, and this matter must be the subject of an ongoing dialogue in the community. The following criteria should be considered: the quality of teaching and learning at school ("a learning culture for the present day"), the

quality and competence of teachers (in terms of subject/lesson content, methodology/educational effectiveness, social awareness/co-operation), the success of the school hierarchy in meeting demands in the context of the changing roles taken on by schools (leadership, co-operation, management), the practicalities of co-operation between school partners (teachers, pupils, parents, in terms of commitment, democratisation, joint planning and responsibility), as well as the conditions that promote or hinder the development of quality education.

The autonomy of the school also requires greater "professionalism" on the part of teachers. In this connection, "advisors on autonomy" are currently being trained. They will propose suitable development processes for individual, "autonomous" schools, monitor them and present their experiences and findings in teacher training and further professional training programmes.

This development also calls for critical reflection on the way school supervisory bodies currently see their role. School authorities must learn to delegate more decision-making authority and right of disposal to the grass roots level while at the same time being more aware of their own advisory and support functions. Initial steps in this direction are being taken.

In keeping with the basic objective of giving schools greater autonomy, the Federal Ministry for Education and the Arts has begun a program of deregulation under which the number of orders it issues is to be sharply reduced.

Alongside the very marked emphasis on organisational functions emphases, the basic idea and to some extent the driving force behind Austria's new educational developments as a whole has not been overlooked: namely, the continued efforts to provide greater equality of opportunity in the Austrian school system. The main points of emphasis here have been:

- more flexible school entrance requirements and the introduction of alternative ways of measuring performance in primary school,
- possibility of greater horizontal transition (primary level -> lower secondary level -> upper secondary level -> post-secondary level) and greater permeability between vertical divisions (general secondary school -> lower advanced general secondary school (*allgemeinbildenden höheren Schulen*); compulsory vocational school -> intermediate vocational schools -> vocational high schools -> upper advanced general secondary schools)
- continuing integration of handicapped children at lower secondary level (schools for 10 to 14 year olds), and
- an increase in internationally-oriented education and further education (measures to promote mobility and exchanges, action on foreign language teaching, intensification of multi-cultural studies).

The description of the most recent points of emphasis in the development of Austrian education clearly shows that a school facing an abundance of new national and social duties needs to adopt stronger offensive strategies if it is to extend its range of operation.

2.3 *Development of Education in Switzerland*

Carlo Jenzer

With the benefit of hindsight we can now see that modern education in Switzerland originated in the 19th Century; the underlying ideas arose primarily at the time of the Helvetic Republic (1798-1803), and the institutions were mainly established during the period after the political upheavals of 1830 (liberalism) and 1848 (formation of the federal state). These origins explain two points that are essential to an understanding of educational policy today:

1. *Strong federalism in education:* each Swiss canton has its own educational legislation, educational authority, school system and curricula (with some exceptions) and often its own teaching resources. National control of education would have been out of the question in the 19th Century in view of Switzerland's linguistic, religious and cultural diversity. State primary schools were not an issue until the drafting of the Constitution of 1874 (still in effect), and then only to a minor extent. Article 27 of the Constitution merely stipulates that the cantons must provide for "adequate primary education, which should be subject to state control and must be compulsory, non-denominational and free of charge in state schools". Swiss regulation of grammar school (*gymnasial*) education was only introduced indirectly in 1880 as a result of the "Decree on federal medical examinations", and until 1995, the medical legislation remained the strict legal basis (oddly enough) of the decree governing recognition of the *Matura* examination. Regulation of federal vocational training at Swiss level was only introduced in the 20th Century (1930).

2. *the democratic impulse in educational development:* The fact that 26 parliaments and 26 governments have addressed the question of education, that canton-level parties, authorities and teachers' organisations discuss educational issues, means that a broad section of the population have been able to participate in the design of schools. The *Volksschule* in particular has always been regarded as the genuine people's school. Even today, there is a strong political will to solve problems such as those raised by schools by direct democratic participation, at local level wherever possible.

The pedagogic-didactic approach in the 19th Century was based first on seminal works from the beginning of the century (Pestalozzi, Girard), and second – after 1870 – on the flourishing Herbartianism of Prussia. Toward the end of the century, what was later to be referred to for polemical purposes as the "*Lernschule*" (study school), became established.

In retrospect, the 20th Century has mainly been a period of reform. As indicated, the trend established in the 19th Century – while not abandoned in principle – has been greatly modified and improved. At the beginning of the century, the most notable efforts were devoted to improving vocational training. The most significant development finally came in 1930 with the passing of the "Federal Law on Vocational Training", which took account of both traditions: apprenticeship (dual-track system) and full-time education (French/ Italian-speaking Switzerland). Geneva, the birthplace of J.J. Rousseau, was the main centre of the pedagogical reform in *Volksschule* during the first third of the century. Edouard Claparède, Adolph Ferrière, Pierre Bovet and Jean Piaget were among those who practised there. The "Bureau International d'Education" (BIE), now a division of UNESCO, was founded in Geneva in 1926. Pedagogical reform came to an end in the late 1930's, even though Switzerland remained largely unaffected by fascism, Nazism and World War II.

The pedagogic world came to life – as in other "Western" countries – as a reaction to the shock caused by the launch of Sputnik in 1957. It was necessary to be as far ahead as possible in terms of scientific, technological and industrial development. "*Nachwuchsförderung*" (support for the rising generation)

became a catch-phrase. The *Gymnasien* opened their doors, the new maths became a topic of discussion, the new grammar caught on, language laboratories were introduced and teaching was geared to specific ends....

Although the student unrest of 1968 was fairly moderate in Switzerland, the next few years nevertheless brought changes in pedagogic orientation, there as in other countries. Attention was focused once again on the needs of the schoolchildren, and an "anti-authoritarian" movement arose, which sought to give the child more freedom, improve motivation and encourage initiative. Parallels to pedagogical reform in the first third of the century were easy to find. A.S. Neill's book about his private school (founded in 1921!) in Summerhill was a best-seller.

The nineteen seventies were also characterised by a renewed desire for democratisation. Certain socio-cultural groups were found to be disadvantaged in school and it was felt that they should be given equal opportunities. Social instruction was also found to be deficient and here too steps were taken. 'Participation', 'consultation' and 'the right to be heard' were writ large. The pedagogy of social integration became established in the primary school and changed the teaching environment. New approaches were tried, such as the introduction of French teaching as early as the 4th or 5th year of school.

At the lower secondary level, many pinned their hopes on the integrated-differentiated comprehensive school (*Gesamtschule*). The Inter-cantonal Commission's Report "*Mittelschule von morgen*" (The Middle School of Tomorrow) predicted that the *Gesamtschule* would be in place by 1972, but it was not to be. In German-speaking Switzerland, only one pilot *Gesamtschule* was established (Dullkien/Solothurn Canton, 1970-1980).

There were also some very interesting ideas for the reform of schools providing general education at the upper secondary level. The only result however was the introduction of new forms of the *Matura* (1972). Efforts to improve teacher training were more successful. The report, "*Lehrerbildung von morgen*" (Teacher training of tomorrow), published in 1975, offered attractive possibilities for expansion, both for the cantons with the traditional teacher training seminars at the upper secondary level, and for those offering teacher training after the *Matura* (tertiary level). In this connection it is worth noting the gradual development of in-service education for teachers in all cantons. As a result of inter-cantonal efforts, the "Schweizerische Zentralstelle für die Weiterbildung der Mittelschullehrer" (Swiss Center for in-service middle school teacher training) in Lucerne had been made available to *Gymnasium* teachers as early as 1968.

Never had so many schools been built and opened in Switzerland as in the seventies. This was the result of the "baby-boom" (peak years: 1963/64), and also the consequence of the prolongation of education in many schools. Education was a focus of public interest, and more was expected of schools than ever before. There was also greater investment in education.

Education raised great hopes and 1970 accordingly saw the "*Konkordat über die Schulkoordination*" (school co-ordination agreement), to which nearly all 26 cantons gradually subscribed. In so doing, the cantons assumed responsibility for deciding the age at which children should start school, the length of the school year (at least 38 school weeks), the length of compulsory school attendance (at least 9 years), the number of years school attendance before the *Matura* could be sat (minimum of 12, maximum of 13) and the beginning of the school year (between mid-August and mid-October). There was also a series of recommendations (framework curricula, standard terminology for school levels, types of schools, etc.). Owing to the particularly strong federalist spirit that has informed education hitherto, the provisions of the agreement have only been implemented in part. The common late summer starting date for the school

year was the result, not of the agreement, but rather of a federal referendum held in 1985. It should be added that the work of various commissions (pedagogic commissions at first) set up by the Conference of Education Commissioners across the country, has led to a network which has contributed a great deal through informal measures to the improved co-ordination between the cantonal school systems.

With hindsight, the years after 1986 have often been labelled the period of "educational euphoria". It is certain that a lot was wanted straight away and that many reform plans were abandoned along the way. Economic recession (from 1974 onwards) and the huge fall in school rolls made their own contribution to a certain "scaling down" and disillusionment.

In the early eighties, a restoration of the "good, old" school was called for by influential industrialised countries: a return to "basics" (reading, writing, arithmetic, basic skills) and to higher "quality". This call was also to be heard in Switzerland. However, it was finally recognised that mere arithmetical ability and improved reading and writing skills were not sufficient to meet the challenges of our time. Economic developments (the rise of the services sector, globalisation, high technology), social changes (equal rights for men and women, urbanisation) and other factors clearly showed that the school was called upon to consider the whole person. Responses to this call included the many cantonal *Volksschule* curricula, devised in the eighties, which are now a standard feature of primary education. They include (with some exceptions) the practice of beginning foreign language teaching (normally French in German-speaking Switzerland) in the 4th or 5th primary school year. The SIRPI (Situation of the Primary School) project, sponsored by the Education Commissioners' Conference in the 80's, was of interest in this connection.

"Internal school reform" was the focus of efforts in schools during the eighties. To support these reforms, the canton was able to use the departmental offices for educational development and research, which had been set up in the seventies. "External school reform" was not very central to the discussion surrounding education. It should however be said that co-operative "upper level" centres were set up in various places (notably in the cantons of Zurich and Bern). The "scuola media" (comprehensive school with setting) was introduced in Tessin. A comparable "cycle d'orientation" was established in the Canton of Wallis and in other districts. In 1994, just a few years later, the same type of comprehensive school is being introduced in the Canton of Jura, and the Canton of Basel-Stadt is planning a "new school", such that students will not be assigned to different types of school until the 8th year of their education.

It would be premature at this point to attempt to characterise the work on education in the nineties. With the end of the "Cold War" throughout the world and the challenges raised by the European Union after 1989, we have nevertheless taken a new direction in educational policy and pedagogic thinking and there is probably no going back. It is best described by the words "opening up".

An "opening up" first of all in the (educational) policy sense. For many decades, the Swiss educational system had largely existed in "splendid isolation". But this situation changed within a very short time. In 1990, Switzerland signed the European treaties on education, subjected its educational system to OECD assessment for the first time in 1989/90 in a Country Review, recently took part for the first time in international comparative studies of school performances in Mathematics, Science and Languages (IEA, IAEP), and participated in European Union educational programs (Erasmus and Comett). Class teaching now has a more European orientation and international education is being vigorously promoted, given the presence of nearly 20% foreign children in the schools. The point is that Switzerland cannot isolate itself educationally in the middle of Europe – even if Switzerland never joins the European Economic Area or the European Union.

The central government and the Swiss Conference of Cantonal Education Directors (EDK) have therefore taken initiatives in the area of school structure: teachers in Switzerland are to have greater freedom of movement; the upper secondary schools with a technical orientation (*höheren Fachschulen*) will become technical high schools (*Fachhochschulen*); apprentices are to be given the opportunity of taking a final vocational examination (*Berufsmatura*). Efforts are also underway to shorten the number of years leading up to the *Matura* as well as the length of university courses. This is all in line with the idea of harmonisation with "European" neighbours.

There has also been an "opening up" in a pedagogical sense. Schools (particularly the *Volksschulen*) are opening up to extended forms of learning. In North-West Switzerland there is a project with this very name: "ELF" (*Erweiterte Lernformen*). Teaching strategies such as weekly plans, projects, and workshops are being introduced. This is possible not least because of the relatively small class sizes (19.4 children in primary school classes, 18.4 in the lower secondary level). And "opening up" also means that local teachers improve their performance by working as a team and are willing to maintain an ongoing dialogue with parents and local school authorities. Thus, the way is open to what is now called communal educational development. In spite of economic crisis and financial need – or precisely because of them – this type of development is increasingly becoming the *Leitmotiv* for the school of the nineties.

3. Experiences of reform and prospects for development

Rainer Brockmeyer

In the seventies and eighties, education has been systematically improved in the three German-speaking countries. This is documented in the contributions in Chapter 2.

In the following chapter, we turn our attention to the methodological results and experience acquired during the innovation process. These were presented and evaluated in the seminars held since 1977. At the same time, we outline the guiding principles ("*Leitvorstellungen*") and approaches to innovative action that will determine future developments.

We begin with a brief overview of guiding principles and development that is common to the three countries. We then proceed to a methodological appraisal derived from the seminar discussions.

3.1 Guiding Principles, Status of Development

Improvements in education since around the mid-sixties have been brought about by common guiding principles governing educational policy and professional practice:

- removal of inequality of educational opportunity
- democratisation and greater involvement for those involved in education
- increasing the individual school's autonomy and right to devise its own practice
- reform of curricula and teaching methods with greater emphasis on a scientific orientation
- a more human pedagogical approach
- coordination of available school and educational options

From the mid-sixties to the early seventies, a common understanding was very nearly reached on these general goals, social groups and partisan politics notwithstanding. However, the consensus could not be maintained during implementation. In socio-political discussion, a more or less overt disagreement, lasting from the early seventies until today, over the best way to achieve these common goals has hardened. This polarisation has been determined by the opposition, as broadly established by Wolfgang Mitter in the field of international development, between "segregation" and "integration".

Context	"Segregation" Goal	"Integration" Goal
Education	Propensity and capacity for individual performance, mobility and decision-making	Inclination to solidarity and capacity for co-operative achievement
Qualification	Quality (excellence) of individual performance through continuous selection	Optimisation of collective achievement through equalisation of educational opportunity (or even results)
Instructional Level	Primary and lower secondary level: Gradation of general education goals	Primary and Secondary Level I: Uniformity of the general educational path
	Upper secondary level: Separation of academic and vocational paths	Upper secondary level: Integration of academic and vocational tracks

In the German-speaking countries, the basic tension in political and specialised discussion, noted in the field of international development, has led to different emphases in the approaches adopted, which are closely linked to political decisions and options.

The *traditional school organisation*, in which vertical forms of organisation run parallel to one another, has been widely retained as the basic model for school organisation. The comprehensive school system ("*Gesamtschulsystem*"), has not been successfully introduced in its place. Important improvements have nevertheless been advanced or introduced against this background. Among these are:

- measures to extend general education, e.g. moves towards a longer compulsory school period, a differentiation between compulsory subjects and options, a greater chance of ensuring that the intermediate level secondary education qualification is obtained by a maximum number of pupils;
- extension of vocational training – with variations from one *Land* to another – through more systematic organisation of vocational training paths, extension of full-time educational paths, better coordination between vocational school and company-based training schemes, and the possibility of gaining admission to higher education institutions through vocational training;
- in a number of regions, the introduction of new forms of education, such as the comprehensive school ("*Gesamtschule*"), either as an addition to the system or an integral part of it, and thus constituting a supplementary or an alternative educational option;
- the integration of groups of pupils that are particularly in need of remedial education following the testing of new forms of organisation.

In many cases a wider range of extra-curricular activities has proved to be necessary as a result of the extension of all-day schools and the possibility of supervised leisure activities. Generally speaking,

however, it must be recognised, that the basic model for school organisation remains that of subject teaching. Schools are normally centres of learning, not sites of socio-pedagogical activities.

What has been achieved then are extensions of traditional school organisation and not, as in other European countries, fundamental changes in school organisation.

With regard to *subjects and curricula*, intensive reform measures have been implemented since the seventies in the German-speaking countries, taking account of the results of modern learning research and of the changing demands of the employment system. This is shown, amongst other things, by:

- the inclusion of new subjects and areas of study, e.g. in sociological as well as economic and technological fields
- the revision of course content, methods, and ways of evaluating performance
- securing greater autonomy for the individual school and teachers in planning lessons;
- the involvement of pupils and parents in the organisation and planning of school life and teaching.

The traditional structure of teaching is still largely unchanged, e.g.

- the principal material and the grading of traditional subjects as main and secondary subjects
- a more subject-related and content-orientated approach to curriculum planning

Although not yet widely adopted in practise, certain development goals are gaining ground, such as

- a teaching style geared more to problems, situations and applications
- learning processes that are not subject-related;
- learning that is geared more to inter-disciplinary qualifications (key qualifications); vocational training has already made distinct progress in this respect.

All three countries have been more or less able to achieve the goal of local or regional differentiation of school provision and to compensate for differences in regional provision. The expansion phase in education has enabled all three countries to co-ordinate local or regional plans for school location. As a result, a fairly wide range of different educational options and school types is now available. Problems of access to educational institutions at regional level have been reduced. This is another success for co-operation between central and regional planning bodies and for the activities of the school authorities.

Since the seventies, the traditional *management and financing* of education in the German-speaking countries has only been covered by reform measures to a very minor extent. However, the autonomy of individual schools has increased and the monitoring function has become more and more closely linked to the advisory function. Compared with developments in other areas of society, such as the economy, the control and management of schools have undergone fairly minor changes.

- Moreover, there are differences in the traditional levels of competence and responsibility in the three countries;
- increased latitude for the school in internal organisation has not yet led to a fundamental change in the chain of responsibility or the monitoring processes
- as to the financing system and management processes, the distinct trend in other European countries to transfer budgetary responsibility to individual institutions has occurred only to a minor degree.

In the past few years, however, discussion of pedagogically and economically effective management, evaluation, and monitoring and financing processes has picked up in the three German-speaking countries. This is clearly demonstrated by the consultations in the regional seminars on the siting of the individual school, the evaluation of the functions of the school review board as well as the general claims to organisational autonomy.

The reform phase provided for greater *participation* of teachers, parents, pupils and societal groups in the planning of education in the three German-speaking countries. Consultative structures at all levels of responsibility were established where none had existed before – in Switzerland, for example. This has led to a stronger dynamic in the discussion of educational improvements.

3.2 *Innovative planning experiences*

In this section experiences in implementing reform – as discussed in the regional Seminars and in the Steering Committee – are summarised and evaluated in terms of methodology.

Reform processes in education are probably always determined by fundamental conflicts over goals. Questions of educational planning cannot normally be answered in terms of *general concepts*, "closed systems" and models, but must rather be continuously reconsidered on the basis of given social and local conditions.

Society only gives schools limited freedom to develop in accordance with their own ideas. The course of development is determined to a much greater extent by political, economic, social and cultural conditions. Changes in schools in many areas have more often been due to external circumstances than to their own initiatives.

Improvements in education are often more dependent on political decisions and options than educationists think. Concepts and models that are not geared to socially acceptable guiding principles have proved quite unsuitable as a means of effecting a general improvement in education. They have usually turned out to be counterproductive.

The *planning orientation* of the eighties and nineties is different from that of the sixties and seventies. This is apparent from the Seminars.

In educational planning, thinking in terms of closed concepts and systems has given way to thinking in terms of orientation and formal principles. The latter normally become the frame of reference for differing development processes with local and regional variations.

From the centre, prescriptions and directives have increasingly given way to advice, and responsibility for development has been decentralised. This requires individual schools and the school system generally to have a fundamental capacity for innovation, which is responsive to changing circumstances.

Rather than looking to the overall system for innovation, we should look to individual institutions or institutions in their communal or regional context.

The counterpart of transferring responsibility for development to schools is the new role of the central bodies in giving direction to important development trends. The social and educational sciences,

especially school research, can fulfil an intermediate function between the centre, where orientations are set, and the chalk face where practical developments are implemented.

Reform concepts and development projects must be accepted at least by the opinion-forming section of those directly affected and must be tolerated by the majority. The success of educational reform measures is jeopardised if they are not developed through debate and clarified through participatory democratic processes. This also requires that concepts and guiding principles be tested to ensure their usefulness under differing development conditions.

The changed planning orientation has resulted in other *innovation strategies and points of emphasis for development projects*.

The focus of innovation has shifted in the past two decades: it consists not so much in perfecting specialised learning, its content and methods as in enabling institutions, the school in particular, to provide positive learning experiences, to increase willingness and ability to learn, to promote stable personalities and to offer social experiences. The function of teaching has become more important than subject-based educational reform.

In countries with a differentiated and highly developed educational system, innovations and development projects are less and less likely to succeed when introduced through general programmes and centralised timetabling. The trend is much more towards encouraging innovative activities in the sub-regions and individual establishments through a policy of providing stimulus and direction. On this basis innovative developments are seen as dynamic processes which can start up in many places. The goal of this approach is not to implement certain models within a specific time frame, but rather, to encourage developments that achieve the prescribed goals by various means and at different rates, and by offering a wide range of variants. For this reason, policy and subject orientation is just as important as the extensive transfer of planning powers to the local and regional level.

Pilot projects are always of great importance where qualitative changes in a system as complex as a school are concerned. They make it possible to study what happens when policy or pedagogical aims are faced with practical realities. On the basis of the experience gained from individual projects the aims are modified; conversely the trend towards prescribed goals can bring about a systematic change in general educational practice affecting many institutions.

National traditions are of great importance in education. They largely determine the potential for educational reform and must be taken into account as an important framework condition for innovation. The increasing *internationalisation* of our society means that our practice must be constantly geared to international development so that we can draw up criteria for decisions made in our own country and region and overcome those aspects of our own traditions that impede development.

3.3 *Prospects for future co-operation*

Improvements in the school will gather pace in the coming years. This will be mainly due to certain social developments, apparent in all European countries. They are:

- the notable changes in production and services in response to the restructuring of the world economy and the consequent demands for general and specialised skills in the job market,

- changes in social structures and thus the conditions in which children and adolescents grow up,
- the continuing problem of finding new ways of shaping living conditions at the individual and social level and of increasing the effectiveness of democratic societies as much as possible.

More than ever, future co-operation between these countries will pay particular attention to the tension between new conditions of life and work in society and educational planning in terms of organisation and content.

In their co-operation, the three countries can rely on a common language, a common cultural tradition in many areas and a correspondingly similar attitude toward education. This facilitates communication and enables them to proceed directly to more complex development problems. Moreover, as highly developed, industrialised nations, the three countries find themselves confronting similar economic and social, teaching and educational developments.

- On the one hand, the internationalisation of economic, social and other problems is clearly apparent; on the other, the demand for individual self-determination seems increasingly to emphasise local and regional autonomy in planning and responsibility for development. The federal governmental structure of the three countries is in line with this stronger consciousness of regional independence.
- The sweeping changes in the structure of businesses, staff, and qualifications in the manufacturing and service industries are in sharp contrast to education's strong dependence on traditional forms.
- In modern industrialised countries there is also a distinct decline in the traditional social and personal outlook and a shift to individualistic attitudes to life and behaviour patterns; on the other hand, there is clearly a need for new, socially orientated models of behaviour.
- While on the one hand there is a rapid decline in the effectiveness of traditional educative institutions, such as the family, the school and the church, on the other hand there is the ever increasing influence of standards of behaviour and value systems derived from the media.

Education is directly and decisively affected by these conflicting developments in respect of:

- the identification of educational goals and content,
- the organisational-structural improvement of educational options and entitlements,
- the nature and scope of democratic forms of participation in the shaping of educational processes,
- the means for financing education.

The three countries are not alone in trying to deal with these problems. Fundamental changes in societal living conditions and orientations as a result of economic and technological developments and world-wide development problems were experienced in all countries. The steering committee therefore feels it has a duty to provide other countries with the results of the innovative policies implemented in the three German-speaking countries and to invite them to exchange ideas in the framework of the OECD and CERI.

Experience of school and educational reforms shows that, in addition to a new curricular and pedagogic orientation, new strategic approaches have to be found to the planning and implementation of innovations. The following preliminary notions appear to have gained acceptance:

- Central direction must be co-ordinated with flexible, basic planning suited to the specific situation, and the two levels must be mutually supportive.
- Those responsible for planning innovative developments must relinquish any claim to implementing projects or issuing detailed prescriptions since the concept of development has become the guiding principle of educational reform. Planning must come to be seen as something that guides and supports development, not as something that determines it.
- Planning, whether all-encompassing or partial, cannot assume that prognoses are perfectly accurate but must recognise that the future is fraught with uncertainty. Developments in education cannot be conceived of in linear fashion. "All or nothing" strategies are not permissible. Those responsible for planning developments in education must know just how sensitive social systems are to stimuli and they should allow for appropriate time horizons.
- Those responsible for developments in education must reckon with the recalcitrance of the *status quo* and use it constructively; various lines of development should be opened up, and the idea of a single model should be ruled out.

The co-operation among the three countries will consist in correlating development goals to the practicalities of their implementation. General criteria governing reform measures and the principles invoked in the evaluation of development processes will be derived from this correlation.

In face of these issues and contradictions, co-operation in the next few years will concentrate even more on topics that are of particular importance for further development.

- Of primary importance are the guiding principles from which educational planning measures and local developments must proceed. These are the general social and pedagogic orientations and special guidelines for the development of education, subjects, certificates and qualifications, procedures for democratic decision-making and financing.
- It is very important that management procedures in education be revised. This concerns *inter alia* the function and working methods of the administration, the educational authority, individual schools with their own hierarchy, teachers and participating groups.
- To ensure recognition of educational policy or curricular decisions and developments, it is necessary to establish a convincing system of evaluation, appraisal and disclosure of development processes.
- The support of educationists is necessary for the development of education. Administration and government should suggest topics for educational research projects, school trials and pilot projects.

As before, regional seminars should be held every two years; the systematic pooling of experiences by administrators, teachers and educationists will give an overall idea of the development processes and the directions that need to be taken.

In the future the German-speaking countries – in close co-operation with the OECD/CERI – are expected to address basic issues on the improvement of education and to help clarify them through joint consultations and through regional research and development projects. The three countries will adapt their planning to the CERI programme and make the results of their co-operation available to partner countries, with whom they will discuss the issues.

Annexe:
Documents from the Regional Seminars

1. OECD/CERI-Regionalseminar der deutschsprachigen Länder

Thema: *Evaluation schulischer Neuerungen*
Datum: 28. September - 1. Oktober 1977
Ort: Dillingen an der Donau, Deutschland
Anzahl Teilnehmende: 41

Generalberichtserstatter:
Prof. Rainer Brockmeyer
Kultusministerium des Landes Nordrhein-Westfalen, Düsseldorf

Referate:

Prof. Dr. Herwig Blankertz
Deutsche Gesellschaft für Erziehungswissenschaften, Münster
"Analysen unter dem Aspekt des Themenbereichs: Kommunikation mit den Entscheidungsträgern"

Prof. Dr. Karl Frey
Institut für Pädagogik der Naturwissenschaften an der Universität Kiel und
Uri Peter Trier
Leiter der Pädagogischen Abteilung der Erziehungsdirektion des Kantons Zürich
"Ziele der Evaluation"

Prof. Dr. Wolfgang Mitter
Deutsches Institut für Internationale Pädagogische Forschung, Frankfurt
"Organisationsformen der Evaluation"

Prof. Dr. Peter Posch
Universität Klagenfurt
"Kommunikation mit den Entscheidungsträgern - Analyse von Fallstudien"

Prof. Dr. Jürgen Raschert
Freie Universität Berlin
"Thesen zur Auswertung der Fallstudien insgesamt"

Prof. Dr. Otto Schorb
Staatsinstitut für Bildungsforschung und Bildungsplanung, München
"Thesen zur Auswertung der Fallstudien insgesamt"

Prof. Dr. Wolfgang-P. Teschner
Universität Kiel
"Thesen zu den Organisationsformen der Evaluation"

Präsentierte Fallstudien:

- *aus der Bundesrepublik Deutschland*
 - Ernst Oppek: Berufsgrundbildungsjahr in Baden-Württemberg
 - Dieter Appelt: Die Wissenschaftliche Begleitung der neugestalteten gymnasialen Oberstufe (Kollegstufe) in Bayern
 - Detlev Acker: Die neugestaltete Oberstufe in Nordrhein-Westfalen
 - Erwin Voigt: Curriculumentwicklung und Lehrerfortbildung für Gesamtschulen in Bildungszentren - Berlin
 - Herbert Kluge: Die Einführung der modernen Mathematik in den Grundschulen des Landes Niedersachsen

- *aus Österreich*
 - Franz Burgstaller: Lehrplanentwicklung und ihre Auswirkungen auf Lehrerbildung und Lehrerfortbildung

- *aus der Schweiz*
 - Arnold Bangerter: Ein Schulversuch im Sekundarbereich I: Gesamtschule Dulliken, Kanton Solothurn

Publikation:

"*Evaluationen schulischer Neuerungen*", OECD/CERI-Seminar, Dillingen (Deutschland), 1977, Verlag Klett-Cotta, Stuttgart, 249 S.

2. OECD/CERI-Regionalseminar der deutschsprachigen Länder

Thema: *Dimensionen und Grenzen der Evaluation schulischer Neuerungen*

Datum: 23. - 27. April 1979

Ort: Neusiedl am See, Österreich

Anzahl Teilnehmende: 46

Generalberichtserstatter:

Dr. Franz Burgstaller

Klagenfurt

Referate:

Dr. Anton Strittmatter

Leiter des Zentralschweizerischen Beratungsdienstes für Schulfragen, Luzern

"Curriculumevaluation. Diskussion - Praxis - Perspektiven"

Prof. Dr. Erich Dauenhauer

Arbeitsstelle für berufs- und arbeitspädagogisches Lernen, Pirmasens

"Berufsvorbereitung und -einführung durch die Schule"

Dr. Gottfried Petri

Zentrum für Schulversuche und Schulentwicklung, Graz

"Was kann Evaluation zur Förderung der Effizienz von pädagogischen Entwicklungsprojekten beitragen?"

Dr. Uwe Hameyer

IPN, Kiel

David Thomas

OECD, Paris

"Berufsvorbereitung und Berufseinführung durch die allgemeinbildenden Schulen. Information über Entwicklungen in einigen OECD-Ländern"

Präsentierte Fallbeispiele:

a) Berufsvorbereitung und Berufseinführung durch die Schule

- *aus der Bundesrepublik Deutschland*

- Harald Dibbern: Erprobungsprojekt *"Berufswahlunterricht"* in Schleswig-Holstein 1975 - 1978
- Hans-Joachim Lissmann: Fallstudie zur Evaluation des Modellversuchs *"Erfahrungsdefizite von Schülern gegenüber komplexen Phänomenen der Wirtschafts- und Arbeitswelt - Möglichkeiten zu ihrer Bewältigung im Lernbereich Polytechnik / Arbeitslehre"*
- Karlheinz Peters: Fallstudie zum Modellversuch *"Weiterentwicklung der Hauptschule, Einführung des Berufsvorbereitungsjahres - Berufsgrundbildungsjahres für alle berufsschulpflichtigen Jugendlichen"*

- *aus Österreich*

- Franz Burgstaller: Berufsvorbereitung und Berufseinführung durch die allgemeinbildenden Schulen: Polytechnischer Lehrgang und adäquate Aspekte ab der 6. Schulstufe

b) Curriculum

- *aus der Bundesrepublik Deutschland*
 - Robert Geipel: Das Raumwissenschaftliche Curriculum-Forschungsprojekt des Zentralverbandes der Deutschen Geographen (RCFP): Entstehungszusammenhang, Legitimationsproblematik und Organisation
 - Helmut Schrettenbrunner: Die Evaluation des Raumwissenschaftlichen Curriculum-Forschungsprojekts (RCFP)
- *aus Österreich*
 - Werner Antoni: Schulversuch "Geographie und Wirtschaftskunde" im Bereich der 10- bis 14jährigen. Teil 2: Evaluation
- *aus der Schweiz*
 - Anton Strittmatter in Zusammenarbeit mit Ernst Bärtsch und Xaver Winiger: Die Oberstufenreform in der Zentralschweiz

Publikation:

"Dimensionen und Grenzen der Evaluation schulischer Neuerungen", OECD/CERI-Seminar, Neusiedl am See (Österreich), 1979, Österreichischer Bundesverlag, Wien, 262 S.

3. OECD/CERI-Regionalseminar der deutschsprachigen Länder

Thema: *Evaluation von Innovationen im Bereich der Grundschule / Primarschule*
Datum: 18. - 22. Mai 1981
Ort: Muttenz bei Basel, Schweiz
Anzahl Teilnehmende: 84

Generalberichtserstatter:

Karl Frey
Kiel

Einleitung:

Uri Peter Trier
Leiter der Pädagogischen Abteilung bei der Erziehungsdirektion des Kantons Zürich
"Einführung in die Ziele und Arbeitsweise des Seminars"

U. Hameyer
Kiel
"Hinweise zur Konzeption der Fallstudien"

Referate:

Ilse Lichtenstein-Rother
Augsburg
"Lehrplanentwicklung und Curriculumforschung"

Jean-Luc Patry und August Flammer
Freiburg (Schweiz)
"Schülerbeurteilung - zum Stand der Forschung"

Erich Löschenkohl
Klagenfurt
"Grundsätzliche Probleme beim Übergang von der Vorschulzeit in die Schule und einige Lösungsvorschläge"

Präsentierte Fallstudien:*- aus der Bundesrepublik Deutschland*

- Walter Ploessl: Lehrpläne für die Grundschule in Bayern (1971-1980): Entwicklung und wissenschaftliche Begleitung
- Reinhold Christiani: Auswirkungen des Übergangs von der zensurenbezogenen zur zensurenfreien Leistungsbewertung in den Klassen 1 und 2 der Grundschulen des Landes Nordrhein-Westfalen
- Inge Birk: Der Übergang vom Kindergarten in die Grundschule in Baden-Württemberg

- aus Österreich

- Leonard Pagitsch: Relevanz der Grundschullehrpläne am Beispiel Mathematik der 4. Schulstufe
- Helmut Siegfried: Schülerbeurteilung in der Grundschule
- Dieter Antoni: Probleme des Übergangs vom Vorschulbereich in die Grundschule; Kooperationsformen zwischen Elternhaus und Schule im ländlichen Raum

- aus der Schweiz

- Werner Heller: Treffpunkte und Richtlinien für den Mathematikunterricht während der obligatorischen Schulzeit in der Schweiz
- Jean Cardinet: Auf der Schule nach einer kriterienbezogenen Beurteilung der Schülerleistungen
- Josette Feyler und Raymond Hutin: Das Projekt "Fluidité" des Kantons Genf

Publikation:

"Evaluation von Innovationen im Bereich der Grundschule / Primarschule", OECD/CERI-Seminar, Muttentz bei Basel (Schweiz), 1981, Verlag Paul Haupt, Bern, 465 S.

4. OECD/CERI-Regionalseminar der deutschsprachigen Länder

Thema: *Lehrplanentwicklung und Schulpraxis*

Datum: 26. - 30. September 1983

Ort: Berlin, Deutschland

Anzahl Teilnehmende: 51

Generalberichtserstatter:

Prof. Dr. Klaus Westphalen

Pädagogische Hochschule Kiel

Referate:

Prof. Dr. Claus Günzler

Pädagogische Hochschule Karlsruhe

"Leitziele und Schulwirklichkeit - Acht Thesen zur Begründung, Einführung und Adoption von Leitzielen im Rahmen der heutigen Schulpraxis"

Prof. Dr. Friedrich Oswald

Institut für Erziehungswissenschaften der Universität Wien

"Zielansatz der Lehrplanreform - Anspruch und Wirklichkeit"

Dr. Felix Oggenfuss

Erziehungsdepartement Kanton Freiburg (Schweiz)

"Leitziele der Schule und Lehrplanreform"

Fallstudien:

- *aus der Bundesrepublik Deutschland*

- Caspar Kuhlmann: Schulstufen- und fächerübergreifende Handreichungen am Beispiel der Museumspädagogik
- Herbert Knepper: Lehrplan - Schulbuch - Handreichung
- Gerd Schmitz: Überprüfung / Evaluation von Lehrplänen in der Sekundarstufe

- *aus Österreich*

- Wolfgang Krendlesberger: Der Unterricht im Kurs-Kernfächersystem in der Schule der 10- bis 14jährigen und seine Konsequenzen für die Lehrplanentwicklung bzw. Lehrplangestaltung
- Helmut Salfinger: Die Entwicklung eines Versuchsschullehrplans für allgemeinbildende höhere Schulen am Beispiel der Fremdsprachen (Englisch für 14- bis 18jährige)

- *aus der Schweiz*

- Beat Mayer: Leitideen im Lehrplan und ihre Bedeutung für die Schulpraxis
- Xaver Winiger: Entwicklung, Erprobung und Evaluation des Lehrplans "Berufswahlorientierung in der Zentralschweiz"

Publikation:

"Lehrplanentwicklung und Schulpraxis in Deutschland, Österreich und der Schweiz", OECD/CERI-Seminar, Berlin (Deutschland), 1983, Köllen Verlag, Bonn-Oedekoven, 308 S.

5. OECD/CERI-Regionalseminar der deutschsprachigen Länder

Thema: *Der Übergang von der Pflichtschule in das Berufsleben*
Datum: 14. - 18. Oktober 1985
Ort: Salzburg, Österreich
Anzahl Teilnehmende: 71

Generalberichtsersteller:

Dr. Franz Burgstaller
Klagenfurt

Referate:

Prof. Dr. Franz Josef Kaiser
Paderborn
"Vorbereitung der Schüler auf die Berufs- und Arbeitswelt an allgemeinbildenden Schulen"

Prof. Dr. Elmar Lange
Universität Bielefeld
"Entscheidungsprobleme beim Übergang von der Schule in das Beschäftigungssystem und Hilfen zur Berufsberatung"

Joachim Schäfer
Direktor der Bundesanstalt für Arbeit, Nürnberg
"Darstellung der Beratungssysteme"

Univ. Prof. Dr. Wilfried Schneider
Wirtschaftsuniversität Wien
"Was erwartet die Wirtschaft von den Pflichtschulabsolventen?"

Dr. Herbert Winkler
Bundesministerium für Unterricht und Kunst, Wien
"Inhalte und Methoden zur Sicherung der Qualität der beruflichen Ausbildung"

Dr. Emil Wettstein
Leiter des Amts für Berufsbildung, Zürich
"Sicherung der Qualität der beruflichen Ausbildung"

Präsentierte Fallstudien:

- *aus der Bundesrepublik Deutschland*
 - Rudolf Schlossbauer: Das Betriebspraktikum - ein konkreter Beitrag zur Hinführung der Hauptschule an die Berufs- und Arbeitswelt
- *aus Österreich*
 - Renate Forstner: Die Vorbereitung auf die Arbeits- und Berufswelt in der Hauptschule
 - Helmut David: Arbeitswelt und Schule
 - Maria Hofstätter und Ilan Knapp: Die Situation der Jugendlichen ohne Berufsbildung
 - Johann Steinringer und Peter Deifl: Überbrückungslehrgänge für jugendliche Schulabgänger ohne Arbeit
- *aus der Schweiz*
 - Albert Grimm: Berufswahlvorbereitung an der Realschule des Kantons Zürich
 - Ueli Kraft: Inanspruchnahme von Übergangshilfen bei der Berufsfindung und subjektiver Ausbildungserfolg bei Schweizer Lehrlingen
 - Jacques Amos: Erste Phase der Berufsausbildung: Der Sinn der Lehrvertragsauflösungen

Publikation:

"Der Übergang von der Pflichtschule in das Berufsleben", OECD/CERI-Seminar, Salzburg, 1985, Köllen Verlag, Bonn-Oedekoven, 181 S.

6. OECD/CERI-Regionalseminar der deutschsprachigen Länder

Thema: *Lernbereitschaft und Lernfähigkeit zwischen Schule und Beruf*
Datum: 3.- 7. November 1987
Ort: Luzern, Schweiz
Anzahl Teilnehmende: 89

Generalberichtsersteller:
Dr. Emil Wettstein
Amt für Berufsbildung des Kantons Zürich

Seminarkonzept:
Uri Peter Trier
Leiter der Pädagogischen Abteilung bei der Erziehungsdirektion des Kantons Zürich

Streitgespräch:

- Uri Peter Trier
Erziehungsdirektion des Kantons Zürich
- Prof. Dr. Hans Adam
Vorstand des Zoologischen Instituts der Universität Salzburg
- Prof. Dr. Hans Aebli
Em. Direktor der Abteilung für Pädagogische Psychologie der Universität Bern
- Prof. Dr. Jürgen Raschert
Freie Universität Berlin

Referate:

Prof. Fredi P. Büchel
Universität Genf
"Lernstrategien bei Jugendlichen in der beruflichen Ausbildung"

Dr. Ilan Knapp
Österreichisches Institut für Berufsbildungsforschung, Wien
"Berufsbild, Ausbildungsplaner, gesetzliche Bestimmungen und die Ausbildung der Auszubildner"

Dipl.-Päd. Johannes Koch
Friedrichsdorfer Büro für Analyse und Planung in Sozial- und Bildungsbereichen, Gnarrenburg
"Neue Ausbildungsmethoden; Forschungsergebnisse aus dem Bereich der betrieblichen Berufsbildung"

Dr. Heinz Schirp
Landesinstitut für Schule und Weiterbildung, Soest
"Jugendliche zwischen Schule und Beruf"

Fritz Staub
Abteilung Pädagogische Psychologie, Universität Bern
"Das Problemlösen lernen: Vom Problemverstehen zum Planen der Lösung"

Präsentierte Fallbeispiele:

- *aus der Bundesrepublik Deutschland*

- Günther Blom: Das Hamburger Ausbildungsplatzprogramm für Jugendliche ohne Hauptschulabschluss
- Wolfgang Hobmaier: Projektwoche Wirtschaft - ein Ansatz, Schüler an die Wirtschaft heranzuführen; eine Massnahme des Bildungswerks der Bayrischen Wirtschaft e.V., München

- *aus Österreich*

- Egon Blum: Lehrlingsbetreuung in Betrieb und Berufsschule mit speziellem Zusatzangebot: die duale Ausbildung in Österreich am Beispiel der Beschlägefirma Julius Blum in Höchst, Voralberg
- Gerhard Rebholz: Berufspraktische Orientierungshilfen in der Hauptschule und am Polytechnischen Lehrgang in Österreich

- *aus der Schweiz*

- Heinz Bieri: Wahlkurse und Arbeitskreise an der gymnasialen Oberstufe der Kantonsschule Luzern
- Rolf Dubs: Das Integrationsfach Wirtschaft / Recht / Gesellschaft / Informatik im neuen Lehrplan für kaufmännische Berufsschulen in der Schweiz

Besuchte Schulen und Betriebe

1. Kantonsschule und Literargymnasium Luzern
2. Kaufmännische Berufsschule Luzern
3. Schweizerischer Bankverein, Filiale Luzern
4. Gewerbliche Berufsschule Luzern
5. Schindler Aufzüge, Ebikon
6. Produktionsanlagen der Confiserie Bachmann, Luzern
7. Schreinerei-Ausbildungszentrum, Luzern

Publikation:

"Lernbereitschaft und Lernfähigkeit zwischen Schule und Beruf", OECD/CERI-Seminar, Luzern, 1987, Köllen Verlag, Bonn-Oedekoven, 186 S.

7. OECD/CERI-Regionalseminar der deutschsprachigen Länder

Thema: *Wie öffnet sich die Schule neuen Entwicklungen und Aufgaben?*
Datum: 16. - 20. Oktober 1989
Ort: Bremerhaven, Deutschland
Anzahl Teilnehmende: 66

Generalberichtsersteller:

Prof. Dr. Wolfgang Mitter
Deutsches Institut für Internationale Pädagogische Forschung (DIPF), Frankfurt

Thematische Schwerpunkte:

- Die Veränderung zentraler Rahmenbedingungen schulischer Arbeit - Familien, Kindsein, Jugendsituation
- Die Veränderung zentraler Rahmenbedingungen schulischer Arbeit - eine "neue Allgemeinbildung"?
- Ein neues Verständnis von Schule - schulpraktische Folgerungen aus der Veränderung der Rahmenbedingungen
- Zielsetzungen schulischer Veränderung und ihre Verwirklichung - eine Bilanz bisheriger Erfahrungen

Referate:

Prof. Dr. Helmut Heid
Universität Regensburg
"Ergebnisse der Qualifikationsforschung im Bereich beruflicher Bildung"

Prof. Dr. Klaus-Jürgen Tillmann
Hamburg
"Elemente einer allgemeinen Bildung für das Leben in der Gesellschaft von morgen"

Dr. Hans Haenisch
Landesinstitut für Schule und Weiterbildung des Landes Nordrhein-Westfalen, Soest
"Bewertung von Instrumenten, Verfahren und Zeithorizonten schulischer Veränderungen"

Univ.-Doz. Dr. Josef Kurzreiter
Pädagogische Akademie der Erzdiözese, Wien
"Kindsein in veränderten familiären Strukturen"

Univ.-Prof. Dr. Josef Thonhauser
Universität Salzburg
"Bewertung von Instrumenten, Verfahren und Zeithorizonten schulischer Veränderungen"

Univ.-Prof. Dr. Peter Posch
Universität der Bildungswissenschaften, Klagenfurt
"Wissenschaftliche Stellungnahme und Analyse zu den Schulberichten"

Prof. Dr. Helmut Fend
Universität Zürich
"Bildungskonzepte und Lebensfelder Jugendlicher im sozialhistorischen Wandel"

Dr. Anton Strittmatter
Schweizerischer Lehrerzeitung, Sempach
"Von der Akzeptanz von Neuerungen zur schulischen Organisationsentwicklung"

Fallstudien:

a) Zum Thema "Veränderungen im Schülerverhalten vor dem Hintergrund veränderter Sozialisationsbedingungen im Sekundarbereich I"

- *aus der Bundesrepublik Deutschland*
- Manfred Bollhöfer: Schule am Leher Markt in Bremerhaven
- *aus Österreich*
- Helmuth Burger: Bundesrealgymnasium Linz/Donau
- *aus der Schweiz*
- Hans-Hugo Rellstab: Oberstufenschule Dulliken/Solothurn

b) Zum Thema "Ein neues Verständnis von Schule - schulpraktische Folgerungen aus der Veränderung der Rahmenbedingungen"

- *aus der Bundesrepublik Deutschland*
- Hans Rössler: Öffnung auf neue pädagogische Aufgaben in der Schule und ihrem Umfeld am Gymnasium
- *aus Österreich*
- Heidrun Winter: Die Veränderung der Schulpraxis in der Hauptschule
- *aus der Schweiz*
- Hilde Schenker: Versuch zur integrativen Schulung von Kindern mit Lernschwierigkeiten in der Grundschule
- Alex Buff: Versuch mit notenfreier Schülerbeurteilung in der 1. bis 3. Klasse der Primarschule

Publikation:

"Wie öffnet sich die Schule neuen Entwicklungen und Aufgaben?", OECD/CERI-Seminar, Bremerhaven, 1989, Köllen Verlag, Bonn-Oedekoven, 234 S.

8. OECD/CERI-Regionalseminar der deutschsprachigen Länder

Thema: *Lernen für Europa. Neue Lebens- und Lernformen in der Schule*
Datum: 23. - 27. September 1991
Ort: Geras, Österreich
Anzahl Teilnehmende: 70

Referate:

Prof. Dr. Theodor Ickler
Universität Erlangen-Nürnberg
"Sprachen und Fremdsprachen in Europa: Perspektiven und Optionen"

Univ. Prof. Dr. Karl Heinz Gruber
Institut für Erziehungswissenschaften der Universität Wien
"Anzeichen konvergierender Trends der europäischen Schul- und Curriculumentwicklung"

Prof. Dr. Rudolf Künzli
"Herkunft und Zukunft oder inwiefern Europa ein vernünftiger Bezugspunkt für Bildungsprozesse sein kann"

Präsentierte Fallbeispiele:

- *aus der Bundesrepublik Deutschland*

- Helmut Wittmann: Fremdsprachen in der Grundschule
- Hans Buschauer: Besondere Aspekte des saarländischen Projektes "Französisch in der Grundschule"
- Elke Thürmann und Peter Virnich: Schlüsselqualifikationen für eine europäische Zukunft

- *aus Österreich*

- Eduard Strebl: Schulpartnerschaft Retz-Znaim
- Franz Günter Winkler: Schulpartnerschaft Laa/Thaya - Lundenburg

- *aus der Schweiz*

- Der Ausschuss Langue 2: Fremdsprachenunterricht der Schweizerischen Konferenz der kantonalen Erziehungsdirektoren: Projektbericht vorgestellt durch Mitglieder des Ausschusses
- Christoph Flügel: Fremdsprachenunterricht im Kanton Tessin - ein Fallbeispiel
- Carl Moos: Das Zürcher "Liceo artistico" (Kunstgymnasium)

Publikation:

"Lernen für Europa; Neue Lebens- und Lernformen in der Schule", OECD/CERI-Seminar, Stift Geras (Österreich), 1991, Köllen Verlag, Bonn-Oedekoven, 102 S.

9. OECD/CERI-Regionalseminar der deutschsprachigen Länder

Thema: *Was können Schulen für die Schulentwicklung leisten?*

Datum: 27. September - 1. Oktober 1993

Ort: Einsiedeln, Schweiz

Anzahl Teilnehmende: 83

Generalberichterstatter:

Dr. Anton Strittmatter

Sempach

Referate:

Malcolm Skilbeck

Vize-Direktor der Direktoren für Bildung, Beschäftigung, Arbeit und soziale Angelegenheiten der OECD

"25 Jahre CERI: Was haben wir über Innovationen in der Schule gelernt?"

Clive Hopes

Deutsches Institut für internationale pädagogische Forschung, Frankfurt, Konsulent der OECD

"Resultate und Befunde aus den CERI-Projekten im Bereich des Seminarthemas"

Prof. Dr. Jürgen Oelkers

Pädagogisches Institut der Universität Bern

"Was können Schulen für die Schulentwicklung leisten? Dimensionen der Entwicklung öffentlicher Bildung"

Prof. Dr. Hans-Günther Rolff

Institut für Schulentwicklungsforschung, Universität Dortmund

"Schule als lernende Organisation"

René Ullmann

Organisationsberater, Zug

"Organisationsentwicklung für den besonderen Organisationstyp "Schule" - Erfahrungen und Überlegungen eines Organisationsberaters"

Prof. Dr. Bernd Schilcher

Präsident des Landesschulrates für die Steiermark, Graz

"Schulentwicklung von unten - Bedingungen und Folgerungen aus verwaltungspolitischer und juristischer Sicht"

Präsentierte Fallbeispiele:

- *aus Deutschland*

- Erika Risse und Uwe Dreske: Offener Unterricht und praktisches Lernen als reformpädagogischer Ansatz differenzierter Förderung im Gymnasium am Elsa-Brandström-Gymnasium, Oberhausen, in Nordrhein-Westfalen, sowie am Kreisgymnasium Freital-Deuben, in Sachsen
- Gerold Becker: Gemeinsame Entwicklung reformpädagogischer Schulprofile an Schulen in Hessen und an Schulen in Thüringen
- Wolf Fleischer-Bickmann: Institutionelles Schulentwicklungsprogramm in Bremen
- Eva Liss-Mildenberger: Fortbildungsprojekt des Staatlichen Instituts für Lehrerfort- und -weiterbildung in Speyer zur Vorbereitung und Begleitung schulinterner Moderatoren und Moderatorinnen

- *aus Österreich*

- Peter Böhm und Ilse Wiese: "Offenes Lernen" an der Volksschule Börsegasse und anderen Volksschulen in Wien
- Sigrid Binder und Hannes Krall: Binnendifferenzierte Mittelstufe Frohnleiten
- Johann Stadler und Franz Rauch: Schulversuch Neue Mittelschule Schulverbund Graz-West am Bundesgymnasium und Bundesrealgymnasium, Graz
- Friedrich Geretslehner und Edwin Radnitzky: Projektarbeiten an der Elektronik-Abteilung der HTBLA Braunau

- *aus der Schweiz*

- Edwin Achermann: Entwicklungsprojekt Stanser Primarschule
- Hugo Sigrist und Xaver Winiger: Integrierte Orientierungsstufe in Lungern
- Stefan Tschudi: Erweiterte Lernformen an der Kantonsschule in Sursee
- Heinz Ochsenbein: Schulversuch "Allgemeinbildender Unterricht" an der Gewerblich-Industriellen Berufsschule in Bern

Besuchte Schulentwicklungsprojekte

- Weiterbildungsschule Zug
- Berufsschule, Landis & Gyr, Zug

Seminar-Dokumentation

"Der Einstieg in Projekte der Schulentwicklung", Literaturanalyse im Hinblick auf das OECD/CERI-Regionalseminar 1993 in Einsiedeln von Urs Vögeli-Mantovani und Silvia Grossenbacher, Schweizerische Koordinationsstelle für Bildungsforschung (SKBF) in Zusammenarbeit mit der EDK, 1993, 30 S.

Publikation:

"Was können Schulen für die Schulentwicklung leisten?", OECD/CERI-Seminar, Einsiedeln, 1993, Köllen Verlag, Bonn-Buschdorf, 347 S.

10. OECD/CERI-Regionalseminar der deutschsprachigen Länder

Thema: *Lernen in einer dynamischen und offenen Gesellschaft - die Rolle der Schule*

Datum: 16. - 20. Oktober 1995

Ort: Dresden, Deutschland

Anzahl Teilnehmende: 80

Generalberichtsersteller:

Theo Liket

Referate:

Prof. Dr. Helmut Fend

Pädagogisches Institut der Universität Zürich

"Sozialer Wandel der Jugend- und Schülergeneration - Rahmenbedingungen für veränderte pädagogische Aufgaben von Bildungssystemen"

Univ. Prof. Dr. Johann Götschl

Universität Graz, Institut für Philosophie

"Offenheit und Selbstorganisation - Implikationen für Bildungsorientierungen in der modernen Informationsgesellschaft"

Prof. Dr. Jo Groebel

Universität Utrecht

"Die Rolle der Medien bei der Veränderung von sozialen Beziehungen: Befunde und Zukunftsperspektiven"

Länderberichte:

- *Deutschland:*

➤ Rainer Brockmeyer: Lernen in einer dynamischen und offenen Gesellschaft - die Rolle der Schule

- *Österreich:*

➤ Ferdinand Eder: Die Schule in einer Welt veränderter sozialer Bezüge und Wertorientierungen

- *Schweiz:*

➤ Lucien Criblez: Die Schule in einer dynamischen und offenen Gesellschaft

Präsentierte Schulberichte:

- *aus Deutschland*

Moderator: Prof. Dr. Rainer Brockmeyer, Bildungskommission NRW

- Franz Igerl: Grundschule an der Bergmannstrasse in München (Bayern)
- Geert Platner: Offene Schule Kassel-Waldau (Hessen)
- Sabine Schröder: Staatliche Regelschule "Am Frauenberg" in Nordhausen (Thüringen)
- Hans Rössler: Thomas-Morus-Gymnasium in Daun (Rheinland-Pfalz)
- Hans Kathmann: Berufliche Schule des Kreises Rendsburg-Eckernförde - Gewerbe, Technik, Landwirtschaft - (Schleswig-Holstein)

- *aus Österreich*

Moderator: Mag. Edwin Radnitzky, Zentrum für Schulentwicklung, Wien

- Josef Jungwirth: Die Tiroler Landhauptschule Gries am Brenner
- Heide Rosenmayr: Auf dem Weg zu einer anderen Schule - die Oskar Spiel Schule in Wien
- Ruth Mitschka: Soziales Leben - aktive Schulpartnerschaft

- *aus der Schweiz*

Moderatoren: Dr. Carlo Jenzer, Erziehungsdepartement des Kantons Solothurn
Dr. Lucien Criblez, Universität Bern

- Peter Müller: Kaufmännische Berufsschule und Weiterbildungszentrum Biel
- Lucien Criblez: Der Oberstufen-Schulversuch Limmat A in der Stadt Zürich

Publikation:

"*Lernen in einer dynamischen und offenen Gesellschaft - die Rolle der Schule*", OECD/CERI-Seminar, Dresden (Deutschland), 1995, Köllen Verlag, Bonn-Buschdorf, 303 S.

11. OECD/CERI-Regionalseminar der deutschsprachigen Länder

Thema: *Schulleitung und Schulaufsicht - Neue Rollen und Aufgaben im Schulwesen einer dynamischen und offenen Gesellschaft*
Datum: 13. - 17. Oktober 1997
Ort: Innsbruck, Österreich
Anzahl Teilnehmende: 72

Länderbericht:

- *Deutschland*

➤ Rainer Brockmeyer

- *Österreich*

➤ Michael Schratz

- *Schweiz*

➤ Heinz Rhyn

Referate:

a) Schulleitung und Schulaufsicht als Schlüsselpositionen im Prozess der Schulentwicklung. Eine systemische Annäherung

Rainer Brockmeyer

"Was sollen wir für morgen lernen? Perspektiven für die Weiterentwicklung des Bildungswesens"

Walo Hutmacher

"Strategien der Systemsteuerung. Von der Systemexpansion zum Systemumbau"

Michael Schratz

"Neue Rollen und Aufgaben für Schulleitung und Schulaufsicht"

b) Work in Progress. Ein Blick in die Praxis deutschsprachiger Länder

Rainer Brockmeyer, Hans Dietrich, Monika Janssen, Klaus Milkereit

"Selbstwirksame Schulen": Fallgeschichten aus Deutschland

Anton Strittmatter

"Schulaufsicht und Schulleitung als Schlüsselfragen in einem systemischen Ansatz der Schulerneuerung"

Edwin Gräupl und Elfriede Schmidinger

"Das Aufgabenprofil der österreichischen Schulaufsicht"

c) Das Bild der Wissenschaft: Einblicke und Ausblicke

Franz Rauch

"Trends im Rollenbild und in den Aufgaben von Schulleitung und Schulaufsicht in einer sich dynamisch entwickelnden Gesellschaft. Eine qualitative Literaturanalyse"

Ilse Wiesel

"It is better to debate a question without settling it, than to settle a question without debating it". Offene Fragen aus Gesprächen von Beteiligten"

Publikation:

"Schulleitung und Schulaufsicht - Neue Rollen und Aufgaben im Schulwesen einer dynamischen und offenen Gesellschaft", OECD/CERI-Seminar 1997, Innsbruck (Österreich), 1998, Studien Verlag, Innsbruck, 339 S.

12. OECD/CERI-Regionalseminar der deutschsprachigen Länder

Thema: "Die Vielfalt orchestrieren" -
Steuerungsaufgaben der zentralen Instanz bei grösserer Selbständigkeit der Einzelschule
Datum: 18. - 22. Oktober 1999
Ort: Rheinfelden, Schweiz
Anzahl Teilnehmende: 75

Generalberichtsersteller:
Karl Weber

Seminarkonzept:
Dr. Felix Oggenfuss
Zentralschweizerische Beratungsdienst für Schulfragen

Podiumsdiskussion: Steuerungsfragen im politischen Umfeld

- Leitung: Dr. Iwan Rickenbacher, Kommunikation und Beratung, Schwyz
- Dr. Sebastian Brändli, Chef päd. Dienst Kt. Argau
- Frau Doris Fischer- Täschler, Grossrätin Kt. Argau
- Dr. Markus Grolimund, Departementssekretär Kt. Basel
- Regierungsrat Peter Schmid Kt. Basel

Länderbericht:

- *Deutschland:*

Prof. Dr. Rainer Brockmeyer
"Öffentlicher Bildungsauftrag und die neue Steuerungsarchitektur"

- *Österreich:*

Prof. Dr. Herbert Altrichter
"Verankerung der Systemsteuerung"

- *Schweiz:*

Dr. Felix Oggenfuss
Zentrale Steuerung im föderalistischen System

Referate:

Dr. Rainer Fankhauser
Bundesministerium für Unterricht und kulturelle Angelegenheiten, Wien
"Steuerung durch das Recht"

Dr. Lorenz Lassnigg
Institut für Höhere Studien und Wissenschaftliche Forschung, Wien
"Zentrale Steuerung in autonomisierten Bildungssystemen"

Norbert Maritzen
Behörde für Schule, Jugend und Berufsbildung, Hamburg
"Das Schulprogramm als Steuerungsmittel"

Prof. Dr. Peter Meyer-Dohm
International Partnership Initiative E.V., Cremlingen
"Unternehmerisches Netzwerkmanagement"

Prof. Dr. Manfred Weiss
Deutsches Institut für Internationale Pädagogische Forschung
"Steuerung über Finanzen"

Präsentierte Fallstudien:

- *aus Deutschland*
 - Burkhart Rahe: Qualifizierung und Auswahl von Schulleiterinnen und Schulleitern, Niedersachsen
 - Heiner Roediger: Modellregion Frankfurt - Ein Projekt zur Weiterentwicklung der Kooperations- und Kommunikationsformen zwischen den Beratungs- und Unterstützungssystemen
- *aus Österreich*
 - Rainer Fankhauser: Rechtliche Verankerung der Schulautonomie
 - Wolfram Hiebl: Qualitätsentwicklung in Österreich am Beispiel der Initiative "Qualitätsentwicklung in Schulen" QIS
- *aus der Schweiz*
 - Gerold Brägger und Joseph Hildbrand: Teilautonome Volksschulen im Kanton Zürich
 - Beat Bucher: Schulen mit Profil - Volksschulentwicklung im Kanton Luzern

Publikation:

"Die Vielfalt orchestrieren" - Steuerungsaufgaben der zentralen Instanz bei grösserer Selbständigkeit der Einzelschule, OECD/CERI-Seminar 1999, Rheinfelden (Schweiz), 2000, Studien Verlag, Innsbruck, 254 S.