

**Secretariat of the Standing Conference  
of the Ministers of Education and Cultural Affairs  
of the Länder in the Federal Republic of Germany**

**Attracting, Developing and Retaining  
Effective Teachers**

**OECD Activity**

**Country Background Report  
for the Federal Republic of Germany**

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## I. GLOSSARY

### **Abitur**

School leaving exam and university entrance qualification (comparable to A-level in Britain)

### **Abendgymnasium**

Establishment of the so-called *Zweiter Bildungsweg* at which adults can attend evening classes to obtain the general higher education entrance qualification.

### **Allgemeine Hochschulreife**

General higher education entrance qualification. Entitles holder to admission to all subjects at all higher education institutions and is usually obtained at upper Gymnasium level (*Gymnasiale Oberstufe*) by passing the Abitur examination. The certificate of *Allgemeine Hochschulreife* incorporates examination marks as well as continuous assessment of pupil's performance in the last two years of upper Gymnasium level (*Qualifikationsphase*).

### **Berufliches Gymnasium**

Type of school at upper secondary level offering a three-year course of education which includes both the general education subjects taught at upper Gymnasium level (*Gymnasiale Oberstufe*) and career-oriented subjects, such as business and technology, but which also leads to the general higher education entrance qualification.

### **Berufsakademie**

Institution of tertiary education, in eight Länder, offering three-year courses of academic training at a *Studienakademie* (study institution) combined with practical professional in-company training within a dual system, i.e. in the study institution and in the workplace.

### **Berufsfachschule**

Vocational school at upper secondary level offering a wide range of branches and courses of varying duration. A full-time school, it prepares or trains students for a specific occupation at different levels of qualification.

### **Berufsgrundbildungsjahr**

Basic vocational training year at upper secondary level - basic training in one of 13 vocational fields which may be counted as the first year of vocational training within the dual system.

### **Berufsschule**

Vocational school at upper secondary level generally providing part-time instruction in general and vocational subjects to trainees receiving vocational education and training within the dual system.

### **Ergänzungsschule**

Private school outside the general school structure; supplementary school which covers special needs in the field of education and can (but needn't) be acknowledged

### **Ersatzschule**

Alternative school, supported by the state, which replaces a public school

### **Fachhochschule**

University of applied sciences. Type of higher education institution established in the 1970s, which has the particular function of providing application-oriented teaching and research, particularly in engineering, business, administration, social services and design.

### **Fachhochschulreife**

Qualification entitling holder to study at a *Fachhochschule*. May usually be obtained after 12 years of schooling at a *Fachoberschule* or - under certain conditions - at other vocational schools.

### **Fachoberschule**

Vocational school at upper secondary level providing two-year courses in various subject areas leading to the qualification of *Fachhochschulreife*. The first year consists of both practical training in the workplace and lessons, whilst the second year covers general and subject-specific lessons.

**Fachschule**

Vocational school offering further vocational training courses of between one and three years which build on initial vocational training and subsequent employment and lead to a further qualification in a profession.

**Gesamtschule**

Type of school at lower secondary level offering courses of education leading to different qualifications (*Hauptschulabschluss*, *Mittlerer Schulabschluss*, entitlement to proceed to the *Gymnasiale Oberstufe*). It either takes the form of a cooperative or an integrated *Gesamtschule*.

**Grundschule**

Compulsory school for all children of the age of 6 onwards. It comprises four grades, except in Berlin and Brandenburg where it covers six grades.

**Gymnasiale Oberstufe**

The upper level of the Gymnasium, which can however be established at other types of school such as the *Gesamtschule*. Normally it comprises grades 11-13. Course of general education concluded by the *Abitur* examination, which leads to the general higher education entrance qualification (*Allgemeine Hochschulreife*).

**Gymnasium**

Type of school covering both lower and upper secondary level (usually grades 5-13) and providing an in-depth general education aimed at the general higher education entrance qualification.

**Hauptschule**

Type of school at lower secondary level providing a basic general education. Compulsory school, unless pupil is attending a different type of secondary school, usually comprising grades 5-9.

**Kindergarten**

Pre-school establishment for children aged between 3 and 6 as part of child and youth welfare services - may be either publicly or privately maintained (not part of the school system).

**Kolleg**

Establishment of the so-called *Zweiter Bildungsweg* where adults attend full-time classes to obtain the general higher education entrance qualification.

**Kunsthochschule / Musikhochschule**

College of art / College of music

**Pädagogische Hochschule**

Type of higher education institution in Baden-Württemberg, equivalent in status to the universities, offering courses of study for teaching careers at primary level and certain teaching careers at lower secondary level.

**Promotion**

Award of a doctoral degree on the basis of a doctoral thesis and either an oral examination or a defence of the student's thesis. The doctorate is embarked on after obtaining a first academic qualification for entry into a profession and serves as proof of ability to undertake in-depth academic work.

**Realschule**

Type of school at lower secondary level, usually comprising grades 5-10. Provides pupils with a more extensive general education and the opportunity to go on to courses of education at upper secondary level that lead to vocational or higher education entrance qualifications.

**Sonderkindergarten**

Pre-school establishment for children with disabilities - also known as a *Förderkindergarten*.

**Sonderschule**

Special school - school establishment for pupils whose development cannot be adequately assisted at mainstream schools on account of disability. Also known as *Förderschule* or *Schule für Behinderte*.

**Technische Universität / Technische Hochschule**

Type of higher education institution equivalent in status to university. Focus traditionally lies in natural science and engineering.

**Universität-Gesamthochschule**

Type of higher education institution existing in two Länder and established in the 1970s with the aim of combining the functions performed by universities, colleges of art and music and *Fachhochschulen* in terms of research, teaching and studies.

**Verwaltungsfachhochschule**

*Fachhochschule* maintained by the Federation or a Land which trains young people to take up higher civil service grade posts in a particular sector of public administration

## II. LIST OF ACRONYMS AND ABBREVIATIONS

BLK	Bund-Länder-Commission for Educational Planning and Research Promotion ( <b>B</b> und- <b>L</b> änder- <b>K</b> ommission für Bildungsplanung und <b>F</b> orschungsförderung)
DBB	German Federation of Civil Servants ( <b>D</b> eutscher <b>B</b> eamten <b>b</b> und)
DESI	German-English Pupils' Achievements International ( <b>D</b> eutsch- <b>E</b> nglisch- <b>S</b> chülerleistungen international)
DGB	German Trade Union Confederation ( <b>D</b> eutscher <b>G</b> ewerkschafts <b>b</b> und)
GEW	Trade Union of Education and Science ( <b>G</b> ewerkschaft <b>E</b> rziehung und <b>W</b> issenschaft)
GDR	<b>G</b> erman <b>D</b> emocratic <b>R</b> epublic
KMK	Standing Conference of the Ministers of Education and Cultural Affairs of the Länder in the Federal Republic of Germany (Ständige Konferenz der Kultusminister der Länder in der Bundesrepublik Deutschland)
PISA	<b>P</b> rogramme for <b>I</b> nternational <b>S</b> tudent <b>A</b> ssessment
PIRLS = IGLU	<b>P</b> rogress in <b>I</b> nternational <b>R</b> eading <b>L</b> iteracy <b>S</b> tudy ( <b>I</b> nternationale <b>G</b> rundschul- <b>L</b> ese <b>u</b> ntersuchung)
TIMSS	<b>T</b> hird <b>I</b> nternational <b>M</b> athematics and Science Study
VBE	Federation for Training and Education ( <b>V</b> erband <b>B</b> ildung und <b>E</b> rziehung)

### III. ABBREVIATIONS OF THE LÄNDER

BW	Baden-Württemberg
BY	Bavaria
BE	Berlin
BB	Brandenburg
HB	Bremen
HH	Hamburg
HE	Hessen
MV	Mecklenburg-Vorpommern
NI	Lower Saxony
NW	Northrhine-Westphalia
RP	Rhineland-Palatinate
SL	Saarland
SN	Saxony
ST	Saxony-Anhalt
SH	Schleswig-Holstein
TH	Thuringia

## IV. EXECUTIVE SUMMARY

### 1. Framework conditions

Continuing a centuries-long constitutional tradition, and in conscious rejection of the centralised Nazi state (1933-1945), a federal order was created in the newly-founded Federal Republic of Germany in 1949 which, in particular, returned the school system to the competence of the Länder. The latter, which grew to 16 when the German Democratic Republic joined the Federal Republic of Germany on 3 October 1990, therefore have far-reaching law-making responsibilities relating to the school, higher education, adult education and further education sectors. Administration in these matters is the responsibility of the Länder.

Nevertheless, there has been an elementary public need for coordination and harmonisation from an early stage in order to enable professional and private mobility between the Länder. To this end, the Standing Conference of the Ministers of Education and Cultural Affairs of the Länder, Standing Conference for short, was established in 1948 – even before the Federal Republic of Germany was founded. A key task in the cooperation among the Länder in this body remains even today to ensure through coordination the necessary measure of commonality and comparability in the German education system.

### 2. Structure of the school and education system

The "Basic Structure of the Educational System in the Federal Republic of Germany" (see section 2.1.1) which is shown in the diagram of the same name does not attempt to give an exact and detailed representation of the structure in the individual Länder, since there may be minor differences due to the federal structure. The education system in the Federal Republic of Germany is essentially divided into pre-school education, primary education, secondary education, tertiary education and further education.

Supervision and administration of the school system is the responsibility of the ministries of education and cultural affairs in the Länder in their capacity as the highest authority. The educational objectives set out in the Education Acts of the Länder are given specific form through curricula or education plans or framework guidelines.

School administration is organised in a tiered system in most Länder. The assignment of school types to different levels is organised differently in each Land.

The ability of pupils to transfer between school types and the recognition of school-leaving qualifications is basically guaranteed if the preconditions agreed between the Länder are fulfilled. The duration of full-time compulsory education (compulsory general education) is 9 years (10 years in five of the Länder) and the subsequent period of part-time compulsory education (compulsory vocational education) is 3 years.

### 3. Recruitment of qualified teachers

Relevant current advance calculations all agree in showing – despite slightly varying initial parameters and the uncertainties which as a rule underlie such forecasts – that school developments in Germany until at least 2005/06 will be characterised in the old Länder by rising pupil numbers and in the new Länder, in contrast, by strongly falling pupil numbers (a development which will probably persist beyond 2005/06). In parallel, increasing numbers of teaching staff will retire in coming years from the education service for age-related reasons while simultaneously the number of graduates from the preparatory service will be comparatively small for some teaching careers as a result of the temporarily fall in numbers of students starting their training with the aim of qualifying for a teaching career since the mid-1990s. As a consequence, the recruitment need for teachers cannot be fully met in the period from 2002 to 2015 and shortages will build up, even taking account of previous applicants.

In early 2001, the Standing Conference combined its activities with regard to meeting teacher recruitment needs, which since 1999 were related to the individual types of teaching career, into an overall concept spanning all types of teaching career which was also integrated with its reflections as to the reform of teacher training. With the adoption of the separate declaration “Measures to meet the demand for teachers” it made a number of recommendations to the Länder.

#### **4. Training and qualification of teachers**

Teacher training is organised differently in the Länder by means of legislation and ordinances. As a rule, the prerequisite for training is a qualification for entrance to general university studies mostly evidenced by the *Abitur* (secondary school leaving certificate). Basic teacher training is divided into two phases: a course of studies at a university or an equal higher education institution and the preparatory service with the purpose of practical in-school training. During the preparatory service, the theoretical and practical training in education and subject-related teaching method is undertaken at colleges and in the schools under the guidance of teaching staff instructed to do so.

In Germany, there are many different teaching careers for which, despite all the differences, there is a common basic structure. In the early 1990s, the Standing Conference reached agreement on six so-called types of teaching career for which it set out framework agreements with regard to training and examinations. Here the standard periods of study and the duration of the preparatory service vary between 7 and 9 semesters or 18 and 24 months and are regulated separately in each Land.

All Länder currently recognise the need for reform in the field of teacher training. Further information can be found in section 4.5 of this report.

The stepped, graduated system with bachelor and masters degrees which was introduced in Germany with the 1999 amendment of the Framework Act for Higher Education exists in the context of comprehensive national and international higher education policy decisions and, in part at least, also touches fundamentally on areas of teacher training.

On the basis of an agreement among the Länder with regard to the issue of the reciprocal recognition of new study courses, making provision for BA/MA structures in teacher training, consideration is being given in several Länder to the modularisation of teacher training and setting up BA/MA qualifications. Some Länder have already introduced corresponding models on a trial basis which are being evaluated on an ongoing basis.

#### **5. Attracting, selecting and employing teachers**

After the successful conclusion of the preparatory service, new teachers can apply to the ministries of education and cultural affairs of the Länder or the regional school supervisory authorities for appointment to a permanent post in public sector schools; employment is decided on the basis of the available posts by criteria of suitability, ability and subject-related performance. Alongside a central procedure for the appointment of teachers, many Länder for some years have advertised a part of the posts separately with the profile of specific schools in mind (advertising procedure) and have involved the respective school in the selection of suitable staff.

Teachers in public sector schools are, as a rule, civil servants employed by the Länder. Once suitability and ability have been demonstrated during the probationary period, they are accorded civil servant status for life; employed teaching staff are subject to a probationary period of six months.

It is probable that it will not be possible completely to meet the requirement for teachers in the period from 2002 to 2015. For various reasons, this development will be linked to specific types of teaching career and affect in particular the fields of vocational teaching

and the lower secondary level. In the field of the upper secondary level of general education schools, teacher demand and teacher supply will approximately balance one another out on a federal level in the forecast period. At the primary level, supply is even likely to exceed demand.

This imbalance in the development of teacher demand and teacher supply, and the teacher availability bottlenecks which already exist or are becoming evident, are increasingly creating major problems for schools and education administrations. Against this background, the Standing Conference has articulated a series of recommendations for the Länder – which in turn have already introduced numerous relevant projects – in its declaration "Measures to meet the demand for teachers". This essentially deals with the following six groups of measures:

1. Advertising measures
2. Dismantling restrictions on mobility between the Länder
3. Post-qualification programmes
4. Measures in the higher education field
5. Measures to qualify so-called "side entrants"
6. Raising the financial attraction of entering the teaching profession.

## **6. Maintaining and expanding professional skills**

The demand for reform of teacher training in Germany is a reaction to deficiencies whose causes must be sought not just in the first two phases of training but also in the subsequent career progression and the attitudes which determines it and result from it. Conversely, the results of better teacher training can be permanently assured through an overall concept which includes staff and organisational development, school management, suitable forms of staff management as well as the appropriate form for the school as a place of work. Alongside "learning on the job" and the individual endeavours of the teaching staff in this respect, it is also the task of the system as a whole and those who are responsible for steering it, systematically to ensure and promote the preservation and further development of the competency of teaching staff, as well as creating the statutory framework in terms of service and career which is required for this.

With regard to the continuing development of in-service teacher training (maintaining and keeping up-to-date the competency levels acquired at basic teacher training), the following points are relevant and also indicate problem areas associated with the execution and implementation of further training events:

- Institutionalised in-service teacher training is only one element of the general and permanent concept of "learning on the job".
- Intensification of in-service training must urgently be associated with minimising the cancellation of lessons.
- It is particularly important to overcome the specific and individual character of teacher training and to replace it with a stronger orientation towards transfer effects.
- In-service training must become an indispensable part of the work of each teacher from the moment that he or she starts his or her training.
- With regard to in-service teacher training both inside and outside the school, it should, lastly, be taken into account that the teaching staff in a school need not all be specialised or competent in the same area. The right combination or composition of different competencies is a decisive factor for the management of all tasks in a school.

Alongside the complex issues relating to further and advanced teacher training and the entry into the profession of teachers – within which problems can on occasion be observed with regard to professional socialisation (e.g. the unwillingness to cooperate with others, routine performance at a low level without progression, or permanent overwork through the striving for perfection without the corresponding result) – endeavours to develop career patterns which to a greater extent reflect real career progression for teachers appear necessary. Measures are described in section 6.3.4 of the report.

## 1. NATIONAL FRAMEWORK CONDITIONS

### 1.1 Federal structure

1. Federalism has a long constitutional tradition in Germany. Various models of state organisation developed within the framework of the federal order: the Holy Roman Empire of the German Nation (to 1806), the German Confederation (1815-1866), the German Empire (1871-1918) and the Weimar Republic (1919-1933). The founding mothers and fathers of the constitutional order established by the Basic Law created a federalist order in the newly-founded Federal Republic of Germany in 1949 not only in order to carry on a constitutional tradition but also in order to make a conscious break with the National Socialist centralist state (1933-1945). In doing so they returned the school system, in particular, into the hands of the Länder. When the German Democratic Republic united with the Federal Republic of Germany on 3 October 1990, governmental functions with regard to education were transferred to the five Länder which were recreated there. Endeavouring to construct the life of the state in unity and diversity in the education sector, too, while taking account of the historically developed special regional characteristics, a democratic education system was built up with great effort and within an exceedingly short period of time.

2. The exercise of governmental powers and the discharge of governmental functions is thus a matter of the Länder in Germany unless the Basic Law states or permits otherwise. In issues concerning culture and science the Basic Law contains some fundamental provisions: the entire school system is under state supervision (Art. 7 Section 1), and it guarantees i.a. the freedom of art, science, research and teaching (Art. 5 Section 3), freedom of belief and creed (Art. 4), religious instruction in accordance with the doctrines of the religious communities (Art. 7 Sections 2 and 3), the right to establish private schools (Art. 7 Section 4), the freedom to choose one's profession and place of training (Art. 12 Section 1), equality before the law (Art. 3 Section 1) as well as parental rights (Art. 6 Section 2).

3. On this basis the Länder, through the legislation adopted by their parliaments, have extensive legislative powers in the field of education, specifically in relation to the schools sector but also regarding higher education, adult education and further education; administration in these areas is the exclusive responsibility of the Länder. The ministries (with various designations in the Länder) issue statutory and administrative instruments, are in contact with the highest federal and Land authorities and exercise supervisory functions over lower authorities, subordinate bodies, institutions and foundations; to support them, they have set up their own research institutes for schools, higher education and further education.

### 1.2 Standing Conference of the Ministers of Education and Cultural Affairs of the Länder (KMK)

4. From an early stage onwards, there existed a basic public need for education to be coordinated and harmonised in order to provide professional and private mobility between the Länder. To this end the Standing Conference of the Ministers of Education and Cultural Affairs of the Länder [**Standing Conference (KMK)** for short] was founded in 1948 – even before the establishment of the Federal Republic of Germany. A key task in the cooperation among the Länder in this body remains even today to ensure through coordination the necessary degree of common standards of commonality and comparability in the German education system. Beyond that, the Standing Conference also sees itself as an instrument for cooperation in partnership with the Federal Government.

5. The Standing Conference deals with matters relating to education policy, higher education and research policy, further and advanced training, as well as cultural policy of supra-regional importance with the aim of forming views and intentions and representing

common concerns. All resolutions are adopted on the basis of unanimity. The implementation of resolutions is undertaken in the Länder through administrative acts, regulations or Land laws.

### 1.3 Collaboration between the Federal Government and the Länder

6. The Basic Law provides for special forms of cooperation between the Federal Government and the Länder with regard to specific issues, such as educational planning and the promotion of scientific research institutions and projects of supra-regional importance. The body responsible, in which the Federal Government and the governments of all the Länder are represented, is the **Bund-Länder Commission for Educational Planning and Research Promotion** (*Bund-Länder-Kommission für Bildungsplanung und Forschungsförderung*, BLK), which was established in 1970 under an administrative agreement as a permanent forum for the discussion of all issues of education and research promotion of common interest to the Federal Government and the Länder. The BLK draws up recommendations for presentation to the heads of government of the Federal Government and the Länder; to assist in the preparation of its decisions, it has appointed committees on Educational Planning and Research Promotion. In educational planning, the BLK is concerned with innovation in the education system, particularly the promotion of pilot programmes, new media in teaching, vocational training and the promotion of women in science.

7. Furthermore, the **Science Council** was set up as early as 1957 by administrative agreement between the Federal Government and the Länder. Its tasks include, i.a., to draw up recommendations on the development in terms of content and structure of higher education institutions, science and research; its members include scientists, recognised public figures as well as representatives of the Federal Government and the governments of the Länder.

8. The collaboration between the Federal Government and the Länder in matters concerning the European Union is regulated by Art. 25 of the Basic Law and the Law on Collaboration between the Federal Government and the Länder in Matters Concerning the European Union of 12 March 1993. Representation of the Federal Republic of Germany in the organs of the European Union is the responsibility of the Federal Government; the lead federal department in the field of education and research is the Federal Ministry of Education and Research. The negotiations in EU bodies are conducted by a representative of the Länder appointed by the *Bundesrat* if the primary focus of a proposal by the European Union is on a subject matter which exclusively lies within the legislative responsibility of the Länder; this specifically includes the entire school system as well as the major part of the higher education sector and parts of adult and further education.

The sections above are completed by the “Supplement” of the authors’ group Döbrich/Klemm/Knauss/Lange, chapter 2.

### 1.4 Objectives and priorities in education policy (completed by chapter 4 of the “Supplement”)

9. After the Second World War, urgent necessities and needs forced the Federal Republic of Germany to take recourse to an education system which had its origins in the nineteenth century and was little changed during the Weimar period. Not until approximately the mid-Sixties did a wider qualitative debate about reform develop across the Länder which focussed on redefining the tasks of schools and their relationship to the state, politics and the economy, as well as on the function and role of teachers in a modern, pluralist and democratic society, and which accompanied the further expansion of the education sector until the end of the 1970s.

10. Against the background of the objective of “taking responsibility”, objectives in education were redefined, education courses were restructured and new school types were

institutionalised. Demographically determined growth in the number of pupils and fundamental changes in the structure of educational participation brought about an enormous expansion of the number of teaching posts and recruitment; compulsory school years were raised, the transition from one school type to another was improved, pupils' learning processes were individualised and differentiated, pre-school classes (*Vorklassen*), school kindergartens (*Schulkindergärten*), comprehensive schools (*Gesamtschulen*) and all-day schools (*Ganztagschulen*) were established. Numerous commissions and committees developed structural and similar plans. In 1973, the Standing Conference endeavoured to sum up in nine points the differently focused objectives for teaching and education in the various Länder, depending on their political profile, by finding a minimum ethical, ideological and political consensus guided by the norms of the Basic Law: According to the nine points, schools should

- impart knowledge, skills and abilities,
- facilitate independent critical judgement, taking responsibility for one's actions and creative activity,
- educate for freedom and democracy,
- educate for tolerance, respect of the human dignity of the other person, and respect of other opinions,
- awaken peaceful sentiments in the spirit of international understanding,
- make ethical norms as well as cultural and religious values comprehensible,
- awaken a willingness to take social action and political responsibility,
- enable the exercise of rights and duties in society,
- provide guidance on the conditions in the world of work.

11. The changes at the level of the social and cultural framework conditions which have been in progress for some time, the results of international comparative school performance studies (cf. Section 4.4.1) as well as concern about the future of Germany as an economic location and the issue of Germany's international competitiveness as an education location have once again turned education into a subject of public debate over approximately the last ten years. At the same time a kind of change of paradigm from "input" to "output" occurred which moved effectiveness and efficiency perspectives into the foreground in education as well (cf. Section 4.4.1).

12. Against this background, the Federal Government and the Länder set up an "Education Forum" in 1999 in which the education and science ministers as well as representatives from the social partners, the economy, the churches as well as students and trainees work together. In 2002, the Education Forum presented a comprehensive report on the future sustainability of the German education system with numerous recommendations, also taking as their orientation the international reform context, for the actors in education policy. In addition, the Standing Conference agreed on seven so-called fields of action in 2001 on which it and the Länder intend to concentrate in the area of quality assurance. In parallel, the Bund-Länder Commission (BLK) has initiated numerous pilot projects in this field. And finally, the Standing Conference, the Conference of the Ministers for Economic Affairs and various business associations adopted a joint declaration in December 2002 which outlines the key education policy priorities in the school and teaching sector for the coming years.

13. From an overall perspective, a total of six fundamental sets of tasks are currently crystallising with which education policy needs to concern itself in the near future:

14. 1. Changes in the social framework conditions are assigning new tasks to schools which are not just restricted to content but are also concerned in decisive measure with the communication of values, social skills, team orientation and things of a similar nature; the educational responsibility of parents also belongs to this field.

15. 2. Alongside this, the development of standards, the modernisation of teaching content, the development of core curricula and the communication of appropriate learning strategies are of particular importance.

16. 3. The equality of educational opportunity, a constituent part of a pluralistic, democratic society, has at least two dimensions: compensation for disadvantages and ability-oriented support. Related to the practical level, this requires i.a. a strengthening of the primary sector, collaboration between the pre-school sector and schools, the expansion of the all-day school provision, differentiation of compulsory school years, improvements in training qualifications and support of individual abilities.

17. 4. To improve the measure of individual responsibility and effectiveness of schools as well as to increase the willingness to identify with and work for the school of the staff employed there, an extension of the scope for action on the basis of statutory or contractually agreed provisions is necessary; this requires not just the development of generally binding quality standards and the corresponding evaluation methods, but also a reorientation of state supervisory functions towards primarily advisory and monitoring functions.

18. 5. The expansion of special support systems for the social integration of pupils from a migration background should be speeded up. At the same time intercultural learning in the sense of experiencing oneself in the reflection of the other person should be given greater importance.

19. 6. In the end, all of this is only possible if the professionalism of teachers is enhanced both by reform of teacher training as a whole and through specific measures for maintaining competency within the profession, particularly through further and advanced training.

## **1.5 Demographic indicators**

20. The population structure in Germany is significantly determined by the direct consequences of war as well as by the large population movements of the initial post-war years (integration of approx. 12m displaced persons), resettlers primarily from the eastern European states (approx. 3.5m), the absorption of refugees and resettlers from the former GDR (approx. 3.7m in total) as well as by foreigners living in Germany (1999: 7.3m, 8.9 % of total population). With a total of 82.2m inhabitants and a population density of 230 inhabitants/km<sup>2</sup> (albeit regionally very varied), Germany is one of the most densely populated states in Europe. Like in most western industrialised nations, the birth rate lies at a low level (particularly in the new Länder). Falling numbers of children and rising life expectancy means that the age structure of the population is changing permanently: the percentage fall of younger (< 20 years old) people by 30 % (1970) to 21.1 % (2000) is contrasted by a (continuously rising) increase of older (> 60 years old) people from 20 % (1970) to 23.6 % (2000).

More detailed information on the demographic indicators can be taken from the "Supplement", chapter 6, of the authors' group Döbrich/Klemm/Knauss/Lange.

Table 1 Population; number of live-births

	BW	BY	BE	BB	HB	HH	HE	MV	NI	NW	RP	SL	SN	ST	SH	TH	aL	nL	BG
1999	107.973	123.244	29.305	17.928	6.028	16.000	58.996	12.491	80.483	176.596	38.190	8.941	31.383	18.176	27.485	16.900	643.936	126.183	770.119
2000	106.182	120.765	29.100	18.444	5.961	16.200	55.621	12.419	79.436	174.905	37.516	8.783	33.139	18.723	27.000	17.500	632.369	129.325	761.694
2001	101.400	113.500	28.800	18.600	5.800	15.600	53.800	12.500	76.400	171.200	36.700	8.500	31.300	17.800	25.300	17.900	608.200	126.900	735.100
2002	98.500	110.100	28.800	18.500	5.700	15.300	52.100	12.600	74.300	166.300	35.800	8.200	32.300	18.000	24.600	18.300	590.900	128.500	719.400
2003	95.700	107.000	28.700	18.600	5.500	14.900	50.400	13.100	72.400	162.200	35.000	8.000	33.300	18.300	23.800	18.800	574.900	130.800	705.700
2004	93.200	104.200	28.700	18.600	5.400	14.600	48.900	13.500	70.700	158.900	34.500	7.800	34.300	18.600	23.200	19.300	561.400	133.000	694.400
2005	91.100	101.800	28.800	18.600	5.400	14.300	47.500	13.900	69.300	156.600	33.900	7.700	35.000	19.000	22.700	19.900	550.300	135.200	685.500
2006	89.400	99.900	28.800	18.600	5.300	14.000	46.400	14.300	68.300	155.300	33.600	7.600	35.600	19.500	22.200	20.000	542.000	136.800	678.800
2007	88.100	98.400	28.900	18.700	5.200	13.800	45.500	14.700	67.600	154.800	33.400	7.600	35.800	20.000	21.900	20.200	536.300	138.300	674.600
2008	87.300	97.300	29.000	18.700	5.200	13.600	44.800	15.000	67.200	154.900	33.200	7.600	35.900	20.500	21.700	20.400	532.800	139.500	672.300
2009	86.900	96.700	29.000	18.800	5.200	13.400	44.200	15.200	67.000	155.700	33.000	7.600	35.900	20.900	21.600	20.500	531.300	140.300	671.600
2010	86.800	96.400	29.000	18.800	5.200	13.300	43.800	15.400	67.000	156.800	33.000	7.600	35.500	21.200	21.600	20.500	531.500	140.400	671.900
2011	87.000	96.400	28.900	18.700	5.200	13.100	43.600	15.500	67.200	158.200	33.000	7.600	35.000	21.100	21.600	20.400	532.900	139.600	672.500
2012	87.300	96.500	28.800	18.500	5.200	13.000	43.400	15.500	67.600	159.700	32.900	7.600	34.200	20.900	21.700	20.200	534.900	138.100	673.000
2013	87.700	96.800	28.600	18.300	5.200	12.900	43.300	15.500	68.000	161.300	32.900	7.700	33.300	20.600	21.800	19.900	537.600	136.200	673.800
2014	88.300	97.300	28.400	18.000	5.200	12.900	43.300	15.200	68.400	163.000	32.900	7.700	32.300	20.200	21.900	19.400	540.900	133.500	674.400
2015	88.900	97.700	28.400	17.600	5.200	12.800	43.300	15.000	68.800	164.600	32.800	7.700	31.300	19.800	21.800	18.900	543.600	131.000	674.600
2016	89.500	98.100	28.400	17.200	5.200	12.800	43.400	14.500	69.200	166.200	32.800	7.800	30.400	19.200	21.900	18.400	546.900	128.100	675.000
2017	90.000	98.300	28.400	16.700	5.200	12.800	43.500	13.900	69.600	167.600	32.800	7.800	29.400	18.600	22.000	17.800	549.600	124.800	674.400
2018	90.500	98.500	28.400	16.200	5.200	12.800	43.500	13.200	69.900	168.700	32.800	7.800	28.300	17.900	22.100	17.100	551.800	121.100	672.900
2019	90.800	98.500	28.400	15.600	5.200	12.800	43.500	12.500	70.000	169.400	32.700	7.700	27.000	17.100	22.200	16.300	552.800	116.900	669.700
2020	90.800	98.200	28.400	14.900	5.100	12.800	43.400	11.800	70.100	169.800	32.700	7.700	25.700	16.300	22.200	15.600	552.800	112.700	665.500

remarks:2000 for all Länder actual figures; 2001 for BW, BE, BB, HB, HH, MV, NI, NW, RP, SL, SN, SH and TH actual figures, otherwise prognosis.

## 1.6 Financing of education

21. The Standing Conference has dealt with questions of financing education on several occasions, albeit at a more general level<sup>1</sup>). Questions of finance in the narrower sense are a matter for the Länder themselves. The system of financing of education in Germany is extremely heterogeneous, partly because of the vertical structure of political and administrative responsibilities, numerous differences between the various education sectors, the existence of different financing models even within these individual sectors as well as the partial inclusion of non-core education services (e.g. care periods in schools). Attempts at quantification are made more difficult by statistical and methodological problems (education statistics vs. financial statistics) so that the following information can be no more than approximate values as a guide.

22. Seen in relative terms, the ranking of education spending has fluctuated considerably in Germany over the years. On the one hand, public education expenditure nominally increased about 15-fold between 1960 and 1990; on the other hand, after rising from 3.4 % (1960) to 5.4 % (1975) it fell to 4.1 % of gross domestic product in 1990 – only then to rise again to 4.6 % in 1996 (above all as the result of increased education expenditure in the new Länder); in 1999 it was 4.3 % (in absolute figures: 84,388 billion euros<sup>2</sup>). These general figures, however, hide dissimilar developments in the various expenditure areas, school levels and types, caused by changes in pupil numbers in the different age groups and education demand, as well as the problems associated with the unequal distribution of education expenditure to the various local authorities. It may, nevertheless, be said in overall terms that since 1975 education expenditure has steadily lost in importance within the totality of public expenditure, in which context the schools sector [percentage of education budget: 62.3 % (1975), 57.6 % (1999); percentage of GDP: 3.2 % (1975), 2.2 % (1999)] has been most seriously affected. School expenditure per pupil has risen significantly in nominal terms, above all to improve the teacher-pupil ratio –but seen in relative terms it is of the order of the 1960s if differentiated by Land (city Land vs. territorial Land; old vs. new Länder) and specifically by school type.

23. All in all, in the coming years the development of education expenditure in Germany will therefore be caught in the increasing tension between growing requirements on the one hand and budgetary resources which are likely to continue to decrease on the other.

More remarks on the financing of education are made in section 5 of the “Additional comments”.

## 1.7 Schools and teachers in the public perception

24. On the other hand, the social position of teachers has been characterised by low public standing and comparatively bad conditions of pay – a situation which did not begin to consolidate, at first in material respects, until the 1950s. Since then, the social prestige, particularly of teachers in the *Grundschule* and *Gymnasium* has worsened again; polls show that the teaching profession has suffered the greatest loss of image among comparable professions and for years public opinion has imparted an increasingly polemical, critical and clichéd image of teachers as a group, presenting them as old, not up to the job and lacking

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1) Here the following resolutions/papers were of relevance in the past:

- Declaration of the Standing Conference “Wachsende Schülerzahlen bei knappen Ressourcen” (Increasing numbers of pupils and tight resources) (Resolution of the Standing Conference of 25/26 June 1992),
- *Sicherung der Leistungsfähigkeit der Schulen in einer Phase anhaltender Haushaltsenge* (Ensuring the efficiency of schools in an era of tight budgets)(Report of the Standing Conference of 29 September 1995),
- *Zukunft von Bildung und Arbeit* (The future of education and work)(Report of the Commission of the Federal Government and the Länder for Educational Planning and Research Promotion of 18 June 2001).

2) Source: Federal Statistical Office, *Bildung im Zahlenspiegel (Educational Statistics) 2002*.

initiative, making them partly responsible for the existing problems and failed developments of education, youth, and social policy.

25. This changed assessment on the one hand undoubtedly represents a symptom of the deep-seated problems of the German school and social system as a whole; schools have for some time been in a phase typified by many new and additional challenges which they have to face up to at a time when public funds are very scarce. Teachers once again take a key position in this situation, burdened by the public with ever new tasks and requirements as well as specific obligations related to their professional ethics. On the other hand, the public debate – which has always been conducted in virulent terms – about the (special) working conditions of teachers and the quality of their educational work, something that is hardly objectively quantifiable, is thrown into sharp relief here – particularly against the background of the improved material situation and job security of teachers.

## **2. SCHOOL SYSTEM, EDUCATIONAL ADMINISTRATION AND TEACHING STAFF**

### **2.1 School system and educational administration**

#### **2.1.1 Structure of the school and education system**

26. The “Basic Structure of the Educational System in the Federal Republic of Germany” which is shown in the diagram of the same name does not attempt to give an exact and detailed representation of the structure in the individual Länder, since there may be minor differences due to the federal structure. The education system in the Federal Republic of Germany is essentially divided into

- pre-school education,
- primary education,
- secondary education,
- tertiary education and
- further education.

27. The pre-school sector does not belong to the school system in a narrower sense. It comprises facilities (largely *Kindergartens*) for children from age 3 to school entry at age 6 as a rule. Children of school age who have not yet attained a sufficient level of development to attend a school have a further option (e.g. *Schulkindergärten, Vorklassen*). These institutions are either assigned to the pre-school or the primary sector according to the particular Land. Attendance is usually voluntary, although in most Länder the authorities are entitled to make it compulsory for children of school age who are not yet ready for school.

28. Once children reach the age of six, they are, as a rule, obliged to attend primary school. All pupils in Germany enter the *Grundschule* (primary education) which covers grades one to four. In Berlin and Brandenburg, the *Grundschule* covers six grades.

29. The transition from primary school to one of the different lower secondary school types where pupils remain at least until the completion of their full-time compulsory school attendance is dealt with differently depending on Land legislation.

30. The organisation of the secondary school system (grades 5 to 12/13) in the Länder is characterised, after uniform primary school, by division into the various education courses with their respective leaving qualifications and entitlements for which different school types are responsible.

31. For pupils with special educational needs (*sonderpädagogischer Förderbedarf*), there are in the general education and vocational school sector various types of special

schools (*Sonderschule*, also known in some Länder as *Förderschule* or *Schule für Behinderte*) for different types of disability. The integration of pupils with disabilities in general schools has been piloted since the 1980s as part of pilot projects in schools, some of which have been included in standard provisions since the 1990s.

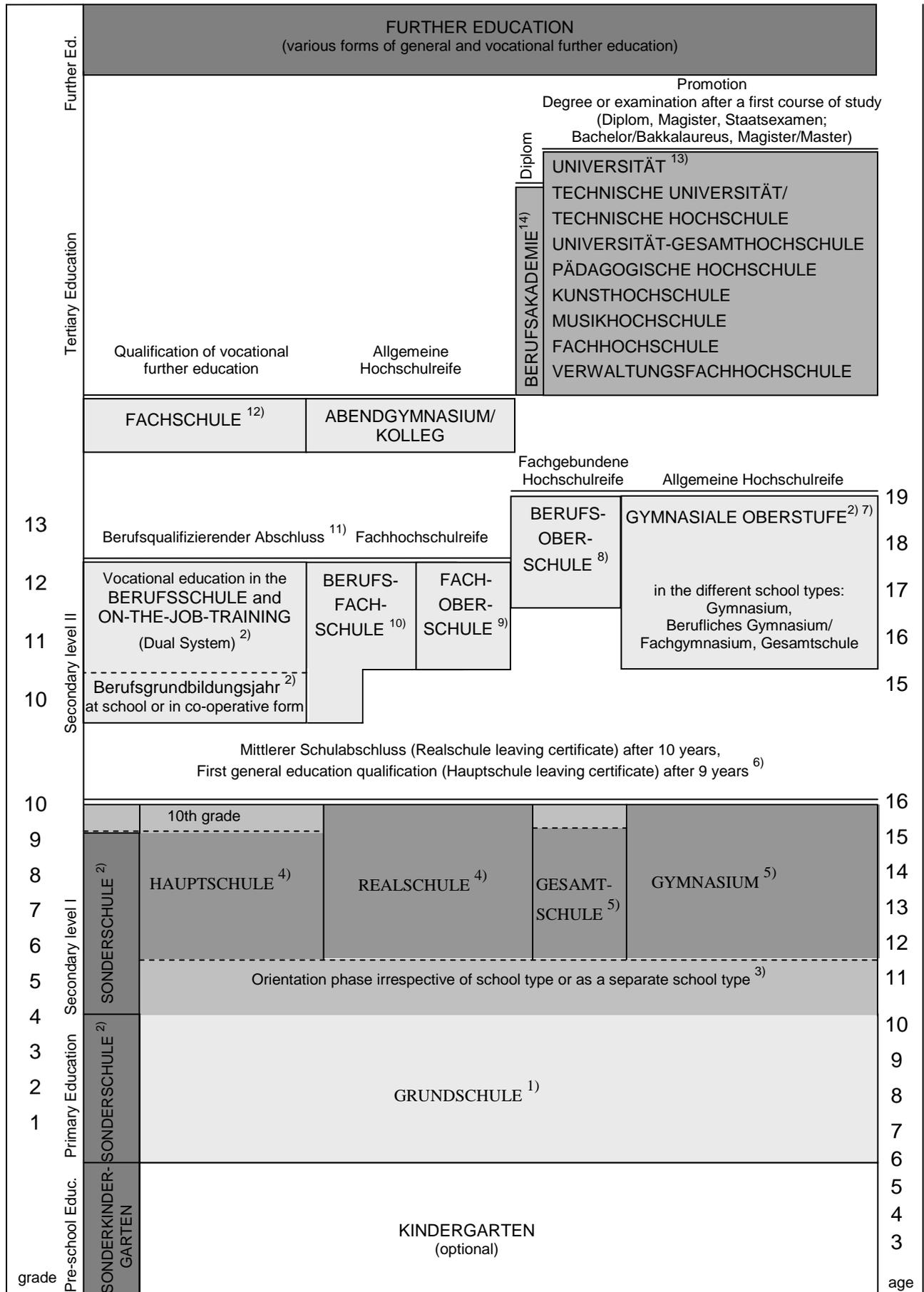
32. Once pupils have completed compulsory schooling – generally when they reach the age of 15/16 – they move into upper secondary education level. The type of school entered depends on the qualifications and entitlements obtained at the end of lower secondary level. The range of courses on offer includes full-time general education and vocational schools, as well as vocational training within the dual system (*duales System*). Further information on the school structure can be found in the “Additional comments”, section 3 (Döbrich/Klemm/Knauss/Lange).

33. The tertiary sector encompasses institutions of higher education and other establishments that offer study courses qualifying for entry into a profession to graduates who have completed the upper secondary level and obtained a higher education entrance qualification.

34. Further education is increasingly becoming a field of education in its own right. As a continuation or resumption of organised learning on completion of initial training of differing duration, further education builds on existing knowledge and skills as well as experience. Further education encompasses the general, vocational and (socio-)political domains in equal measure. While each of them has specific functions, their interaction is on the increase (for the realm of teaching cf. also Section 4.3.4).

Diagram 1

Basic Structure of the Educational System in the Federal Republic of Germany



## Annotations

Diagram of the basic structure of the education system. Lower secondary education is portrayed in line with the distribution of the school population in grade 8 as per 2000 taken as a national average: *Hauptschule* 22.4%, *Realschule* 24.3%, *Gymnasium* 29.4%, *integrierte Gesamtschule* 9.2%.

The ability of pupils to transfer between school types and the recognition of school-leaving qualifications is basically guaranteed if the preconditions agreed between the Länder are fulfilled. The duration of full-time compulsory education (compulsory general education) is 9 years (10 years in five of the Länder) and the subsequent period of part-time compulsory education (compulsory vocational education) is 3 years.

- 1 In some Länder special types of transition from pre-school to primary education (*Vorklassen*, *Schulkindergärten*) exist. In Berlin and Brandenburg the primary school comprises 6 grades.
- 2 The disabled attend special forms of general-education and vocational school types (in some cases integrated with non-handicapped pupils) depending on the type of disability in question. Designation of schools varies according to the law of each Land (*Sonderschule/Schule für Behinderte/Förderschule*).
- 3 Irrespective of school type, grades 5 and 6 constitute a phase of particular support, supervision and orientation with regard to the pupil's future educational path and its particular focuses. In some Länder, the orientation stage (*Orientierungsstufe* or *Förderstufe*) is organised as a separate organisational unit independent of the standard school types.
- 4 The *Hauptschule* and *Realschule* courses of education are also offered at schools with several courses of education, for which the names differ from one Land to another. The *Mittelschule* (Sachsen), *Regelschule* (Thüringen), *Sekundarschule* (Sachsen-Anhalt), *Erweiterte Realschule* (Saarland), *Integrierte Haupt- und Realschule* (Hamburg), *Verbundene Haupt- und Realschule* (Hessen, Mecklenburg-Vorpommern) and *Regionale Schule* (Rheinland-Pfalz), as well as comprehensive schools (*Gesamtschule*) fall under this category.
- 5 The *Gymnasium* course of education is also offered at comprehensive schools (*Gesamtschule*). In the cooperative comprehensive schools, the three courses of education (*Hauptschule*, *Realschule* and *Gymnasium*) are brought under one educational and organisational umbrella; these form an educational and organisational whole at the integrated *Gesamtschule*. The provision of comprehensive schools (*Gesamtschulen*) varies in accordance with the respective educational laws of the Länder.
- 6 The general education qualifications that may be obtained after grades 9 and 10 carry particular designations in some Länder. These certificates can also be obtained in evening classes.
- 7 Admission to the *Gymnasiale Oberstufe* requires a formal entrance qualification which can generally be obtained after grade 10. The *Allgemeine Hochschulreife* can generally be obtained after the successful completion of 13 consecutive school years. In Sachsen and Thüringen, the *Allgemeine Hochschulreife* can be acquired after 12 years of schooling. In other Länder, eight-year *Gymnasium* courses are currently being carried out in schools, some of them as pilot projects.
- 8 The *Berufsoberschule* has so far only existed in a few Länder and offers school-leavers with the *Mittlerer Schulabschluss* who have completed vocational training or five years' working experience the opportunity to obtain the *Fachgebundene Hochschulreife*. Pupils can obtain the *Allgemeine Hochschulreife* by proving their proficiency in a second foreign language.
- 9 The *Fachoberschule* is a school type lasting two years (11th and 12th grades) which takes pupils who have completed the *Mittlerer Schulabschluss* and which qualifies them for higher education *Fachhochschulreife*. Pupils who have successfully completed the *Mittlerer Schulabschluss* and have been through initial vocational training can also enter the *Fachoberschule* directly in the 12th grade.

- 10 *Berufsfachschulen* are full-time vocational schools differing in terms of entrance requirements, duration and leaving certificates. There is a special form of the two-year *Berufsfachschule* that requires a *Mittlerer Schulabschluss* for admission leading to a state-recognised examination as assistant. One or two-year courses at *Berufsfachschulen* offer basic vocational training. Under certain conditions the *Fachhochschulreife* can be acquired on completion of a course lasting a minimum of two years.
- 11 Extension courses are offered to enable pupils to acquire qualifications equivalent to the *Hauptschule* and *Realschule* leaving certificates.
- 12 *Fachschulen* cater for vocational further education (1-3 year duration) and as a rule require the completion of relevant vocational training in a recognised occupation and subsequent employment. In addition, the *Fachhochschulreife* can be acquired under certain conditions. Within the context of the International Standard Classification for Education (ISCED97), *Fachschulen* are classified in the tertiary sector.
- 13 Including institutions of higher education offering courses in particular disciplines at university level (e.g. theology, philosophy, medicine, administration science, sport).
- 14 The *Berufsakademie* is a tertiary sector institution in eight Länder offering academic training at a *Studienakademie* (study institution) combined with practical in-company professional training in keeping with the principle of the dual system.

Source: KMK, as at December 2001

### **2.1.2 Administration, management and maintenance in school education institutions**

35. Supervision and administration of the school system is the responsibility of the ministries of education and cultural affairs in the Länder in their capacity as the highest authority. The educational objectives set out in the Education Acts of the Länder are given specific form through curricula or education plans or framework guidelines.

36. School administration is organised in a tiered system in most Länder. The assignment of school types to different levels is organised differently in each Land.

37. There are certain peculiarities with regard to the field of vocational training. Although the school system is the exclusive responsibility of the Länder, in-company vocational training falls under the competence of the Federal Government. Within the Federal Government, the Federal Minister of Education and Research is responsible for co-ordinating issues of in-company training, whilst responsibility for adopting regulations lies with the relevant individual ministries. The Federal Institute for Vocational Training (*Bundesinstitut für Berufsbildung*) brings together representatives of employers, trade unions, the Länder and the Federal Government on an equal footing. The Institute advises the Federal Government on all vocational training matters. It is here that training regulations (*Ausbildungsordnungen*) are prepared for the in-company part of vocational training. These training regulations are then coordinated with the framework curricula (*Rahmenlehrpläne*) for the *Berufsschule* between the Federal Government and the Länder in a procedure agreed for this purpose. At a regional level, the advisory functions, control and recognition of in-company vocational training are the responsibility of the self-administered economic organisations (chambers of industry and commerce, chambers of crafts, chambers of agriculture, chambers of the liberal professions). At the training companies, the elected employee representatives have a say in the planning and implementation of in-company vocational training as well as in the appointment of instructors.

38. The schools are run by a head teacher. He or she is responsible for educational and pedagogical work in the school as a whole and at the same time is a member of the teaching staff. His/her responsibilities and duties are usually set out in the Education Act and in specific regulations for such posts. The head teacher is required to cooperate closely with the teachers' council and the school council (*Schulkonferenz*) in so far as this is provided for by Land

legislation. The head teacher generally chairs the council where all teachers from the whole school meet and which he or she both convenes and presides over. The principle of shared staff responsibility for education and teaching applies in all Länder. However, the responsibility of the staff body as a whole is limited by the fact that the head teacher bears sole responsibility for certain tasks.

39. The tasks of maintaining schools are regulated variously in the Land Education Acts. Such tasks essentially comprise responsibilities and activities related to external school matters. In essence this concerns the rights and duties related to organisational measures regarding individual schools, ranging from planning, construction and equipment via school organisational matters such as expansion, restriction, fusion and splitting to the closure of schools, whereby in most Länder the supervisory authorities have the last say in this respect. Other areas include the ongoing administration of schools as well as the duty to cover material requirements, above all equipment, teaching and learning materials, school construction and school transport. Finally, the maintenance authorities must bear the costs associated with organisation and administration (school financing).

40. In principle, the maintaining bodies for public-sector schools are either the municipalities or districts and, in exceptional cases, the Länder themselves. In the majority of Länder the municipalities are the original maintaining bodies, at least for *Grundschule* and *Hauptschule*; for the other school types there is a differentiated system for allocating maintenance depending on conditions such as closeness to a location, efficiency, the existence of a need, existence of central locations, etc.

41. In all areas of education there are also, to a greater or lesser extent, privately-maintained institutions. The fact that public-sector and privately maintained institutions exist side by side and cooperate with each other guarantees not only choice in terms of the educational programmes available but also choice between various maintaining bodies, which promotes competition and innovation in education. Through their maintenance of educational establishments, churches and other groups within the community help shape both society and the state. The right to establish private schools is expressly guaranteed by the Basic Law and, to some extent, by provisions in the constitutions of the individual Länder. This freedom to establish private schools is combined with a guarantee of the private school as an institution. A state monopoly on education is thus constitutionally ruled out.

42. Nevertheless, under the Basic Law privately maintained schools (more than 2,300 in the general education sector in 2001, with at least 75,000 pupils, about 5.8 % of pupils as a whole) too are subject to the state supervisory authorities. Here the requirements for *Ersatzschulen* and *Ergänzungsschulen*<sup>3</sup> vary. *Ersatzschulen* require approval by the school authorities while *Ergänzungsschulen* are only required to provide notification to the school authorities that schooling is starting.

43. The criteria for approval of *Ersatzschulen* are laid down in the Basic Law (Art. 7, Section 4). Such approval is given by the competent education authority of the respective Land on condition that private schools are not inferior to public-sector schools in terms of their educational aims, their facilities and the training of their teaching staff and that they do not encourage segregation of pupils according to the means of their parents. Approval shall be withheld where the economic and legal status of the teaching staff is not adequately secured. The school supervisory authority must monitor whether the criteria on the basis of which approval was granted are being respected and can withdraw approval if these criteria are no longer being met.

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3 ) *Ergänzungsschulen* are private schools outside the general school structure which do not serve as replacement for public-sector schools.

44. Only state recognition permits the *Ersatzschule* to hold examinations in accordance with the regulations in force for public-sector schools and to award certificates; state recognition thus confers the legal powers enjoyed by public-sector schools on the *Ersatzschule*. A prerequisite for this recognition is that the conditions already required for approval are fulfilled on a permanent basis (operation of school without objection from school supervisory authority), and that the regulations applicable to public-sector schools are applied to the acceptance of pupils and their transfer between school grades, as well as to examinations.

45. In principle, *Ersatzschulen* (if evidence is provided, that they operate without objection from school supervisory authorities) have the right to public funding from the Länder. Teachers may also be granted sabbatical leave to work at *Ersatzschulen* and have these years included in their years of teaching service. In addition, such schools can train student teachers as part of their preparatory service. On the other hand, recognised *Ersatzschulen* in some Länder are also obliged to abide by public-sector provisions relating to school rules (*Schulordnung*), provisions governing council meetings and rights of participation.

## **2.2 Teaching staff**

### **2.2.1 Quantities**

46. Approx. 885,000 teaching staff are employed in Germany (status: 2001), 56.2 % of these in full-time posts, 33.1 % as part-time staff<sup>4</sup> and approx. 10.7 % on an hourly basis. The largest part is in the general education school system with a good 741,000 teachers, while almost 144,000 persons are teaching in vocational schools; here the percentage of part-time staff is significantly lower at 20.3% than in the general education sector. The total share of female teachers is 61.9 % (83.4 % in the *Grundschule* and 73.2 % in the special schools sector), 45.4 % of which are in part-time employment.

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4) The high percentage of part-time staff must also be seen against the background that in some (new) Länder redundancies could only be prevented by responding to the fall in pupil numbers with fixed-term part-time employment adjusted for the forecast development of pupil numbers.

Table 2 Teaching staff by scope of employment, types of schools and gender (general education)

<b>Schools of general education</b>					
<b>Teaching staff by scope of employment and types of schools in school year 2001/02</b>					
<b>Type of school</b>	<b>Unit</b>	<b>Primary occupation</b>			<b>On an hourly basis</b>
		<b>Total</b>	<b>Full-time</b>	<b>Part-time</b>	
<b>employed teaching staff</b>					
Pre-school classes	1 000	1.2	0.9	0.3	0.0
School kindergartens	1 000	3.3	2.1	1.2	1.0
Primary schools	1 000	189.8	85.3	104.5	23.7
Orientation stage independent of school type	1 000	26.2	16.1	10.0	0.8
Secondary general schools	1 000	73.7	51.8	21.8	8.3
Schools with different courses of education	1 000	32.2	19.6	12.5	1.6
Intermediate schools	1 000	74.8	47.3	27.5	6.2
Grammar schools	1 000	154.1	105.4	48.7	16.0
Integrated comprehensive schools	1 000	42.4	29.7	12.7	1.4
Free Waldorf Schools	1 000	5.5	3.1	2.4	1.0
Special schools	1 000	68.1	47.2	20.9	6.1
Evening secondary general schools	1 000	0.1	0.0	0.0	0.0
Evening intermediate schools	1 000	0.2	0.1	0.1	0.4
Evening grammar schools	1 000	2.0	1.5	0.6	0.5
Adult education colleges	1 000	0.7	0.5	0.2	0.2
<b>School types, total <sup>1</sup></b>	<b>1 000</b>	<b>674.2</b>	<b>410.7</b>	<b>263.5</b>	<b>67.2</b>
<b>Proportions of female teaching staff by types of schools</b>					
Pre-school classes	%	93.7	93.0	95.8	87.5
School kindergartens	%	95.9	94.2	98.8	85.2
Primary schools	%	85.0	72.2	95.5	70.3
Orientation stage independent of school type	%	71.6	62.0	86.9	70.1
Secondary general schools	%	54.3	41.2	85.5	54.5
Schools with different courses of education	%	70.2	64.1	79.8	43.3
Intermediate schools	%	61.2	47.8	84.3	59.1
Grammar schools	%	48.4	36.7	74.0	55.9
Integrated comprehensive schools	%	58.7	49.6	79.8	62.1
Free Waldorf Schools	%	55.0	41.6	72.7	68.7
Special schools	%	72.9	65.7	88.9	77.5
Evening secondary general schools	%	58.6	57.4	60.9	50.0
Evening intermediate schools	%	54.6	42.0	74.2	39.5
Evening grammar schools	%	45.0	35.6	69.7	37.7
Adult education colleges	%	52.0	41.9	74.2	50.9
<b>School types, total <sup>1</sup></b>	<b>%</b>	<b>66.2</b>	<b>52.9</b>	<b>86.9</b>	<b>63.4</b>
<sup>1</sup> Deviations possible due to rounding.					
Last updated on 10. December 2002					

(Source: Federal Statistical Office)

Table 3 Teaching staff by scope of employment, types of schools and gender  
(vocational schools)

Vocational schools Teaching staff by scope of employment and types of schools in school year 2001/02					
Type of school	Unit	Primary occupation			On an hourly basis
		Total	Full-time	Part-time	
		employed teaching staff			
<b>Total</b>					
Dual-system vocational schools <sup>1</sup>	1 000	51.7	41.3	10.4	7.3
Pre-vocational training year	1 000	5.6	4.3	1.3	0.5
Basic vocational training year	1 000	2.9	2.5	0.5	0.5
Vocational extension schools	1 000	0.1	-	-	-
Vocational schools (Berufsfachschulen)	1 000	30.9	21.6	9.3	9.9
Advanced vocational schools (Fachoberschulen)	1 000	5.5	4.2	1.2	0.7
Specialised grammar schools	1 000	8.0	6.0	2.0	0.8
Kollegschulen <sup>2</sup>	1 000	-	-	-	-
Berufsoberschulen/ Technische Oberschulen	1 000	0.7	0.5	0.2	0.2
Trade and technical schools	1 000	8.7	5.9	2.8	7.0
Specialised academies	1 000	0.9	0.5	0.5	0.8
<b>School types, total</b> <sup>3</sup>	<b>1 000</b>	<b>115.0</b>	<b>86.8</b>	<b>28.2</b>	<b>27.6</b>
Memo item: Teaching staff:					
Schools for nurses, midwives etc. <sup>4</sup>	1 000	-	-	-	-
<b>Proportions of female teaching staff by types of schools</b>					
Dual-system vocational schools <sup>1</sup>	%	34.1	26.3	65.3	41.7
Pre-vocational training year	%	40.1	31.8	67.6	41.5
Basic vocational training year	%	26.2	19.1	62.6	12.8
Vocational extension schools	%	34.6	18.9	73.3	42.9
Vocational schools (Berufsfachschulen)	%	49.4	38.0	76.2	52.4
Advanced vocational schools (Fachoberschulen)	%	36.2	27.6	65.8	40.8
Specialised grammar schools	%	40.2	29.8	70.9	41.9
Kollegschulen <sup>2</sup>	%	60.0	60.0	-	-
Berufsoberschulen/ Technische Oberschulen	%	36.3	23.1	75.4	56.3
Trade and technical schools	%	45.5	34.2	68.9	48.0
Specialised academies	%	58.8	45.2	72.7	59.2
<b>School types, total</b> <sup>3</sup>	<b>%</b>	<b>39.9</b>	<b>30.2</b>	<b>69.9</b>	<b>47.2</b>
Memo item: Teaching staff:					
Schools for nurses, midwives etc. <sup>4</sup>	%	-	-	-	-
<sup>1</sup> Incl. basic vocational training year- part time. <sup>2</sup> Expiring programmes of the former Kollegschulen. <sup>3</sup> Deviations possible due to rounding. <sup>4</sup> Data are not published because not all lands collect these data.					
Last updated on 16 December 2002					

(Source: Federal Statistical Office)

### 2.2.2 Professional status

47. Teachers at public-sector schools in the western (old) Länder of Germany are as a rule civil servants for life who are employed by the Länder. The career structures for civil servants are in general divided into four levels: lower service, clerical service, higher service and senior service. According to this classification, teachers at *Grundschule*, *Hauptschule*, *Realschule* and *Sonderschule* (teaching career types 1, 2, 3 and 6; cf. Section 4.3.1) come under the higher service and teachers at *Gymnasium* and vocational schools (teaching career types 4 and 5; cf. Section 4.3.1) under the senior service.

48. In exceptional cases – for example if teaching staff are on leave or sick and in cases where the requirements for civil servant status are not met – teachers can be taken on as salaried employees on the basis of fixed-term or open-ended employment contracts. The contract of employment cannot be terminated after a 15-year period or when the teacher has reached a minimum age of 40.

49. Most of the teaching staff in the new Länder are employed as salaried employees. Here there are no plans to make these contracts subject to the provision that they cannot be terminated.

### 2.3 Other school staff

50. In addition to the teaching staff trained at university or an equivalent higher education institution, who have acquired the qualification for their teaching career (cf. Section 4.3), there are various educational assistants who are used in schools because of their practical vocational experience or special abilities. They are civil servants in the clerical or higher service career group if they are not employed as salaried employees; their training is not regulated in the legislation relating to teacher training (in so far as it exists) but in statutory instruments.

51. Several territorial Länder have special training for subject teachers in technical and artistic subjects (*Fachlehrer für technische und künstlerische Fächer*) (specifically works, art, music, home economics, handwork, sport) which does not require the *Abitur* qualification but a qualification from the *Realschule* or a similar institution. The training takes place in specialist education institutes and lasts – depending on subject and Land – two, three or four years. Graduates are employed as subject teachers at primary level, lower secondary level or vocational schools after one or two state examinations.

52. Practical subject teachers (*Lehrer für Fachpraxis*) (technical teachers, workshop teachers) teach at vocational schools, mainly full-time schools, whose task it is to teach practical vocational knowledge and skills. After the *Mittlerer Bildungsabschluss* they have either acquired their master craftman's diploma or have graduated from a three-semester *Fachschule*, and in any case have several years of practical vocational experience. They receive their educational training, mostly as part of one-and-a-half-year to two-year preparatory service as civil servants on probation, in state colleges (vocational training specialist colleges) or state institutes.

53. Youth and community work specialists (*Sozialpädagogische Fachkräfte*) are active in pre-school education integrated into and assigned to the school sector (school *Kindergarten* and pre-classes). They are *Kindergarten* teachers and youth workers with the corresponding training, educators (*Realschule* qualification, placement and corresponding *Fachschule* training) and youth and community workers (*Fachhochschule* qualification and study at a *Fachhochschule* for social work or youth and community work). The latter also work in after-school centres and all-day schools, homes and in the field of special education. As necessary, they receive additional training at corresponding vocational education institutions.

## 2.4 Development of demand

54. Relevant current advance calculations all agree in showing – despite slightly varying initial parameters and the uncertainties which as a rule underlie such forecasts – that school developments in Germany until at least 2005/06 will be characterised in the old Länder by rising pupil numbers and in the new Länder, in contrast, by strongly falling pupil numbers (a development which will probably persist beyond 2005/06). In parallel, increasing numbers of teaching staff will retire in coming years from the education service for age-related reasons while simultaneously the number of graduates from the preparatory service will be comparatively small for some teaching careers as a result of the temporarily fall in numbers of students starting their training with the aim of qualifying for a teaching career since the mid-1990s. As a consequence, the recruitment need for teachers cannot be fully met in the period from 2002 to 2015 and shortages will build up, even taking account of previous applicants.

55. For various reasons (i.a. differences in the development of pupil numbers, in age distribution of the teachers employed, in the gender ratios of teaching staff and with regard to the attractiveness of different teaching careers in the view of students) this development will be related to specific teaching careers and will particularly affect the fields of vocational teaching careers and the lower secondary level. In the fields of upper secondary level and general education schools, the demand for teachers and the supply of teachers is likely to be approximately balanced in the forecast period, and in the primary sector there may even be a surplus supply. Special features related to specific Länder cannot be dealt with here. The situation of the demand for teachers is separately described in the reports of the Länder.

56. In fact, truly reliable statements about future employment opportunities in the education service are hardly possible due to the many dynamic and partly imponderable factors which (by necessity) flow into such forecasts and because the forecast results themselves in turn affect career choices. It can, nevertheless, be predicted that the renewal quota of the teaching staff (share of newly recruited teaching staff in relation to the total number of employed teachers) will begin to rise clearly again at least in the old Länder and that it is likely to begin to approach the figure of 3.3% which is required for maintaining a uniform age distribution, having steadily lain far below that figure since 1982; people who started training for a teaching career in 1997 and who will finish all of their training in 2005 can thus anticipate – always dependent on subject-specific needs – fundamentally good employment opportunities with regard to general education (particularly on the lower secondary field), and, indeed, very good employment opportunities in vocational education.

## 2.5 Representation of interests

### 2.5.1 *Participation*

57. In all Länder, the individual school is a public institution without legal capacity. It thus has the character of an authority and exercises sovereign responsibilities. To this extent it is a part of the public administration and subject to the legal and professional ultimate responsibility of the administrative maintaining body. On the other hand it is by the nature of its tasks an institution for teaching and education and must fulfil these against the background of constitutionally protected parent and pupil rights.

58. Today, all Länder of the Federal Republic of Germany have made provision regarding participation rights (e.g. rights of information, initiative or veto) and co-determination (e.g. co-decision-making or agreement) for teaching staff, pupils and their parents, which are exercised in numerous bodies, although the structures and opportunities for participation in each Land vary a great deal in their scope.

59. In addition, many Länder have participation rights for representatives from business, the trade unions, the church and local central associations, youth associations and individuals at regional or Land level.

### 2.5.2 *Teachers' associations*

60. As part of the freedom to organise and of association, provided for by the Basic Law, teachers in Germany are organised in trade unions or professional associations and instruct them to represent their interests. Most teachers today are organised in teachers' associations such as in the *Gewerkschaft Erziehung und Wissenschaft (GEW)*, which belongs to the *Deutscher Gewerkschaftsbund (DGB)* as an individual trade union, or in the *Deutscher Philologenverband*, the *Bundesverband der Lehrer an Wirtschaftsschulen* or in the *Verband Bildung und Erziehung (VBE)*, which in turn are members of the *Deutscher Beamtenbund (DBB)*.

61. The education trade unions and teachers' associations are in a continuous and active dialogue with the Land governments and the authorities for cultural affairs of the Länder responsible for the education sector. These groupings are also in permanent contact with the Standing Conference as part of meetings which take place on an annual basis. One outcome of those talks, for example, is the joint recommendation on the tasks of teachers today ("Bremer Declaration" of 5 October 2000).

## 3. RECRUITMENT OF QUALIFIED TEACHERS

### 3.1 Trends and measures

62. In early 2001, the Standing Conference combined its activities with regard to meeting teacher recruitment needs, which since 1999 were related to the individual types of teaching career, into an overall concept spanning all types of teaching career which was also integrated with its reflections as to the reform of teacher training. With the adoption of the separate declaration "Measures to meet the demand for teachers" it made a number of recommendations to the Länder. The Länder in turn have already introduced numerous relevant projects. Essentially six groups of measures are involved:

#### *Advertising measures*

63. To support specific advertising actions relating to teaching careers and requirements, which are focused at Länder level, a national image campaign with the purpose of creating an appropriate image of teachers among the public and generating a correspondingly positive basic mood is considered necessary.

#### *Dismantlement of restrictions on mobility*

64. The teacher exchange procedure between Länder which has existed for several decades will be made more flexible and reduced to a few basic procedural rules. To this end, supra-regional exchange quotas transcending teaching careers will be fixed, on the one hand, instead of the customary "one-to-one" procedure tied to specific teaching careers. On the other hand, teaching staff already in the education service will in future be able to participate directly in the respective application procedures of other Länder, in contrast to current practice.

#### *Post-qualification and access qualification programmes*

65. Post-qualification and access qualification as well as further qualification programmes for teaching staff will be set up for subjects in which there are shortages. These

will in part be associated with the possibility or the objective of a change of career; in individual Länder graduates from universities of applied sciences will be included.

#### *Higher education sector*

66. Since measures affecting the higher education sector and the courses of studies, examinations and the transition from the first to the second phase of teacher training play a decisive role in securing future teacher requirements over the medium and long term, the Länder will, in particular, endeavour to achieve better coordination of dates for the First State Examination and recruitment to the preparatory service,

- make the recruitment dates for the preparatory service more flexible to prevent applicants being poached into other career fields,
- make it easier to change from a *Magister*, *Diplom* or BA/MA course to a teacher training course in the context of the short-term expansion of the new blood potential,
- expand the recognition by the respective higher education institution or examination authority of studies which have already been completed.

#### *Side entrants*

67. Irrespective of the priority recruitment of teaching staff with ordinary teacher training, an opening<sup>5)</sup> for qualified side entrants is deemed to be necessary to meet short-term requirements in fields in which there are shortages (in 2001: 2.7 % of all appointments in the public sector education service). The Länder have resolved this in various ways, some of them on a fixed-term basis, related to their needs, e.g. direct recruitment (preferably in vocational education) with in-service training in education, opening the preparatory service to further subjects/subject areas, recruitment of graduates from universities of applied sciences depending on teaching qualification, employment on an hourly basis of suitable staff without teacher training linked with post-qualification and access qualification measures as appropriate, and much more. The qualifications awarded as part of accompanying qualification measures and the status of the persons concerned in terms of their career are, however, very different, so that hitherto no consensus has been achieved between the Länder with regard to mutual recognition of teaching qualifications of this group of persons.

#### *Increasing the financial attractiveness of entering the teaching profession*

68. Finally, in view of current and future shortages, issues regarding a possible improvement in the financial situation of probationary teachers are to be taken up and dealt with in talks about the problem areas – reversal of the reduction in the salary of probationers introduced some years ago, enabling the payment of special supplements for probationers in specific subject areas, adjustment of the salary of probationers in the new Länder to accord with salary levels in the other Länder – with the relevant federal ministries. The possibility of paying special supplements has in the meantime been created through amendment of the Federal Act on the Remuneration of Civil Servants.

## **4. TRAINING AND QUALIFICATION OF TEACHING STAFF**

### **4.1 Historical development**

69. On the one hand, the history of the teaching profession in Germany is the history of the advancement of the profession: in the course of the twentieth century and in the course of

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5) Such measures were adopted in previous periods of shortages as well; in any case, German schools have traditionally always had a number of teaching staff – even if it has been small – who have undertaken a different career path from the majority of teachers who have undergone ordinary teacher training.

the general changes to and differentiation of the teaching career structures, training has been more strongly subject-related and brought to an academic level. Here the “Education Academies” (*Pädagogische Akademien*) established from 1925 onwards represent a kind of intermediate stage: they were set up in a new form after the Second World War as “Education Colleges” (*Pädagogische Hochschulen*) and were then integrated into the universities in the 1970s<sup>6)</sup> (exception: Baden-Württemberg).

70. In the last 30 years, a basic, university-level training system encompassing all teacher groups has developed and been consolidated in Germany, correcting the many flawed developments and inconsistencies in the history of teacher training.

## 4.2 Teacher model

71. The increased endeavours to develop options for future-oriented teacher training in Germany have initially shown the need to reach understanding on basic reference points.

72. The „Mixed Commission on Teacher Training“ set up by the Standing Conference has drawn up a teacher model in this context which (re-)considers teaching as the key task and competency, i.e. which sees the specific planning, organisation and design of as well as reflection on teaching and learning processes as the core area of the teacher’s tasks, emphasising in this respect the exceptionally unique nature of teaching. Here the Commission has also made clear that the task of teaching in a school environment requires diverse partial competencies of various types and levels of importance for the various areas of teaching, and that, furthermore, it is embedded in an environment of other tasks with specific competency requirements: thus the competency “teaching” is further broken down into the aspects of “classroom teaching”, “education”, “diagnosis – evaluation – counselling” as well as “further development of professional competency and school”.

73. In this way the quality of teachers is clearly seen as determined by the quality of their teaching; in contrast, it cannot be the task of schools and teachers to assume the educational rights and duties of parents or to eliminate problematic developments and deficits whose social and cultural causes lie elsewhere. Teachers must be made sensitive to such issues and, if necessary, be in a position to liaise with the corresponding specialists: but the core of teaching activity remains the organisation of learning processes.

74. In its declaration „Teachers’ Tasks Today – Specialists for Learning“ of 5 October 2000, adopted jointly with the education and teaching trade unions in Germany, the Standing Conference largely supported this view of the „Mixed Commission on Teacher Training“, agreed on such a teaching model at a national level, and thus affirmed its joint responsibility for the fulfilment of the tasks of teachers today, for the social esteem and respect in which this profession is held, for its educational work and the safeguarding of appropriate framework conditions.

## 4.3 Elements of basic teacher training

(completed by sections 10 and 12 of the “Additional comments”)

### 4.3.1. General

75. Teacher training is regulated differently in the various Länder through laws and regulations. The standard prerequisite for training is the entrance qualification to general university studies – mostly in the form of the *Abitur*. Basic teacher training is divided into two phases: a course of studies at a university or equivalent higher education institution and the

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6) This, however, in many cases led to sustained internal structural problems for the universities which contributed to a not inconsiderable extent to the deficits in the current training system described in Section 3.5.

preparatory service to provide practical training in schools; this two-phase structure of teacher training has also been adopted in the new Länder. Training is concluded by two examinations – the first at the end of the course of studies, the second at the end of the preparatory service – in which the candidates must show that they have at their disposal the necessary theoretical background and practical abilities required by the teaching profession. Examination performance is evaluated by marks which are combined into an overall assessment in the examination certificate.

76. The specific form of teacher training is determined by the teaching careers. Previously there were five distinct teaching careers related to the different types of schools: the teaching careers in *Grundschule* and *Hauptschule*, *Realschule*, *Gymnasium*, vocational schools and special schools. With greater differentiation in the school structure, the number of teaching careers related to school type has increased over time and some Länder have structured their teacher training by level-related teaching careers (e.g. teaching careers for primary level, for lower secondary level and for upper secondary level). Thus there are many different teaching careers in Germany today for which there is, nevertheless, a common basic structure; this caused the Standing Conference in the early 1990s to agree six so-called types of teaching career and to adopt framework agreements on training and examinations for each of them:

Table 4 Types of teaching career and period of training

<i>Type</i>	<i>Designation</i>	<i>Standard study period (semesters)*</i>	<i>Period of preparatory service (months)*</i>
1	<i>Teaching careers in Grundschule or at primary level</i>	7	18 - 24
2	<i>General teaching careers at primary level and all or individual school types at lower secondary level</i>	7 - 9	18 - 24
3	<i>Teaching careers for all or individual school types at lower secondary level</i>	7 - 9	18 - 24
4	<i>Teaching careers for upper secondary level (general education subjects) or for Gymnasium</i>	9	24**
5	<i>Teaching careers for upper secondary level (vocational subjects) or for vocational schools</i>	9	24**
6	<i>Teaching careers in special education</i>	9	18 - 24

\* *Separate regulation in each of the Länder*

\*\* *If applicable, 18 months plus 6 months placement semester during course of studies*

#### 4.3.2 *Course of studies*

77. The standard teacher training period is seven, eight or nine semesters depending on the legislation in the Länder and the type of teaching career sought. The specifications contained in the examination and study regulations must not exceed 20 aggregate hours of weekly attendance per semester of studies; accordingly, the Standing Conference has fixed the upper limit for a standard study period of seven semesters at 120 aggregate hours of weekly attendance, for eight semesters at 140, for nine semesters at 160 aggregate hours of weekly attendance, which includes an examinations semester without lectures. The course of studies comprises the study of education theory as well as subject-related studies and subject related teaching methodology in at least two subjects, and as a rule includes several weeks of placements. The Länder can specify or exclude subject combinations. Practical subject work

of at least one year is prescribed for teaching career type 5. The First State Examination (First Teaching Career Examination), which concludes the course of studies, consists of a written thesis (to be worked on at home over a period of three months as a rule), written examinations, oral examinations and, if applicable, practical examinations.

#### **4.3.3 Preparatory service**

78. Having passed the First State Examination, application for admittance to the preparatory service can be made. The purpose of this part of the training is to train the aspiring teachers on a practical level in schools, building on their studies at a higher education institution, as well as preparing them for their work and responsibilities as teachers. The theoretical and practical training in education and subject-related teaching methodology takes place at college and at the school under the instruction of teaching staff delegated to do so. The college head is responsible for the training as a whole and acts as principal of the aspiring teachers. The Second State Examination, which concludes the preparatory service, consists as a rule of a written piece of (home) work, teaching examinations and oral examinations; passing this examination is the prerequisite for possible employment.

#### **4.3.4 Entry to the profession**

79. However, “learning on the job” means far more than the institutionalised form of in-service training and further education for teachers. In this connection the entry to the profession as the beginning of “learning on the job” is particularly important, a period – of different individual length – which is characterised by a high level of stress and new demands which can, as a rule, not yet be met with the assurance of action and routine which is really required, but in which, on the other hand, specific personal routines, patterns of perception and tendencies of judgement as well as the basic outline of a professional identity as such (first) begin to develop.

80. This “phase” therefore requires special development to prevent problems in the professional socialisation of new teachers – such as the unwillingness to cooperate with others, routine performance at a low level without progression, or permanent overwork through the striving for perfection without the corresponding result – both as a task of the “system” and of the teachers starting out in their job themselves. As regards the school administration/school management, help should be given in the development of such requirements and tasks – also in the sense of responsible organisational development and staff management – by the gradual building up of competencies and should be flanked by specific cooperation, support and in-service training measures. Those starting out in their careers must, in turn, demand and put to use such services provided by the system and develop for themselves a concept for gradually building up and expanding their own professionalism, expanding its focus over the years from the acquisition of confidence in terms of their subject matter to active involvement in the shaping of the school itself.

81. In in-service training for teachers, the focus is on maintaining or keeping up to date the competency level of the initial training of the teaching staff; the objectives are laid down in law in the majority of the Länder. Equally, the obligation of teachers to undertake in-service training is expressly regulated in all Länder in the Land civil service legislation. Corresponding training measures are also offered by church and independent bodies, which do, however, require approval by the school supervisory authorities in some Länder.

82. Essentially, the following forms of in-service training can be distinguished:

- supply and demand-oriented forms: supply-oriented in-service training institutions (external to the school) develop provisions which interested teaching staff can then decide to take up; in demand-oriented in-service training, teachers themselves

- formulate their in-service training interests which are organised partly by themselves and partly with the help of institutions,
- in-service-training external (centralised) and internal (decentralised) to the school: forms external to the school deliberately take place outside the every-day life of the school, thus creating a distance to the immediate reality of the job which can be experienced as a relief by participants. In-service training close or internal to the school is essentially organised by the school itself and is as a rule aimed at the entire teaching staff or groups of teachers,
- subject-related and pedagogical-didactical provisions: subject-related in-service training is required for teaching staff to keep up to date with fundamental developments in their subjects; pedagogical-didactical training relate, on the one hand, to questions connected with processes relating to teaching in the classroom, and, on the other hand, to overarching practical issues of education in schools or to educational psychology which need to be resolved (violence, drugs, social change etc.).

83. Further teacher education is systematically different from in-service teacher training. It comprises the acquisition of additional qualifications which go beyond the initial and basic competency of a teacher (e.g. acquisition of additional teaching qualifications in another subject, undertaking tasks at a training college, in school management or school administration).

84. Further education mostly extends over a longer period and comprises individual events of several hours per week and, as applicable, additional compact events. While they are undertaking such further education, participants are released from teaching duties or are given a reduction in their weekly teaching hours, provided that the school supervisory authority ascertains that there is a need for the qualification concerned.

#### **4.4 Evaluation and teacher training**

##### **4.4.1 *Quality development and assurance/Evaluation in schools***

85. Even before the presentation of the results of the international comparative assessments of educational outcomes, initiatives were taken in all Länder in the Federal Republic of Germany which focused more strongly on questions of school quality and which are embarking on new paths of quality development and assurance, including from the perspectives of efficiency and effectiveness.

86. Such trends for change vary in the different Länder. They relate essentially to three aspects:

- *The devolution of competencies and responsibilities*

87. Quality improvements in schools are to be achieved essentially through the development of educational concepts and provisions which are adapted to the specific situations (i.e. by filling governmental framework conditions with specific solutions developed by the school itself). The external sign of this in many Länder is the obligation to develop school programmes which are an expression of the educational platform for all school actors. Such a consensual school concept, also as regards expanding parental influence and the inclusion of pupils, not only serves transparency towards the outside but is intended above all to demonstrate commitment within the school and to contribute to greater reflection on the work of the school.

88. These development processes, taking place at the level of the individual schools, are in many instances accompanied by initiatives throughout the Land. Thus several Länder

have initiated pilot projects to strengthen the individual responsibility of schools or have already concluded them and transferred them to the standard education system.

◦ *Quality assurance measures in the sense of school-related quality management*

89. In the debate about the results of the TIMSS and PISA studies for example, it has repeatedly been pointed out that teachers in Germany as a rule lack neither subject nor didactics, but that there is clearly a lack of knowledge about the effects classroom teaching as well as institutionalised and thus reliable forms of reflection about education.

90. To achieve an improved quality management, the Länder thus have made greater efforts to build up a feedback system by developing internal school planning and self-evaluation strategies for example (both in the sense of stock taking and as a development process), to carry out school-related studies by external parties or/and to build up documentation of the work of the school for the public, to enable comparisons between schools as well as to promote the construction of specific learning cultures for teachers (cf. Section 6).

◦ *Initiatives to monitor the performance and efficiency of school work*

91. As in many other public sectors, schools and the education departments of the Länder are subject to a great deal of pressure to keep down costs and legitimise themselves. The focus is increasingly on the fundamental issue of how, on the one hand, despite financial pressures the optimum performance can be secured by the schools in the interest of their pupils and how, on the other hand, the results of the work undertaken by the schools are to be assessed in general in view of the high public expenditure for education.

92. Demands to provide comprehensive, systematic and controlled analysis of school work in general with the appropriate (scientific) tools in the tension between opportunities for improvement and providing justification, have had the result that in Germany numerous standardised studies have been set up on the performance level of pupils – both in the form of participation in international comparative studies and as part of comparisons throughout Germany across the Länder and at the level of the individual Länder themselves.

93. As early as 1997, the Standing Conference resolved to take part regularly in comparative studies, such as internationally in PISA which is being carried out in three cycles between 2000 and 2006, and in the “International Reading Study” (PIRLS/IGLU). In addition the comparative study “Deutsch-Englisch-Schülerleistungen-International“ (German-English Pupil Performance International – DESI) is being developed in Germany. The above-mentioned international studies are each extended by national components.

94. These studies do not have the purpose of checking the individual performance of single pupils or single teachers, nor are they intended to create performance rankings of schools or Länder (against the respective education policy background) – as sometimes happens in the public debate about the results. On the contrary, the objective is to provide descriptive and analytical data for steering purposes at system level.

95. The question whether and to what extent evaluation measures as part of internal school developments, i.e. the working culture of the school, on the one hand, do not contradict blanket (international) comparisons on the other, to what extent large scale assessments are diametrically opposed to the idea of schools taking responsibility for their own development, was intensively discussed in Germany by the trade unions and associations as well as among teachers themselves in the late 1990s. This controversy has in the meantime lost some of its edge and most participants now consider both aspects – self-evaluation and external evaluation using (international) criteria and standards transcending the individual school level – as largely complementary.

96. In May 2002, the Standing Conference resolved to draw up binding education standards which would apply throughout Germany and adherence to which would regularly be monitored. These standards are currently being drawn up for selected interfaces of the general education school types in the subjects German, mathematics, foreign languages, physics, biology and chemistry.

#### **4.4.2 Evaluation of teacher training**

97. Although structures, processes, effects and qualities of teacher training are very intensively debated in Germany at present, they have hitherto hardly been the subject of empirical research. In particular, no real empirically supported systematic evaluation of teacher training has so far been carried out. Given the political, economic and social importance of this field, this is an absolute necessity to which both the “Mixed Commission on Teacher Training” and the Science Council have recently drawn express attention.

98. The Standing Conference has taken up the suggestion of both bodies in this field. It commissioned a study on the issue as to how and by which means an evaluation of the first and second phase of teacher training could be carried out. This report reaches the conclusion – also in the context of relevant experiences in other states – that reality, effectiveness and further development of teacher training should be recorded and evaluated using criteria defined in advance, so-called standards. These standards should be differentiated with regard to the persons undergoing training, the institutions charged with doing so as well as the (political) steering system with regard to teacher training as a whole; in detail, they should be developed such that, on the one hand, they represent a model-based measure of quality related to type of subject and school which is capable of evaluation, while, on the other hand, being capable of realisation in relation to context and in practical reflexive action.

#### **4.5 Current reform policies**

(for more information see section 11 of the “Additional comments”)

99. Teacher training in Germany reveals a high degree of differentiation: it must take account of the various school types/type of teaching careers with their specific differences, it must create meaningful links between subject-related studies, education theory and subject-related didactics, including a sufficient component of preparatory practice, and, finally, must in turn appropriately coordinate these elements of the first training phase with the training content and structure of the second phase (preparatory service) of teaching practice within schools. These requirements generate a high level of complexity and a great need for cooperative integration among all the institutions involved in training. Above all the “Mixed Commission on Teacher Training” and the Science Council made clear in their final reports that teacher training in its current form is not able to do sufficient justice to these demands. This general conclusion is fundamentally shared by the Länder in the Federal Republic of Germany, i.e. a current need for reform in this field is recognised by all Länder.

100. As proposed by the “Mixed Commission on Teacher Training” in its final report, about half the Länder in the Federal Republic of Germany intend to carry out the reform of the teacher training system which is deemed to be necessary largely within the existing structures or by means of certain newly designated responsibilities for or further developments of the institutions involved in teacher training and the (subordinate) authorities. With different emphases in the various Länder, these measures relate to the

- development of a core curriculum for subject-related studies, subject-related teaching methodology and education theory,
- enhancement of the position of subject-related teaching methodologies in research and teaching,
- creation of centres for teacher training and educational research as institutionalised

- places for teacher training,
- qualification of teaching staff in the institutions of the preparatory service,
- harmonisation/coordination between the curricula of the first and second phase,
- promotion of self-directed learning in the preparatory service,
- structuring of entry to the profession,
- development of coordinated plans for in-service training and further education,
- integration of elements of performance-related pay and other incentives.

101. This approach – in a sense a strategy for realising the potential of existing framework structures – is guided in the first instance by the necessary further development of the education system and the required change of paradigm in the field of teaching and learning culture, and is directed primarily at establishing a training for teachers which from the beginning is practice-related, aware of values and will shape the profession.

102. *Tiered teacher training courses*

The tiered, graduated system with bachelor and masters degrees which was introduced in Germany with the 1999 amendment of the Framework Act for Higher Education exists in the context of comprehensive national and international higher education policy decisions and, in part at least, also touches fundamentally on areas of teacher training.

103. Here there are open questions in relation to the present teacher training structure, particularly with regard to

- the standard periods of study currently in force,
- current government influence on the content of the study courses and the final examinations,
- the job-related orientation of the study courses as early as during the bachelor phase,
- the currently required study of two specialist subjects as well as teaching theory at an academic level including studies on practical school matters,
- the requirement of a job-related qualification plus special conditions for admission to a masters degree course,
- relating specific career paths to qualifications at bachelor and masters level,
- relating bachelor and masters qualifications to specific types of higher education institutions,
- the differentiation of qualifications by teaching careers,
- setting up of an in-study examination system connected with modularisation.

104. On the basis of an agreement among the Länder with regard to the issue of the mutual recognition of new study courses, making provision for BA/MA structures in teacher training, consideration is being given in several Länder to the modularisation of teacher training and setting up BA/MA qualifications. Some Länder have already introduced corresponding models on a trial basis which are being evaluated on an ongoing basis.

105. *Further considerations*

Reference should at least be made to several further considerations with regard to the reform of teacher training in the Länder:

106. Reduction in the length of the preparatory service (to be replaced by additional internships during the course of studies),
- Restriction of actual teacher training to the second practical job experience phase of the preparatory service,
  - Abandonment of genuine teacher training or its partial move to *Fachhochschulen* (universities of applied sciences).

## 5. ATTRACTING, SELECTING AND RECRUITING TEACHING STAFF

### 5.1 General

107. The development of need and demand in the labour market for teachers since 1945 is characterised by three phases: a first phase of shortages, followed by one of surplus supply and, finally, a phase of renewed shortages which began to become evident from the mid-1990s onwards. This development is not untypical for other academic professions either and has fundamentally affected all teaching careers.

108. The dramatic collapse of students numbers studying for a teaching career during the 1930s, cyclically pre-programmed a sustained period of shortages which initially remained hidden due to the manifold consequences of the War but then led to major supply problems in the 1960s (cf. Section 1.4) due to the enormously successful expansion of education in the newly founded Federal Republic. This situation only resolved itself in the late 1970s and early 1980s.<sup>7)</sup>

109. If this extreme demand situation led to a strong rise in those studying for a teaching career in the 1970s, it was precisely this development – together with the subsequent absence of demand for expansion as a result of a fall in the birth rate, increasingly tight resources, as well as a fundamentally discontinuous employment practice by the education authorities in the following two decades – which led to a saturation of the labour market for teachers, but also, however, led to a fall in the number of school leavers with ambitions to pursue a teaching career and an increasingly unfavourable age structure of the teaching staff (cf. Section 6.2.5).

110. Against the background of rising retirement figures (teachers employed in the 1960s/1970s), the low quota of students studying for a teaching career at that time, as well as the gathering momentum of growth in pupil numbers, at least in the old Länder, the employment corridor opened again at the start of the 1990s (cf. Section 2.4).

### 5.2 Recruitment and employment situation

111. After an annual growth rate of between 23 % and 46 % in the years from 1998 to 2000 and a doubling of permanent appointments since the mid-1990s to a good 30,600 in 2001, the number of appointments in public sector schools has fallen slightly again in 2002. But at almost 27,100 it is still at a high level in a longer-term comparison (cf. overview below; D = Germany, oL = old Länder, nL = new Länder).  
More information and figures can be found in section 9 of the “Additional comments”.

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7) Doubling of teaching staff in the *Grundschule* and *Hauptschule* fields, tenfold rise in *Realschule* teaching careers, fourfold rise in higher teaching careers – linked with a clear restructuring of teaching careers.

Table 5 Graduates from the preparatory service

Year	Newly graduated students from the preparatory service								
	Graduates			Differences compared to the previous year			Differences compared to the previous year in %		
	D	oL	nL	D	oL	nL	D	oL	nL
1980	39.329	39.329		.	.		.	.	
1981	34.339	34.339		-4.990	-4.990		-12,7	-12,7	
1982	28.725	28.725		-5.614	-5.614		-16,3	-16,3	
1983	22.131	22.131		-6.594	-6.594		-23,0	-23,0	
1984	26.188	26.188		+4.057	+4.057		+18,3	+18,3	
1985	23.204	23.204		-2.984	-2.984		-11,4	-11,4	
1986	20.995	20.995		-2.209	-2.209		-9,5	-9,5	
1987	18.721	18.721		-2.274	-2.274		-10,8	-10,8	
1988	15.635	15.635		-3.086	-3.086		-16,5	-16,5	
1989	14.017	14.017		-1.618	-1.618		-10,3	-10,3	
1990	11.348	11.348		-2.669	-2.669		-19,0	-19,0	
1991	9.995	9.995		-1.353	-1.353		-11,9	-11,9	
1992	12.222	11.437	785	+2.227	+1.442		+14,4	+14,4	
1993	11.433	10.449	984	-789	-988	+199	-6,5	-8,6	+25,4
1994	12.587	10.001	2.586	+1.154	-448	+1.602	+10,1	-4,3	+162,8
1995	15.274	12.583	2.691	+2.687	+2.582	+105	+21,3	+25,8	+4,1
1996	17.515	15.699	1.816	+2.241	+3.116	-875	+14,7	+24,8	-32,5
1997	21.963	19.464	2.499	+4.448	+3.765	+683	+25,4	+24,0	+37,6
1998	22.875	20.792	2.083	+912	+1.328	-416	+4,2	+6,8	-16,6
1999	22.332	20.544	1.788	-543	-248	-295	-2,4	-1,2	-14,2
2000	22.727	20.956	1.771	+395	+412	-17	+1,8	+2,0	-1,0
2001	21.583	20.250	1.333	-1.144	-706	-438	-5,0	-3,4	-24,7
2002	20.270	19.314	956	-1.313	-936	-377	-6,1	-4,6	-28,3

x = The basis of the percentage calculation is smaller than 100.

Source: Statistics of the KMK

Table 6 Recruitments in public sector schools

*X = The base of the percentage calculation is smaller than 100.*

	Year	Recruitments			Change to previous year			Change to previous year in %			As annual % age of new graduates from the preparatory service		
		D	oL	nL	D	oL	nL	D	oL	nL	D	oL	nL
Total	1998	1,490	14,614	1,876	+3,586	+2,796	+790	+27.8	+23.7	+72.7	72.1	70.3	90.1
	1999	20,350	18,288	2,062	+3,860	+3,674	+186	+23.4	+25.1	+9.9	91.1	89.0	115.3
	2000	2,109	26,788	2,321	+8,759	+8,500	+259	+43.0	+46.5	+12.6	128.1	127.8	131.1
	2001	30,636	27,816	2,820	+1,527	+1,028	+499	+5.2	+3.8	+21.5	141.9	137.4	211.6
	2002	27,122	25,062	2,060	-3,515	-2,755	-760	-11.5	-9.9	-27.0	133.8	129.8	215.5
Teaching career type 1	1998	2,026	1,936	90	+623	+587	+36	+44.4	+43.5	X	38.3	39.3	24.7
	1999	2,255	2,165	90	+229	+229	+0	+11.3	+11.8	X	54.1	57.0	24.5
	2000	3,794	3,664	130	+1,539	+1,499	+40	+68.2	+69.2	X	104.6	107.0	64.7
	2001	4,011	3,815	196	+217	+151	+86	+5.7	+4.1	+50.8	119.3	117.1	190.3
	2002	3,104	2,880	224	-907	-935	+28	-22.6	-24.5	+14.3	94.1	89.2	329.4
Teaching career type 2	1998	2,926	2,783	143	+823	+702	+121	+39.1	+33.7	X	76.3	80.0	40.3
	1999	3,858	3,742	116	+932	+959	-27	+31.9	+34.5	-18.9	106.9	110.8	49.8
	2000	5,218	4,966	252	+1,360	+1,224	+136	+35.3	+32.7	+117.2	139.6	146.4	72.6
	2001	5,178	4,983	195	-40	+17	-57	-0.8	+0.3	-22.6	131.3	130.0	174.1
	2002	4,501	4,396	105	-677	-587	-90	-13.1	-11.8	-46.2	122.5	123.3	98.1
Teaching career type 3	1998	2,830	2,413	417	+443	+205	+238	+18.6	+9.3	+133.0	99.1	89.1	281.8
	1999	3,531	3,223	308	+701	+810	-109	+24.8	+33.6	-26.1	119.8	113.2	308.0
	2000	5,198	4,804	394	+1,667	+1,581	+86	+47.2	+49.1	+27.9	165.5	157.0	486.4
	2001	5,596	5,089	507	+398	+285	+113	+7.7	+5.9	+28.7	194.3	185.1	390.0
	2002	4,603	4,283	320	-993	-806	-187	-17.8	-15.8	-36.9	160.8	154.7	344.1
Teaching career type 4	1998	4,229	3,867	362	+953	+840	+113	+29.1	+27.8	+45.4	64.8	69.2	38.8
	1999	5,751	5,071	680	+1,522	+1,204	+318	+36.0	+31.1	+87.8	82.4	83.4	75.7
	2000	8,165	7,399	766	+2,414	+2,328	+86	+42.0	+45.9	+12.6	107.3	109.9	86.9
	2001	8,962	8,055	907	+797	+656	+141	+9.8	+8.9	+18.4	127.4	127.5	126.3
	2002	8,081	7,475	606	-881	-580	-301	-9.8	-7.2	-33.2	136.5	135.7	148.2
Teaching career type 5	1998	2,253	1,673	580	+531	+399	+132	+30.8	+31.3	+29.5	103.3	84.5	288.6
	1999	2,385	1,963	422	+132	+290	-158	+5.9	+17.3	-27.2	112.9	97.0	479.5
	2000	3,023	2,597	426	+638	+634	+4	+26.8	+32.3	+0.9	150.7	139.0	310.9
	2001	2,664	2,347	317	-359	-250	-109	-11.9	-9.6	-25.6	145.0	135.0	323.5
	2002	2,247	2,013	234	-417	-334	-83	-5.6	-4.2	-26.2	128.3	123.8	187.2
Teaching career type 6	1998	1,515	1,377	138	-15	-80	+65	-1.0	-5.5	X	91.2	87.1	172.5
	1999	1,537	1,298	239	+22	-79	+101	+1.5	-5.7	+73.2	76.1	67.7	234.3
	2000	2,292	2,142	150	+755	+844	-89	+49.1	+65.0	-37.2	111.6	111.0	121.0
	2001	2,181	1,850	331	-111	-292	+181	-4.8	-13.6	+120.7	110.0	102.2	192.4
	2002	2,340	2,118	222	+159	+268	-109	+7.3	+14.5	-32.9	103.6	100.6	144.2

112. Developments in the old Länder, above all, exercise a decisive influence in this

respect, if only for reason of their significantly higher overall volume, while the number of teaching posts in the new Länder has been considerably reduced since 1990 through the provision of early retirement, redundancy and increasing part-time employment as the result of special budgetary problems and the orientation by the equipment standards for schools which apply in the old Länder – a tendency which is persisting due to the decreasing pupil numbers there, although recruitment needs in certain subjects continue to exist as a consequence of the accession to the Federal Republic of Germany and here, at least, small subject-specific recruitment corridors are being kept open.

113. Since in the old and new Länder the number of graduates from the preparatory service has gone down at least temporarily since 1998, or has been stagnating, and it has only been possible to cover the recruitment need of the schools as a whole by recourse to earlier examination years (above all in the types of teaching career 3 and 4), there are currently good recruitment opportunities into the education service. Nevertheless, there were still approx. 24,000 unsuccessful applicants in 2002 for reasons which lay above all in subject combinations for which there was no demand as well as special conditions associated with specific teaching careers (comparatively unfavourable for types of teaching career 1 and 4 for instance).

114. All in all, a very gratifying picture of the German labour market for teachers emerges, on the one hand, because it is determined (for most teaching careers) by increasing recruitment rates or rates which are at a high level in any case. On the other hand, however, a certain ambivalence sets in if, with a view to the future safeguarding of the supply of teachers, the number of teachers who have not so far found employment is looked at alongside the number of students starting their training. Not only should it be taken into account that many applications are made simultaneously in several Länder, the actual applicant numbers thus being significantly lower than the sum across the Länder would indicate. In addition, many applicants can only be employed to a restricted extent for regional (urban vs. rural) or family reasons, cannot be employed due to their subject combinations or have accepted other employment offers in the meantime. Whatever the reason, a clear gap exists between the number of applications made and the applicants who are actually employed.

### **5.3 Recruitment process and measures**

115. After the successful conclusion of the preparatory service, new teachers can apply to the ministries of education and cultural affairs of the Länder or the regional school supervisory authorities for appointment to a permanent post in public sector schools; employment is decided on the basis of the available posts by criteria of suitability, ability and subject-related performance. To begin with, teachers are employed as probationary civil servants, and after a maximum of three to five years they may be appointed as lifelong civil servants as appropriate; a probationary period of six months applies to employed teaching staff.

116. Until the mid-1990s, each of the Länder carried out a central recruitment process on their own which was the direct and exclusive responsibility of the school supervisory authority.

117. For the (large) territorial Länder in particular, this process was associated with relatively high administrative costs as well as considerable disruption; there was i.a. a high quota of refusals, including for offers conforming with applications, demand was concentrated on certain regions of the Land and procedures to refill posts lasted into the start of the school year.

118. For some years, many Länder, have advertised (a varying number of) posts, separately tailored to the profile of specific schools (advertising procedure), in parallel to the central recruitment process the school concerned participates in the selection of suitable

applicants. This process both gives school managements new perspectives in the selection and recruitment of staff while also offering advantages to applicants who can choose their school themselves, present themselves directly and can personally set out their special qualifications at interview. In some of these procedures, which are increasingly also making use of the opportunities offered by the Internet (advertisement of vacant posts), applications are sent directly to the school concerned, but the appointment is not done by the school itself but through the ministry for education and cultural affairs or the subordinate education authority.

119. Decisions on the recruitment of applicants for a teaching career are made by aptitude and performance, that is, by subjects studied and examination results, whereby minor variations in marks can frequently make all the difference. In addition to commanding the academic basis of their profession as shown by the examination results, “good” teachers are characterised by a particular interest in working with children and young people, creativity, resilience, the ability to be a team player, and more; other aspects, too, such as showing their abilities in professional situations outside school, foreign experience, particular language skills etc. can be of significance in forecasting future professional success. Some Länder in the Federal Republic of Germany are currently developing procedures in this context as to how the determination of such competencies could reasonably and transparently be put into practice even with the regular recruitment of large numbers of applicants, whereby the large number of school-related job offers and the participation of the schools in the selection decisions already support the qualification of the recruitment process intended in this way.

120. Until recently, teaching staff already in the education service of a Land were restricted in their professional mobility. According to a resolution of the Standing Conference of 10 May 2001 to dismantle restrictions on mobility (cf. Section 3.1), these teaching staff in the education service are now able – in addition to the exchange procedure between the Länder – to participate at any time in the recruitment process of another Land in the Federal Republic of Germany if they have been released to do so by their own education authority.

## **6. MAINTENANCE AND DEVELOPMENT OF PROFESSIONAL COMPETENCY**

### **6.1 Identification of the main policy concerns**

121. The emphasis placed on this aspect in no way indicates a demotion of teacher training or the preparatory service. But it is a particular feature of the work of teachers that the full development of professional competency, the necessary specialisation, the continuing expansion of knowledge, the necessary gain in experience and assurance in undertaking the work and having to deal with frequently and variously changing problem areas and fields of action can only occur in the job itself. And it is precisely the development of teachers in terms of their professional biography which is characterised by numerous changes and crises and periods when demands and problems change completely which in turn are partly responsible for impaired health and stress-related illnesses – sometimes leading to early retirement of teachers (cf. also Section 6.1.1.3 and 6.3).

122. This has consequences for continuous and individual professional life-long learning, self-organised and organised by others, so-called “learning on the job” – a field which, paradoxically, is only slowly being sufficiently recognised in the professional culture of teachers, a culture which does, after all, comprise experts in teaching and learning. Also, it is only slowly gaining the necessary attention in the field of school supervision from the perspective of staff and organisational development, school management and human resources management.

#### **6.1.1 *Work situation of teaching staff***

123. The working conditions of teachers in Germany have, on the whole, mirrored the social situation of the teaching profession; in this respect they only improved noticeably – and particularly in material respects – with the social upgrading of the status of the profession from the 1950s onwards. In recent years, however, problem areas have begun to reappear, correlating to a certain extent with a renewed loss of image, and conditions are currently under severe criticism from teachers themselves and by trade unions and associations (cf. also Section 4.2).

124. In principle, the education and cultural affairs authorities of the Länder are responsible for the working conditions of teachers in Germany, regulating the individual aspects of the employment and work relationship on the basis of the relevant federal legislation, by ordinance or administrative regulation as applicable.

#### 6.1.1.1 School-related framework

125. In the majority of the Länder, the five-day week (188 days of teaching per year on average) has been introduced in all schools, although in some Länder additional teaching takes place on two Saturdays per month; the total scope of annual teaching hours remains the same in both cases, however. For educational and organisational reasons, half-day school has been traditionally preferred hitherto, although all-day schools and all-day care are increasingly in demand and being set up.

126. The compulsory weekly teaching hours for pupils vary by type of school and Land; they rise from 17 to 23 hours per week in the first grade, from 23 to 27 hours per week in fourth grade, as a rule comprise 28 hours per week in grades 5/6 and rise to 30 hours and above in grades 7 to 12/13; in the vocational sector, very different regulations are applied in full-time schools and in dual vocational education.

127. Class size figures, pupil-teacher ratios, the requirement of additional and compensatory teaching, the number of lessons and other indicators (derived from these) for staffing levels, teaching and similar are calculated and fixed in the Länder in very different ways.

#### 6.1.1.2 Lessons

128. Teachers are challenged more than ever today and in specific ways to respond to current processes of social change and the changed circumstances under which children and young people are living.

129. For some time now, the changed behaviour of parents in the choice of schools, opting for higher status qualifications, has produced a considerable shift and a much more heterogeneous pupil population within classes in the individual school types. Pupils themselves are much more strongly marked than previously as individuals by social and above all family problems which directly or indirectly (such as through corresponding learning and social behaviour) compromise the learning climate and teaching situations.

130. At about 11 % (2001/02 school year), the relatively high percentage of pupils (above all in the *Grundschule* and *Hauptschule* sectors) of non-German nationality (plus children and young people from resettler families, children who have acquired citizenship and children from families with dual nationality) requires a specific response. The Education Forum (cf. Section 1.4) and the independent „Immigration“ Commission of the Federal Government recently noted in agreement that the educational balance sheet for these children with a migration background produced a rather unfavourable result and that the German education system was clearly not sufficiently able to dismantle the educational barriers for pupils from families with little access to educationally relevant resources, whereby the under-

representation of students with a foreign background who had a *Mittlerer Bildungsabschluss* (*Hauptschule* or *Realschule*) or entrance qualification to general university studies (*Gymnasium*) could evidently be explained above all through insufficient skills in German. Against this background, the Standing Conference with its resolution of 24 May 2002 adopted an overall concept for immigration and integration which observes European and international law and takes account both the humanitarian obligations towards asylum seekers and refugees as well as German interests in the immigration of qualified labour.

131. Tasks of upbringing and care become increasingly prominent while the core area of teacher activity, classroom teaching – as also deemed to be an essential element of the forthcoming reform of teacher training (cf. Section 3.2) – can sometimes only be undertaken under difficult circumstances; and this is happening although profound individual, social and professional tasks requiring substantive treatment of numerous new subject areas and the impartment of new and different content, knowledge, skills, competences and ways of behaviour appear to be indispensable.

#### 6.1.1.3 *Specific pressures on teaching staff*

132. According to new occupational medical and psychological studies, up to over one third of teaching staff – differentiated by school type and gender – is in a situation with regard to their health which today is described somewhat loosely as “burn-out syndrome”, in which physical, psychosomatic and psychological complaints of many different types are superimposed and condense into highly complex clinical pictures. In the teaching field “burn-out” is generally considered to be one of the key factors responsible for the increasing numbers of teachers leaving the profession prematurely because of unfitness for work (cf. Section 6.3.5).

133. These studies show that specific pressures on teachers are connected not so much with excessive situational demands but rather with the intensification of demands in the sense of forced decision-making and pressure for action as well as with the numerous individual and school situation-related decisions, which push a rational and reflective approach to professional action into the background and which in their continuity and in the interaction between external demands and their subjective assessment can call forth feelings of powerlessness and “feeling drained”.

134. Here it is not necessarily the quantitative aspect of working hours (cf. Section 6.2.4, 6.3.3) which is classed as particularly stressful from the subjective view of the teaching staff – at least not that part which is spent in school; rather, it is the separation of work and leisure time, which is little developed in the teaching profession as the result of the high level of school work which is done at home, which is of greater significance. Neither does the age of teachers (cf. Section 6.2.5) always correlate with the degree of professional exhaustion which is experienced. On the contrary, stressful external factors are quoted above all as large class units, bad equipment in schools, noise, time pressure, too many tasks, curriculum innovations, problems with school supervision, school management and parents; the subjective factors influencing the evaluation of the degree of stress include above all the quality of a teacher’s own work as well as the availability of social (cooperation in the teacher council, but also the public or local image of teaching) and above all personal (own educational objectives, personal performance targets, the ability to distance oneself and cope with frustration) resources. Between the two poles there is the situation in which the pupils, for whom the teacher is responsible, find themselves – a situation which can be experienced as extremely stressful both as far as teaching is concerned (disruption by “difficult” children and young people, educational problems) and also in emotional terms (commitment to pupils facing particular problems).

135. Even if a certain caution in the approach to the use of the term “burn-out” appears appropriate, it is evident that increasing numbers of teachers perceive themselves as no longer

up to the pressures of their job, see little opportunity to implement their educational ideas and experience a strong loss of motivation – which can lead to long-term physical and psychological impairment.

136. Against this background it has in the meantime been realised that this development cannot be left unattended, but that the problem of stress must both be included to a greater degree in the debate about professionalisation and in the considerations with regard to the reform of teacher training (cf. Section 4.5), and that it must be taken up specifically at an administrative level from the perspective of staff welfare (cf. Section 6.3) as well as in the context of concepts for quality assurance measures (cf. Section 4.4).

## **6.2 Data, trends and factors**

### **6.2.1 Part-time/employment release opportunities**

137. In recent years, part-time civil servant status and various employment release opportunities have increasingly gained in importance.

138. On the one hand, unpaid leave for reasons of labour market policy (i.e. in the event of an exceptional surplus of applicants) may be granted on the basis of the corresponding federal and Land legislation for a total period of six years or after reaching age 50 until retirement. Leave for family reasons (e.g. looking after children) must be approved if there are no compelling service reasons to the contrary. The period of this leave must not exceed 12 years, including when taken together with labour market related leave.

139. On the other hand, part-time employment is allowed for in Land legislation, also to fulfil family commitments or for reasons of labour market policy – partly of different duration, however. In addition, several Länder have instituted part-time pensionable regulations which from a specific age onwards and under specific conditions allow teachers to leave the service on application and if they have fulfilled certain advance conditions. Finally, almost all Länder allow their teaching staff different variations of part-time civil servant status in the form of an employment release year (sabbatical year), where in general the work due in this period must be “worked in advance” in the preceding years.

### **6.2.2 Holidays**

140. The holiday entitlement of teaching staff with civil servant status is determined by the general regulations laid down in civil service regulations (in general, 30 working days<sup>8</sup>/year). Vacations must be taken in the school holidays (75 working days<sup>9</sup>/year). School holiday periods which exceed the holiday entitlement are to be used for in-service training and further education, pre and post-preparation of lessons as well as the involvement in other official duties. For employed teachers, the regulations in the corresponding collective agreements apply.

### **6.2.3 Salaries/pensions**

141. Grading and remuneration of teachers with civil servant status<sup>10</sup>) at public sector schools are regulated – with the exception of certain categories regulated under Land legislation (e.g. teaching careers in special education, heads of *Gesamtschulen*, teachers with a

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8 ) excluding Saturdays

9 ) including Saturdays

10) The obligation of the employer to provide pay and allowances appropriate for a given post (duty of maintenance) is one of the traditional principles of the professional civil service. Accordingly, pay and allowances should not be understood as pay in the sense of remuneration for concrete services, but as safeguarding the appropriate livelihood for the civil servant and his family in accordance with his post.

teaching qualification in accordance with the law of the former GDR) – uniformly at the federal level by the Federal Act on the Remuneration of Civil Servants and for teachers with salaried employee status by the Guidelines of the Employers' Association of the German Länder as well as specific Land implementation guidelines as applicable.

142. Teachers with civil servant status receive eligible earnings consisting of basic salary and family allowance, to which supplements and other emoluments may be added under certain circumstances; in addition, they receive special bonuses (“Christmas bonus”), capital-forming payments and holiday bonus. The basic salary is determined by the grade and years of service. Assignment to a specific grade is related to the (type) of teaching career, as is the opportunity to have access to promoted posts and thus a higher grade. For teachers who are not in special functional posts, an average gross annual income of between approx. 30,000 € and 50,000 € results depending on age, marital status, type of school and, as applicable, promotion.

143. The pay of teachers with civil servant status was for a long time in the past adjusted regularly to take account of general economic and financial developments. Here the responsibility associated with the work was taken into account. The adjustment took as its guideline the collective agreements for public sector workers and employees. In recent years, however, there have been clear curtailments, justified by education and finance authorities by reference to the large increase in the pensions burden, on the one hand, and job security, on the other, while the associations and trade unions have vehemently criticised it as an inappropriate “special sacrifice” demanded of civil servants.<sup>11)</sup> Probationary teachers have also been affected particularly here, as their pay<sup>12)</sup> has been clearly reduced – a point which has become relevant once more in connection with measures to make the teaching profession more attractive again in the current shortage situation (cf. Section 3.1).

144. The benefits of teaching staff with civil servant status as well as of their surviving dependents is determined by the Federal Act on Civil Servants’ Pensions and Allowances and is uniformly regulated for all civil servants. The pensions and benefits for surviving dependents should be set such that they correspond to the importance of the post and keep pace with general living standards. Pensions of employed teachers are determined by the contribution period and the amount of contributions paid into the pension insurance during their working life as well as by supplementary benefits.

145. The prerequisite for a civil service pension is a period of service of at least five years as a rule. Basic salary, family allowances and other pensionable benefits which the civil servant last received form the basis for pensionable eligible earnings. For each year of service which counts towards the pension, the pension comprises 1.875 % (in future 1,79375 %) of pensionable eligible earnings, but no less than 35 % and no more than 75 % (in future 71.75 %). There are pension deductions for early retirement.

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11) Currently the Federal Government and the Länder and are reducing the level of special allowances – this is encountering massive resistance from the associations and trade unions.

12) Probationary teachers, as non-permanent civil servants, receive in the preparatory service probationary pay which is made up of the basic probationary pay and family allowances – both graded in accordance with the relevant pay grade of the respective entry-level post related to the (type of) teaching career.

#### 6.2.4 Working hours

146. The working hours of teachers comprise compulsory lessons, which are calculated by lessons of 45 minutes as a rule, on the one hand, and time for other tasks associated with teaching activity, on the other.

147. The compulsory lessons taught by teachers vary for the different school types and partly vary also from Land to Land; based on the school types in the vast majority of the Länder, their range in the 2001/2002 school year per Land is:

<i>Grundschule:</i>	27	-	28	<i>hours per week</i>
<i>Hauptschule:</i>	25	-	27.5	<i>hours per week</i>
<i>Realschule:</i>	24	-	28	<i>hours per week</i>
<i>Gymnasium:</i>	23	-	27	<i>hours per week</i>
<i>Gesamtschule</i>	23	-	27	<i>hours per week</i>
<i>Sonderschule:</i>	25	-	27	<i>hours per week</i>
<i>Berufliche Schule:</i>	23	-	27	<i>hours per week</i>

148. To a certain extent and in accordance with the specific regulations in each Land, teachers have their compulsory lessons reduced for special tasks, extraordinary functions (e.g. school management tasks) or on reaching a specific age. Conversely, teaching staff with civil servant status are obliged to teach additional lessons to the regular weekly number of compulsory lessons if there are specific reasons for doing so.

149. In addition, tasks outside lessons (pre and post-preparation of lessons, correcting, parent interviews, conferences etc.) make up a considerable part of the total working hours of teaching staff, so that overall, and taking into account holiday periods, total working hours result which correspond to the weekly working hours for other civil servants – an assessment which, since the total working hours of teachers simply cannot be precisely controlled by standards, has and still does repeatedly lead to controversies between stakeholders in education (cf. Section 6.1.1.2).

#### 6.2.5 Age structure

150. The average age of teachers in Germany currently stands clearly above 47; in 1980 it was still 38.5. Only every eighth teacher is younger than 35, while more than three times as many are over 50 (cf. also overview below; the recruitment for 2001 and 2002 is not yet taken into account).

Table 7 Percentage distribution of teaching staff in general education schools by age group

<i>Age in years</i>	<i>1980</i>	<i>2000</i>
<i>&lt; 30</i>	<i>19</i>	<i>4</i>
<i>30 – 34</i>	<i>24</i>	<i>9</i>
<i>35 – 39</i>	<i>20</i>	<i>9</i>
<i>40 – 44</i>	<i>15</i>	<i>13</i>
<i>45 – 49</i>	<i>7</i>	<i>21</i>
<i>50 – 54</i>	<i>7</i>	<i>22</i>
<i>55 – 59</i>	<i>6</i>	<i>15</i>
<i>60 – 65</i>	<i>2</i>	<i>6</i>

*(Federal Statistical Office)*

151. Despite certain gender-specific (significantly more female teachers are represented in the younger age groups, significantly more of their male colleagues in the older age groups), school type-specific (the primary sector shows the youngest average, the *Gymnasium* the oldest average number of teachers) and Land-specific (the average age of the teaching staff

is lowest in the new Länder) differences, this represents a long-term trend which fundamentally is likely to continue beyond the next few years and which is much criticised as “over-aging”; its causes can be found in the numerous new appointments in the education service during the 1970s, but in the final instance this development has been caused by the discontinuous recruitment practices of the Länder.

152. Although schools are about dealing with the younger generation, and younger teachers might fundamentally be thought to be more suited for that, it is not so much the age of the individual teacher which is proving to be the problem. This situation is revealed as a structural imbalance to a much greater extent due to the fact that large numbers of the teaching staffs are of the same advanced age and must therefore do without the potential for new ideas and the distribution of workload which is possible with a body with a much greater mixture of ages.

### **6.3 Professional career and measures for assurance of competency**

153. The demand for reform of teacher training in Germany is a reaction to deficiencies whose causes must be sought not just in the first two phases of training but also in the subsequent career progression and the attitudes which determines it and result from it. Conversely, the results of better teacher training can be permanently assured through an overall concept which includes staff and organisational development, school management, suitable forms of staff management as well as the appropriate form for the school as a place of work. Alongside “learning on the job” and the individual endeavours of the teaching staff in this respect, it is also the task of the system as a whole and those who are responsible for steering it, systematically to ensure and promote the preservation and further development of the competency of teaching staff, as well as creating the statutory framework in terms of service and career which is required for this.

154. This is a key complex with manifold problems in terms of content, organisation and legal considerations for ensuring the efficiency of the German education system in future years, which was first taken up by the Standing Conference in 1995 and thereafter particularly by the Science Council (Wissenschaftsrat) and the “Mixed Commission on Teacher Training”. Mainly due to the many statutory issues touched on in this context, the work on and implementation of the proposals and suggestions already developed in this respect – which must be left to the Länder as employers of the teachers and to the bodies responsible for the organisation of the education system – needs to be seen as a long-term process subject to particular tendencies to maintain the status quo – although certain lines of development can already be shown to exist for individual part areas. In conclusion brief reference will be made to some relevant aspects.

#### **6.3.1 *Start into the profession***

155. Against the background of considerations put forward by the “Mixed Commission on Teacher Training” the Länder of the Federal Republic of Germany have made increased efforts in recent years to achieve a greater degree of competence-related and collegially cooperative support for new teachers in close association with the school in the so-called entry phase into the profession. In this respect they are proceeding with varying degrees of intensity and go different ways, but they have in common the conviction that it is important precisely in the initial years of the career to encourage and utilize the high level of motivation of the newly appointed teachers for school work, while at the same time fostering an attitude which allows continuous further in-service learning to become a matter of course.

#### **6.3.2 *In-service training and further education***

156. The involvement in in-service training and further education by teaching staff is certainly an important part of „learning on the job“ as understood today and has a notable

tradition. All Länder have set up institutions and systems in this field which as a rule are subordinate to the education and cultural affairs authorities and which have the task to make available an ongoing range of in-service training and further education opportunities. This plays a particularly important role in the new Länder if progress is to be made in the necessary processes of internal school reform largely without staff who have been able to prepare for it over the long term, since only very few newly qualified teaching staff can be employed for demographic reasons.

157. To the degree that schools become more independent, have greater responsibility transferred to them for assuring and developing quality, are obliged to undertake evaluations and justify their actions while keeping up to the qualitative standards of international comparative studies, to the degree that innovation in the scientific and practical school reference fields presents schools with innovative demands, and to the degree that schools are dependent on modern concepts for action in quality management for managing these tasks, the requirement for professional support services through in-service training for teachers will remain indispensable. For the further development in this field the “Mixed Commission on Teacher Training” of the Standing Conference has therefore formulated the following principles which simultaneously indicate problem areas which are associated with the execution and implementation of in-service training events:

- Institutionalised in-service training for teachers is only one element of the general and permanent concept of “learning on the job”. These measures are aimed at transmitting the stimulus to undertake continuing in-service learning, also in a non-institutional form, individually and/or within groups of teachers as a self-evident part of the job.
- Intensification of in-service training must urgently be associated with minimising the cancellation of lessons. It can be required of teachers that periods with no classroom teaching are also regarded as periods of training within the context of institutional in-service training. Periods outside classroom teaching in which the presence of teachers is required for in-service training must not be taboo in schools.
- Beyond that, it is particularly important to overcome the specific and individual character of in-service teacher training and to replace it with a stronger orientation towards transfer effects: for this reason the sustainability of own in-service training must be more strongly endeavoured and, so far as possible, monitored as well. It should reach the level of action in the classroom and be discussed here to a greater extent than hitherto.
- With regard to the issue of the voluntary or obligatory nature of in-service training, the decisive factor is precisely no longer to see it as an individual decision but as a contribution to the development of the individual school or as part of staff development within the individual school. In-service training must become an indispensable part of the work of each teacher from the moment that he or she starts his or her training.
- With regard to in-service teacher training both inside and outside the school, it should, lastly, be taken into account that the teaching staff in a school need not all be specialised or competent in the same area. The right combination or composition of different competencies is a decisive factor for the management of all tasks in a school. In order to implement such ideas, schools should (as part of staff planning) be encouraged to draw up a further training plan which sets out in the medium-term and on an agreed basis who will take part in further training in which fields or problem areas. The school management plays a particularly important role in motivating the teaching staff and organising the plan.

### **6.3.3 Working hours**

158. Since the start of the development of modern schooling, there have been no structural changes in the way that the working hours of teachers are determined by the weekly

compulsory lessons and the volume of compulsory lessons, by the ranking of the school type as a criterion for measuring compulsory lessons ahead of the subjects taught: subject specific differences, special working conditions in certain classes, the time used for cooperation and advice and much more are not separately taken into account in this system. School managements are not at liberty to dispose of the working hours of teachers beyond the compulsory lessons. Current change processes of relevance to schools such as the development of pupil numbers, the increasing shortage of public funds, the rising average age of teaching staff, new tasks in schools provoke different reactions in different Länder: increases in working hours (without financial compensation) or – in the new Länder – a reduction in compulsory lessons or special employment contracts (with corresponding pay cuts), a reduction of relief teachers, “enforced part-time models” as well as modification of the scope of tasks assigned to schools.

159. Among the associations and trade unions in particular, but also among specialists in occupational medicine, there is currently an intensive debate about new concepts of time management for teaching staff; this is essentially about a redefinition of the volume of regular working hours (on the basis of subject and school-specific workloads), a more flexible arrangement of working time throughout the school year and the whole career as well as the budgeting of teacher working hours at school level for resource utilisation which is more strongly oriented by the need of individual schools.

#### **6.3.4 Competency and career of teachers**

160. With reference to continuous in-service learning and the preservation and further development of professional competency, a particular structural problem is to be seen in the fact that the formal career of a teacher and the course of his or her actual (or self-perceived) development of competencies are hardly connected. The teaching job with its different careers is a profession with relatively small career, advancement or promotion opportunities.

161. There are, of course, opportunities now for teachers to become involved alongside teaching in functions of a “higher status” or in other areas – such as in school management or the coordination of school subjects, at various levels of the school administration, in the training of new teachers or in the implementation of school development projects. However, such functional offices or special/non-teaching fields of activity, which may be connected with “promotion” and/or an increase in salary (and if so, are as a rule permanent), are only available in limited numbers and taking them on mostly goes back to the individual initiative of interested teaching staff. On the other hand, the transition into a leadership or management function is perceived by many teachers as an unacceptable abandonment of educational work and the opportunity for promotion – mostly available only – in the teaching careers of the higher service is not necessarily connected with special performance or the fulfilment of specific functions.

162. Although the civil service law has for some time provided for the opportunity of performance premiums for teachers as well as appointment to functional posts for a fixed term, only little use is made of this in a few Länder with many restrictions by legislators. Indeed, in the final instance intensive efforts for a stronger development of true career patterns in the sense of a real career for teachers which convincingly combines the special requirements of the job and the development of their own professional competency with career development are required. To this end many experts consider it necessary, among other things, to

- create positions with differentiated salary levels which enable recognition of and reward for special performance for all types of teaching careers, while absolutely avoiding the erosion of current salaries as well as the advancement opportunities for teachers,

- undertake the monitoring, support and preparation of teaching staff who appear to be suitable for management functions in a targeted and systematic way within comprehensive staff development concepts by superiors with staff responsibilities,
- include organisational and staff development measures to a much greater extent than hitherto in considerations of age-appropriate, ability and workload-related as well as gender-specific (keywords: promotion of women, dual load, feminisation of the teaching profession) staff utilisation planning,
- strengthen opportunities for greater permeability between different types of teaching career as well as for alternating teaching location or teacher mobility between different schools and school types, but also between schools and fields of activity outside school; and not to consider this as an emergency measure but rather as an opportunity for innovation,
- expand cooperation opportunities between schools and institutions of higher education, such as through the secondment of teaching staff to participate in research projects or through the interdisciplinary development of concepts of a specific organisational and business operations theory for schools etc.,
- create opportunities for the employment of additional education staff (e.g. specialists in youth and community work, school psychologists).

### 6.3.5 *Early “departure” from the teaching profession*

163. The question, too, of the special stresses in the teaching profession, of the specific causal relationships mentioned here and of the concepts for preventing and dealing with stress (cf. Section 6.1.1.3) can be posed and answered in future only with any relevance as part of a biography-related perspective since the stresses and the ways of managing them by teachers are always specific to the various sections of their professional biography.

164. In view of the high number of cases of early retirement<sup>13)</sup> and the clear loss of attachment to the profession in the course of the job, special importance accrues to the corresponding human resources measures and occupational medical studies both in the interest of the teachers affected and of public spending.

165. It is increasingly being recognised that additional concepts have to be developed which allow for “departures” from the teaching profession to be managed and show how such departures can be accompanied and assisted through the corresponding support in taking up another activity outside the school or even outside the civil service.

166. The possibility of partial fitness for work has been recently created in civil service and pensions legislation. The Civil Servant Framework Act and the corresponding provisions in Land legislation make it possible to utilise teachers, who are no longer able to teach, in other posts following a medical examination. Nevertheless, it is widely held that moves are desirable to make civil service legislation even more flexible both from the perspective of staff welfare and of the assurance of the quality of work undertaken in school, as well as against the background of the financial situation of government budgets. This, however, is no longer alone or, indeed, primarily the business of the education and cultural affairs authorities but is part of the overall responsibility of all departments.

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13) The rates of lack of fitness for work and early retirement among teaching staff have continuously risen for about two decades and considerably exceed those of other civil servants. For years, more than half of teachers have entered early retirement for reasons of lack of fitness for work. Their average age in Germany as a whole currently lies at between 51 and 56; their share of the total numbers of teachers leaving the service reached its highest level in 2000 at 64 % due to changes in the civil service/pensions legislation, and still lay at 54% in 2001. A mere 6 % of teaching staff worked to the ordinary retirement age of 65 in 2001.

Table 8 Stock, intakes and departures of full-time employed teachers (Germany, 2001/02)

<b>Total stock in 2000/2001</b>	<b>total</b>	<b>671 569</b>
	<b>m</b>	<b>230 319</b>
	<b>w</b>	<b>441 250</b>
<b>Intakes</b>	<b>total</b>	<b>63 184</b>
	<b>m</b>	<b>15 806</b>
	<b>w</b>	<b>47 378</b>
First appointments into school with passed first state exam	total	29 054
	m	7 671
	w	21 383
Transfer from another Land	total	1 393
	m	355
	w	1 038
Change within the Land from another school to the reporting school	total	21 111
	m	5 466
	w	15 645
Re-entry into school	total	5 764
	m	606
	w	5 158
Other intakes	total	5 290
	m	1 532
	w	3 758
no detail	total	572
	m	176
	w	396
<b>Departures</b>	<b>total</b>	<b>60 536</b>
	<b>m</b>	<b>18 310</b>
	<b>w</b>	<b>42 226</b>
Entry into retirement	total	8 021
	m	3 940
	w	4 081
Inability to work before having reached the retirement age	total	7 826
	m	3 122
	w	4 704
Death	total	696
	m	337
	w	359
Transfer to another Land	total	1 264
	m	314
	w	950
Change within the Land from the reporting school to another school	total	20 029
	m	5 339
	w	14 690
Temporary departures	total	6 801
	m	826
	w	5 975
Other departures	total	12 817
	m	3 369
	w	9 448
no details	total	3 082
	m	1 063
	w	2 019
<b>Total stock in 2001/2002</b>	<b>total</b>	<b>674 217</b>
	<b>m</b>	<b>227 815</b>
	<b>w</b>	<b>446 402</b>

(Source: Statistics of the KMK)

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