



Free and Hanseatic City of Hamburg

Authority for Education and Sport

Attracting, Developing and Retaining Effective Teachers

Report to the OECD as Part of the National Background Report

Version of 25 August 2003

Edited by: Dr Monika Renz

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1. CONTEXT

Education Policy in Hamburg: Framework Conditions and Priorities

1. In line with the distribution of powers under the Basic Law (i.e. the constitution of the Federal Republic of Germany), the Free and Hanseatic City of Hamburg, as one of the 16 *Länder* of the Federal Republic of Germany bears the sole responsibility for shaping its education system. As a city state and metropolitan region with specific socio-economic conditions Hamburg is faced with some different challenges than the other *Länder* of the Federal Republic of Germany and therefore sets special education policy focuses, also against the background of the specific development of its education system in the post-war period. In many spheres, however, education policy follows nationwide trends as expressed within the context of the joint resolutions of the Permanent Conference of Education Ministers (*Kultusministerkonferenz*).

2. The priorities of the Hamburg Senate (i.e. the government of the city state) for schools are ensuring the competitiveness of Hamburg's schools on a German and an international scale, the maximum possible efficiency and balance in the use of public funds against the background of increasingly tight budgets, quality assurance resulting from the introduction of uniform standards and the targeted promotion of all children and adolescents. In the field of vocational training, ensuring qualified skilled workers in cooperation with industry is to the fore. In particular, the measures currently being taken in this connection include

- the new version of the curricular guidelines in the form of educational plans that also contain performance standards for individual sections of the courses of education;
- compacting grammar school education from 9 to 8 years;
- introducing central, i.e. mandatory for all Hamburg schools, examinations to mark the end of the lower secondary sector and university entrance qualification;
- conducting comprehensive student assessment studies in Hamburg and participation in international student assessment studies;
- increased German language teaching, starting before school entry, in particular for pupils with an immigrant background and a better interconnection of pre-school and primary education;
- increasing the number of all-day schools and extending extra-curricular afternoon activities, especially in socially deprived areas;
- the further development of curricula in the vocational education system with teaching being geared towards working and business processes;
- the further development of the vocational education system towards sector-oriented centres with greater responsibility for themselves in cooperation with industry;
- reforming the contents of teacher training with a better interconnection of the training stages and more mandatory courses;
- introducing a new teacher working hours model with differentiated assessment bases for the activities of teaching staff.

Demographic Trends¹

3. The Free and Hanseatic City of Hamburg is a very attractive place in which to live, as can be seen in an increase in the population from 1,652,363 in 1990 to 1,728,806 in 2002. The foreign population was 196,098 in 1990 (11.9%) and 255,119 in 2002 (14.7%); after a strong rise in the first half of the 1990s, due to asylum seekers among other factors, the trend has been stagnant to slightly negative in recent years. The largest population group is people with Turkish nationality (around one quarter of the foreign population) and people from the territory of the former Yugoslavia as well as from Poland, Afghanistan, Iran, Portugal, Greece and Italy. The proportion of the non-German population varies

¹ Source: Hamburg Statistics Office, "*Jahreszeitreihen*" [Seasonal Series] as well as "*Monatszahlen*" [Monthly Figures] at http://www.hamburg.de/fhh/behoerden/behoerde_fuer_innere/statistisches_landesamt/zahlenspiegel.htm

considerably from district to district, in some cases to as high as around 60% with corresponding consequences for the pupils in certain locations.

4. After falling heavily since the mid 1970s the birth rate has recovered since 1990, when the children of the high birth rates themselves became parents, and has now settled at around 16,000 births per year. The proportion of under 18-year-olds among the total population rose slightly from 15.2% in 1990 to 16.1% in 2001. The proportion of foreign children and adolescents in this segment of the population was 20.8% in 1990 but, after a rise to 23% in the mid 1990s, fell to 18.8% in 2001. However, the figures are put in context by changes to nationality and aliens' law, under which it is easier for new-born babies and minors to obtain German nationality.

Economy and Labour Market

5. Overall economic development in Germany and in Hamburg in particular has been characterised by overall low growth in the 1990s and a clear economic downturn since 2001. Gross Domestic Product rose only slightly; tax revenues have fallen since 2001, a trend that has been heightened by changes to tax law, all of which has led to a tight public budgetary situation.

6. On the Hamburg labour market the effect can currently be felt in rising unemployment². After a recovery phase around the year 2000 the unemployment rate in Hamburg reached the 10% mark again in 2003³. Unemployment in Hamburg is thus above the west German average, the labour market situation is much more unfavourable than that in the southern German metropolitan regions. The reintegration of the unemployed is made more difficult by the fact that almost one in two of the unemployed have no vocational qualifications. Foreigners are disproportionately affected by unemployment (18.2%, in comparison to 10% in the population as a whole in 2002), approximately three quarters have no vocational qualifications.

Education Expenditure⁴

7. All of the public expenditure to finance education is listed in the budget of the Free and Hanseatic City of Hamburg (there are no other local authority sponsors as in most of the other German *Länder*), in particular in the budget of the Authority for Education and Sport with an overall volume of € 1,808.5 million in 2003, accounting for a 19% share of Hamburg's total budget. This does not include the costs for teacher training at Hamburg's higher education institutes, which come under the budget of the Authority for Science and Research. On the other hand, it must be remembered that the budget of the Authority for Education and Sport also includes tasks such as promoting sport. Above and beyond the school system (general and vocational schools), the department also comprises child day care (caring for babies, children of pre-school age and care for schoolchildren outside school), vocational training and further training and adult education. In comparison to 2002, expenditure has fallen by 1%, however an increase of just under 3% has been scheduled in the draft budget for 2004. Expenditure in 2003 comprises personnel expenditure in the amount of € 1099.8 million (share of 60.8%), material and technical expenditure in the amount of € 598.9 million (33.1%) and investments in the amount of € 109.6 million (6.1%).

8. Personnel expenditure for teaching and other staff in schools account for the lion's share with € 1019.4 million, the other personnel costs are incurred by the costs for the personnel in the Authority and the institutions subordinate to it (e.g. for initial and in-service teacher training or for various counselling and support services).

² Source: Hamburg Statistics Office, "*Jahreszeitreihen*" [Seasonal Series] as well as "*Monatszahlen*" [Monthly Figures] at http://www.hamburg.de/fhh/behoerden/behoerde_fuer_inneres/statistisches_landesamt/zahlenspiegel.htm

³ By way of comparison: the Hamburg unemployment rate rose into double figures for the first time in the first half of the 1980s and reached a high point of 13.9% in 1987, then recovered in the early 1990s, to reach a high point of 13% again in 1997.

⁴ Sources: Free and Hanseatic City of Hamburg, Draft Budget 2003, Individual Plan 3.1 Authority for Education and Sport; Financial Report of the Free and Hanseatic City of Hamburg, 2002 and 2003

9. If the personnel expenditure and the material and technical expenditure for the schools (the latter amount to € 207.6 million), but not the investment, are related to the individual pupil, the following annual costs per capita for 2003 result for the various school types or stages (cf. Chapter 2 for a description of the school types):

- Pupil in primary school	€ 4933
- Pupil in general secondary school (<i>Hauptschule</i>)	€ 5954
- Pupil in intermediate secondary school (<i>Realschule</i>)	€ 5220
- Pupil in the lower level of grammar school (<i>Gymnasium</i>)	€ 5193
- Pupil in the senior level of grammar school (<i>Gymnasium</i>)	€ 6300
- Pupil in the lower level of comprehensive school (<i>Gesamtschule</i>)	€ 5788
- Pupil in the senior level of comprehensive school (<i>Gesamtschule</i>)	€ 6667
- Pupil at a vocational school (part-time teaching)	€ 2654
- Pupil at a vocational school (full-time teaching)	€ 5298

10. Schools in the private sector (denominational schools, private Rudolf Steiner schools, etc.) receive state financial aid under the provisions of the Hamburg Act concerning Schools in the Private Sector. In 2003 this aid totalled € 70.7 million. The calculation is made on the basis of a pupil cost rate, which is derived according to a complex calculation method from the teaching staff expenditure at state schools. Added to this is a supplement for building expense. State financial aid covers the majority of costs for schools in the private sector at approx. 60%, a rise in cost coverage to 80% is planned. No data are available on the level of the expenditure of the school sponsors.

11. In the field of vocational training, public funds go to the vocational school system, but also in the form of grants that are paid according to the principle of subsidiarity if certain public expenditure is not transferred to state bodies (e.g. vocational training promotion for disadvantaged adolescents). Furthermore, it must be remembered that the companies involved in vocational training in the dual system (parallel training in the company and with part-time attendance at the vocational school) spend considerable amounts that, however, cannot be documented for Hamburg here.

Schools and the Teaching Workforce in the Public Perception

12. In the Hamburg media, among parents and local industry, there is great interest in the education policy of the Hamburg Senate. In recent times, the focus of concern was the performance of the Hamburg school system, which was empirically confirmed by the less than satisfactory results of the PISA study and student assessment studies specific to Hamburg, after there had been complaints in Hamburg industry for some time. Whereas the parents share these concerns, the criticism here was more about cancelled lessons or insufficient staffing levels or material equipment in the schools.

2. THE SCHOOL SYSTEM AND TEACHING WORKFORCE

Structure of the Hamburg School System and Development Trends

13. The Hamburg school system broadly encompasses the same types of school as the school system in the Federal Republic of Germany in general, albeit with a different quantitative spread.

14. Compulsory education starts at the age of 6 (children who are 6 years of age by 30 June, have to start school as of 1 August). What are specific to Hamburg are reception classes for 5-year olds, attendance at which is voluntary and free of charge; around half of this age group avails itself of this service. Unlike the child day care facilities, which mainly care for children between the ages of 3 and 6, but also younger and older children (outside school hours), reception classes are part of the school system. Full-time compulsory education is 9 years.

15. The primary stage corresponds to 4 years of primary school together for all children. Overall⁵, in Hamburg there are state primary schools at 235 locations (school year 2002/3), of which 149 are independent and the remaining ones are part of an administrative unit comprising several types of school. In the school year 2002/3 the number of pupils was 52,933 in 2250 classes. Added to this are 660 pupils in the *Förderschule* (remedial schools)⁶ and 1719 in special schools⁷, who cannot be educated in standard schools with integration measures. Furthermore, there are schools in the private sector (denominational schools, private Rudolf Steiner schools) as primary schools or as schools with a primary sector at a total of 27 locations, with 5935 pupils in the primary sector.

16. After attendance at a primary school, the parents or the persons with parental responsibility, decide on the choice of a type of secondary school, supported by the primary school's aptitude recommendation, as stated in Article 42 of the Hamburg Schools Act. The validity of the parents' right to choose is not changing, but currently more importance is being attached to the advice and diagnosis of the primary school. In this connection, the standards for Year 4 formulated in the new educational plans will have a role to play, as will the information on performance in the form of numerical marks and a supplementary report on assessing working and social behaviour that will be mandatory for reports above Year 3.

17. As illustrated in the graphs in the Annex, the pupils can transfer to one of the following secondary schools: *Hauptschule* and *Realschule* (general and intermediate secondary school as one organisational unit in contrast to other *Länder*), *Gymnasium* (grammar school), *kooperative Gesamtschule* (cooperative comprehensive school) or *integrierte Gesamtschule* (integrated comprehensive school). All types of school provide a general education.

18. *Hauptschule* and *Realschule* give a basic general education to their pupils. The latter has higher demands of performance and awards higher qualifications. Whereas there is no distinction in the orientation stage (Years 5 and 6), above Year 7 there are separate courses of education, unless a school is participating in the pilot scheme "*Integrierte Haupt- und Realschule*". Both types of school are mainly suited to pupils who want to start vocational training, either after nine years upon conclusion of full-time compulsory education in the *Hauptschule* or after ten years in the *Realschule*. But high performing pupils also have the opportunity to switch to a grammar school course of education (courses starting in Year 7 or 9) or to attend senior general secondary education at a comprehensive school or a business or technical grammar school (*Wirtschaftsgymnasium*, *technisches Gymnasium*). Traditionally, great importance is attached to the flexibility between the various types of school in Hamburg; the aim is to prevent irrevocable decisions about a future course of education at a very early age.

⁵ Source: Statistical information 1/2003, Authority for Education and Sport

⁶ Schools for children and adolescents with learning disabilities

⁷ Schools for children and adolescents with various physical and mental disabilities; the statistics also include speech therapy schools.

19. The *Gymnasium* prepares for the university entrance qualification (“*Abitur*”), which entitles a student to study in higher education. This course of education will be shortened from 9 to 8 years with the same volume of teaching following the amendment of the Hamburg Schools Act (cf. graphs in the Annex for a comparison of the system before and after the reform). The reform will affect all pupils who started Year 5 of the *Gymnasium* in the school year 2002/3. In the years ahead it will lead to considerable structural changes in this school type.

20. Finally, the cooperative comprehensive school and the integrated comprehensive school can be chosen. The two cooperative comprehensive schools are schools with an orientation stage in Years 5 and 6 and *Hauptschule*, *Realschule* and *Gymnasium* classes above Year 7 in one administrative unit. By contrast, the integrated comprehensive schools teach all pupils up to Year 10 together, although in the core subjects there is successive streaming and optional courses allow a degree of specialisation. The integrated comprehensive schools lead to qualifications from the other secondary school types and, after attendance of Years 11-13 (*Gymnasiale Oberstufe*), to university entrance qualification. This means that, since the shortening of the grammar school education to 8 years, the route to the *Abitur* at a comprehensive school will take one school year more (12 years for the *Abitur* at a *Gymnasium*, 13 years for *Abitur* at a comprehensive school). Cf. Annex.

21. Added to this are remedial schools and special schools, which take pupils who cannot be educated in standard schools with integration measures.

22. The quantitative conditions (as of: autumn 2002) in the lower level of secondary education (Years 5-10) can be seen in the Table below. For comparison with the state schools, the numbers of pupils at schools in the private sector (see also paragraph 34) have also been included.

Table 1. Statistical Data on the Lower Level of Secondary School

	No. of state schools	No. of classes (state schools)	No. of pupils (state schools)	By way of comparison: No. of pupils at schools in the private sector
<i>Hauptschule</i> and <i>Realschule</i>	79	969	22 779	2 842
<i>Gymnasium</i>	67	1 261	32 861	2 271
Cooperative comprehensive school	2	56	1 469	-
Integrated comprehensive school	38	952	23 662	1 989
Remedial school	21	268	3 365	-
Special school	19	153	1 368	296

Source: Statistical information 1/2003, Authority for Education and Sport

23. Demand for the types of school is subject to fluctuations, which have been in favour of the grammar schools and the comprehensive schools in the long term and to the detriment of the other types of secondary education, although there has been some stabilisation in the last 10 years. For example, in 2003, 23.5% of children were registered for *Hauptschule* and *Realschule* (which is a single type of school in Year 5) for the school year ahead (by way of comparison: in 1983 there were 38.4%, 1993 24.1%), 43.7% for *Gymnasium* (by way of comparison: 1983 36.4%, 1993 40.0%), 30.0% for integrated comprehensive schools (by way of comparison: 1983 20.9%, 1993 32.5%)⁸.

⁸ Source: Statistics Department in the Authority for Education and Sport

24. In Year 7, when the future school career of the majority of pupils in lower secondary education has already been decided, the spread according to the school types is as follows (as of 2002)⁹:

- <i>Hauptschule</i>	11.1%
- <i>Realschule</i>	13.0%
- <i>Integrierte Haupt- und Realschule</i> (Pilot scheme integrating <i>Hauptschule</i> and <i>Realschule</i>)	5.1%
- <i>Gymnasium</i> :	37.2%
- <i>Gymnasium</i> (starting in Year 7):	1.2%
- <i>Integrierte Gesamtschule</i> (Integrated comprehensive school ¹⁰):	26.5%
- <i>Förderschule</i> (Remedial school):	4.4%
- Special school:	1.5%

25. At the end of lower secondary education, depending on the type of the course of education, the pupils receive various qualifications and entitlements, for which exams are required under the amendment of the Hamburg Schools Act, comprising central elements (i.e. applicable in all of Hamburg's schools). These are the *Hauptschulabschluss* (basic secondary school leaving qualification) after Year 9 and the *Realschulabschluss* (intermediate secondary school leaving qualification) after Year 10, which can also be acquired at comprehensive schools and grammar schools.

26. After lower secondary education, the *Gymnasium* (grammar school) and the *Gesamtschule* (comprehensive school) conduct a general educational senior level leading to the university entrance qualification (*Abitur*). Following the amendment of the Hamburg Schools Act this senior level is for 2 years instead of 3¹¹ at grammar schools, and 3 years at comprehensive schools. Other routes to university entrance qualification are the *Wirtschaftsgymnasium* and *technisches Gymnasium* (business grammar school and technical grammar school) which are vocational schools with a 3 year course of education, and night schools and the *Hansa-Kolleg* for adults.

27. The senior level of state general education schools is currently (as of: 2002)¹² attended by 15,886 pupils, 12,785 of whom are at grammar schools (currently still in a 3-year senior level), the rest at comprehensive schools. 2568 young people are registered at business grammar schools and technical grammar schools; night schools and the *Hansa-Kolleg* have 570 and 177 pupils respectively. 1588 pupils attend the senior level of private schools. In 2002 there were 4958 candidates for the *Abitur* at state schools, 3583 at grammar schools, 767 at comprehensive schools, 494 at business and technical grammar schools and 114 at night school and the *Hansa-Kolleg*.

28. After successful completion of general education school, young people can choose between courses of education at vocational schools or an apprenticeship in the "Dual System" (in-company training with part-time attendance at vocational school). But also those pupils who leave lower secondary education without any qualifications¹³ remain in education because they are still subject to compulsory vocational education.

29. Hamburg's vocational education system (state sector) comprises 48 schools with a total of 250 educational channels, 2746 classes and 56,331 pupils, 36,622 of whom attend part-time education (as

⁹ Source: Statistics Department in the Authority for Education and Sport

¹⁰ The pupils at cooperative comprehensive schools are subsumed under *Hauptschule*, *Realschule* and *Gymnasium* above Year 7.

¹¹ Affects pupils who started grammar school in the school year 2002/3.

¹² Source: Statistical information 1/2003, Authority for Education and Sport

¹³ In 2002 19.4% of pupils who left a *Hauptschule* left school without any qualifications. The figure for integrated comprehensive schools was 12%, for the integrated *Hauptschule-Realschule* pilot scheme 10.7% and for remedial and special schools 86% and 86.7% respectively.

Source: Statistics Department in the Authority for Education and Sport

of: autumn 2001)¹⁴. The types of school and/or educational courses cannot be presented in detail here because there are so many of them and they are so diverse.

30. The majority of pupils take part in vocational training in the dual system and attend vocational school on a part-time basis (so-called *Berufsschule*); the rest of the apprenticeship is done on the basis of an apprenticeship contract. The completion of vocational training can also include acquisition of the entitlements of the *Hauptschule* leaving certificate and the *Realschule* leaving certificate. At the same time, vocational schools offer full-time courses that either award a vocational partial qualification (e.g. in the commercial or health sector) that prepares for further training, or a full qualification allowing entry into working life (e.g. in the health professions or technical assistance professions). The courses are known as *Berufsfachschule* and last for 1-3 years, some following on from a *Hauptschule* leaving certificate, some from a *Realschule* leaving certificate. Students with qualifications from a *Berufsfachschule* can also catch up on entitlements from general education schools, in particular the *Realschule* leaving certificate. The vocational school sector also includes other types of courses at a more advanced level, *Fachoberschule*, *Fachschule* and *berufliche Gymnasien* (business and technical grammar schools). The *Fachoberschule* leads to a higher education entrance qualification for non-university institutions, the *Fachschule* provides further vocational training and sometimes also leads to a higher education entrance entitlement, the business and technical grammar schools award a general university entrance qualification. Finally, the vocational schools offer various training courses for young people without school leaving qualifications that prepare them for vocational training and provide German language tuition if necessary; allowing them at the same time to catch up on general secondary school leaving certificates.

Responsibilities in the School System

31. The Free and Hanseatic City of Hamburg is solely responsible for legislation pertaining to and administration of the Hamburg school system, in line with the constitutional principle of the cultural sovereignty. For example, on 27 June 2003 the *Bürgerschaft* (i.e. the parliament) of the Free and Hanseatic City adopted an amendment of the Hamburg Schools Act, which will bring about a number of important changes to the school system. More detailed regulations will be decreed by means of ordinances.

32. The Authority for Education and Sport is responsible for the design and administration of the school system. It bears the overall responsibility for planning the courses of education and curriculum development, for school research and school developments, for the supervision of schools and the pedagogical staff, for the selection, recruitment and, where applicable, dismissal of pedagogical staff and for financing the schools.

33. Whereas no fundamental changes are planned here, it must nevertheless be noted that the degree of autonomy of the schools has increased since the 1990s. In the field of school development and curricular orientation, the obligation to draw up school programmes has meant that the schools set individual focuses for teaching, education and school life within the context of the timetable and curriculum demands. In the field of personnel management, the schools take on the tasks of staff development and staff selection more actively than in the past. Whereas the formal responsibility for assigning staff remains with the Authority, there are various informal means of participation for the schools in selecting staff. Within the context of so-called “precise school recruitment”, some of the teaching jobs are advertised and filled by the schools, which in this way can formulate the special requirements and areas of responsibility for future colleagues. The assignment of budget funds for management under the school’s own responsibility is another development towards more independence (so-called budgeting). Resource management under a school’s own responsibility in areas such as buildings maintenance and school equipment is now the rule at vocational schools and has been introduced in many general education schools.

¹⁴ Source: Statistical information 1/2003, Authority for Education and Sport

Schools in the Private Sector

34. Under the Hamburg Act concerning Schools in the Private Sector, non-state schools need a licence and are subject to supervision by the Authority for Education and Sport. The licence presupposes that the educational goals of the school concur with the Hamburg Schools Act and that the school facilities and teacher training ensure that these goals are achieved. The economic and legal position of the teachers must be adequately secured, the pupils may not be selected according to their parents' wealth. The requirements of teacher training have been met if they are equivalent to the academic training of teaching staff at state schools. The authority of a state school (holding examinations, awarding certificates) may be transferred to a school by means of state recognition. The schools are administered and the teaching staff employed in the responsibility of the private school sponsors. For state financial aid cf. paragraph 10.

Teaching Staff Numbers

35. In 2002 (as of: 31 December) a total of 15,520 teachers were employed at Hamburg's schools, 6330 men and 9327 women (60.1%); another 949 teachers were on leave. The proportion of part-time employees among the active teaching staff is 39.6%. According to the job index, 13,700 jobs as full-time units are available. Due to part-time employment and leave, far more people can find a job as a teacher (approx. 18%) than if all of the jobs were filled with full-time employees. This means that a highly welcome employment effect is achieved on the labour market. The teachers are spread among the types of school as follows:

- Primary and lower secondary schools 5285 (proportion of women 78.9%)
(*Hauptschule, Realschule*)
- Special schools 1113 (proportion of women 76.2%)
- Grammar schools (*Gymnasium*) 3363 (proportion of women 46.5%)
- Comprehensive schools 2813 (proportion of women 57.4%)
- Vocational schools 2946 (proportion of women 38.5%)

Teacher Shortage

36. The demand for teaching staff is identified on the basis of reports from school heads, assessed by school inspectors and evaluated on the basis of the medium and long-term teacher requirement forecasts. There is currently no absolute shortage of applicants for the school service in Hamburg. A total number of 1489 applications for recruitment into the Hamburg school service were received in 2002, contrasted with 556 teachers actually recruited, 338 of which were into permanent positions.

37. There is a subject-related shortage of teachers in grammar schools in physics, Latin and Spanish. In primary and lower secondary schools (*Hauptschule, Realschule*) there is a shortage in mathematics, physics, chemistry, music and fine art. At vocational schools, as a consequence of falling numbers of teaching graduates with a simultaneous increase in the number of retirements, shortages of teachers in specific subjects are foreseeable, especially in the vocational disciplines of electrical engineering and metallurgy.

Representation of Interests by Teachers

38. Within the context of the participation rights provided for in the Hamburg Schools Act, the so-called Chamber of Teachers, whose 40 members are elected by teachers, offers the opportunity to take up a position on the Authority's plans, raise objections and make their own proposals. The Chamber of Teachers is active in schools and in the public with its position papers and, together with the Chambers of Parents and Pupils, takes part in political events. The members come from two teaching unions, the *Gewerkschaft Erziehung und Wissenschaft* [Education and Science Union] and the *Deutscher Lehrerverband* [German Association of Teachers]. These two associations also represent the professional interests of their members in the public education policy discussion by means of

statements and protest campaigns. A current subject of debate is the introduction of a new working hours model for teachers (cf. paragraph 84), which the associations vehemently reject.

3. ATTRACTING ABLE PEOPLE INTO THE TEACHING PROFESSION

Identification of the Main Policy Concerns

39. The teaching profession in Germany is still a highly attractive profession, as can be seen by the crisis-proof employment in the civil service and a competitive salary compared with the labour market for university graduates in general. This is the case irrespective of the fact that the social recognition of the teaching profession in Germany has fallen somewhat. However, the demand for employment in the school service in Hamburg clearly exceeds the number of vacant positions. The situation is similar for demand for admittance to the preparatory service (*Vorbereitungsdienst*) after university studies (cf. Chapter 4). Yet, there is in fact a shortage of applicants in various subjects, in particular in the scientific and technical sphere. Here, lateral entrants who had not originally completed a course of study for the teaching profession must be recruited to teaching. The imbalance in the age structure of the teaching profession is a problem in the medium term. Only 19.58% of all teachers in the Hamburg school system are currently under 40 years of age, but 31.36% are over 55. The average age is 49.21 years.

Data, Trends and Factors

40. The teaching profession is accessed via special courses of study for the teaching profession and pedagogical practical training in the so-called preparatory service, as shown in Chapter 4. Teachers with different university qualifications (mainly so-called *Diplom* degrees in scientific and technical subjects) are an absolute minority to date. However, due to a shortage of teachers, since 2002 graduate physicists with the subsidiary subject of mathematics or IT have been courted for lateral entry into the preparatory service for teaching at grammar schools. Applicants with a degree in electrical engineering or metallurgy are being recruited for lateral entry into the teaching profession at vocational schools. For a few highly specific vocational subjects, for which there is no corresponding offer of a course of study for the teaching profession, such as pharmacy or law, the recruitment of lateral entrants is standard. The response to the offer published on the internet has been good. Further developments remain to be seen, but the proportion of student teachers who do not come from courses of study for the teaching profession should not exceed 30 % in order to enable integration and mutual learning.

41. The future teachers in the Hamburg school service are mainly, but not only, recruited from graduates from Hamburg's higher education establishments. Data on the number and social composition of students for a teaching position in Hamburg are not available at the Authority for Education and Sport, neither are surveys on motives for choosing the profession. But it can be assumed that the decision to study for the teaching profession instead of a different course of study in the same discipline was made consciously in favour of the teaching profession and that the young men and women see this as a decision for their whole working life.

42. Experience shows that not all students for the teaching profession go on to apply for the preparatory service. Nothing is known about these motives. On the other hand, the applicants accept waiting times of up to three years due to the great demand for places in order to complete their training as a teacher with the Second Civil and Public Service Examination (*Zweite Staatsprüfung*) and to be able to apply for the school service (within these time deadlines there is a legal entitlement to acceptance in the preparatory service). The proportion of student teachers who did not sit the First Civil and Public Service Examination in Hamburg is around 35 %.

43. After successful completion of the preparatory service, the young teachers can apply to be taken on in the Hamburg school service, but not all of them can expect a job, whether on a fixed-term contract or permanent. Many therefore also apply to other *Länder* of the Federal Republic. On the other hand, people with the First and Second Civil and Public Service Examination whose training was some time in the past also apply for jobs. Recruitment to the school service in recent years has increasingly included teachers who had done other jobs in recent years – due to unemployment among teachers.

44. Resumption of the teaching profession after a break is usually after various forms of leave (cf. Chapter 6). Leaving the profession by handing in notice is very rare; subsequently rejoining the profession would probably hardly ever happen.

45. As far as the financial aspect of the teaching profession is concerned, the teaching professions correspond to other careers in the public sector requiring a comparable education. Teachers are classed in salary groups that apply to the public sector as a whole and also enjoy all of the other social benefits of the public sector. 92.45% of teachers in the Hamburg school service are civil servants and thus have the security of a job for life¹⁵. The teaching profession has thus remained attractive in spite of working conditions becoming more difficult. Interest in the profession seems to tend to increase in times of economic uncertainty and rising unemployment. Nevertheless, some salaries for graduates in the private sector are much higher and, in particular, the prospects for promotion are more favourable (the number of managerial functions in the school system is comparatively limited). Well-qualified graduates in scientific, engineering or economic disciplines benefit from this and they then turn their backs on a career in the school service (sometimes even if they have completed a course of study for the teaching profession at university).

Policy Initiatives and Their Impact

46. Apart from recruiting interested parties to the teaching profession in subjects with a shortage of teachers, no special measures are planned to recruit teaching staff.

47. Hamburg does not hire any teachers from other *Länder* in the Federal Republic of Germany, neither from EU or non-EU states. But applications from teachers from EU states who will be prepared for the Hamburg school system by means of an adaptation course are welcome. The proportion of teachers in the Hamburg school service that do not have German nationality is currently just under 1%.

48. Proof of pedagogical and work-related qualifications in the First and Second Civil and Public Service Examinations will be given more importance in future; the core curricula and standards for courses of study for the teaching profession and the preparatory service will take account of these requirements (cf. Chapter 4). Mobility is to be encouraged, in particular by requiring all of the teachers newly recruited since 2000 to change school within the first ten years of service. In future, this criterion will be more greatly appreciated in promotion and the filling of administrative positions.

¹⁵ The other teachers are employed as salaried employees, either because they have a fixed-term contract or because they do not meet the personal requirements for the civil service.

4. EDUCATING, DEVELOPING AND CERTIFYING TEACHERS

Identification of the Main Policy Concerns

49. Against the background of rapid social change and altered conditions for the professional action of teachers, in the last 5 years high priority has been given to a reform of teacher training, both at pan-German level and in the Free and Hanseatic City of Hamburg. In this connection, the Hamburg Commission on Teacher Training was set up in 1999 and one year later submitted its "Recommendations for the Further Development of Teacher Training in Hamburg". This was preceded by the deployment of a Commission on questions concerning the development of teacher training by the Conference of Education Ministers, the results of which set the framework for development by the *Länder*. Both Commissions were made up of representatives from education administration, higher education establishments and training institutions as well as the social environment.

50. A key statement from the Hamburg Commission for Teacher Training says that teacher training pays too little attention to the development problems of the profession and currently is not organised appropriately. As far as training is concerned, the Commission believes that the training phases at higher education institutions and the state study seminar (pedagogical practical training) should be better harmonised by means of mandatory cooperation structures and the development of core curricula and should be more clearly directed to the requirements of the profession. Furthermore, the training of teachers should take a holistic view of the training phases and on-the-job learning as well as human resources development. Only in this way can teachers be prepared to the constantly changing challenges of the profession and thus allow a permanent system development.

Data, Trends and Factors

Studying for a Teaching Position

51. As in all of the *Länder* of the Federal Republic of Germany, access to the teaching profession is usually via a course of study for the teaching profession at a university (or possibly a school of art or music). The same conditions apply to matriculation as apply to access to university education in general (in particular, a requirement is the general university entrance qualification); no aptitude tests are held (with the exception of sport and artistic subjects). The course of study is completed with the "First Civil and Public Service Examination", which is governed by a state examination code.

52. In Hamburg, a distinction is made between four types of teacher, corresponding to four different courses of higher education study:

- the teaching profession for the primary and intermediate level (i.e. at primary schools, *Hauptschule* and *Realschule* and the lower level of comprehensive schools)
- the teaching profession for special schools
- the teaching profession for the senior level of general education schools (i.e. at grammar schools and in the senior level of comprehensive schools)
- the teaching profession for vocational schools

53. The common feature of all courses of study is a standard period of study of 8 semesters plus the exam time. Studies comprise a total of 160 *Semesterwochenstunden* (i.e. 160 teaching hours, each for the period of a semester of 12-14 weeks) the proportion of education science teaching amounting to 25%. School placements of at least 12 weeks are required for teaching careers at general education schools, candidates for teaching careers at vocational schools must prove practical employment of 12 months prior to starting the course of study and 4-8 weeks of placement during the course of study. Training is always in at least two academic subjects (alongside educational science), with different combination options depending on the type of school. Thus, future teachers in the primary and lower secondary level study two teaching subjects with 40 teaching hours, each for the period of one semester, as well as primary school pedagogy. By contrast, teachers at special schools study one

teaching subject, but two special pedagogical disciplines (e.g. pedagogy for the blind or the deaf), equally with 40 *Semesterwochenstunden*. The course of study for teaching at the senior level of general education schools comprises two teaching subjects of 60 *Semesterwochenstunden* each, the course of study for teaching at vocational schools one discipline in vocational education with 80 and a general education teaching subject with 40 hours respectively. A course of study for the teaching profession therefore integrates pedagogical, didactic and practical sections of study related to the teaching profession (that is why it is called the “integrated” model of teacher training), unlike courses of study for a *Diplom* degree or a Master’s degree. The actual length of studies is much higher than 8 semesters. The aim is to reduce the length of time studied (cf. recommendation of the Structural Commission to the Senator for Science and Research).

Preparatory Service and Access to the Profession

54. Higher education studies alone do not qualify a person to practise the teaching profession. The requirement for recruitment as a teacher is also practical pedagogical training within the so-called preparatory service (lasting for 18 months, in Hamburg this period has just been reduced from 24 to 18 months). This is where student teachers acquire the pedagogical and didactic skills they need for the profession. As well as training within the school (currently 12 hours, 3 of which are usually jobshadowing and 9 hours training teaching under instruction and independent training teaching) and in general seminars and subject seminars (currently also 12 hours), the student teachers acquire interdisciplinary supplementary qualifications and reflect important aspects of the role and personality of the teacher in teacher training. This training is funded by the Training department of the newly established Hamburg Institute for Teacher Training and School Development (formerly State Study Seminar). The preparatory service concludes with the “Second Civil and Public Service Examination”, which is governed by a state examination code.

55. In subjects with a shortage of teachers, lateral entry to the preparatory service for the teaching profession is possible with degrees other than the First Civil and Public Service Examination.

56. Schools in the private sector usually also employ teachers with First and Second Civil and Public Service Examinations. It is an absolute requirement for the licensing of a school in the private sector that the academic training of the teaching staff is equivalent to that of teachers at state schools. Some schools in the private sector have their own requirements for recruiting teachers (e.g. the private Rudolf Steiner schools).

Initiation Phase

57. In the opinion both of the Commission of the Conference of Education Ministers and of the Hamburg Commission for Teacher Training, the initiation phase is very important for the professional socialisation and skills development of teachers. A successful start in the profession requires back up that is close to the school, related to skills and is cooperative. The willingness to reflect one’s own pedagogical action should be supported and structures for exchange and advice between colleagues should be established. The specific viewpoints and talents of the young teachers should be made productive for the further development of the school.

58. The recommendations led to the establishment of a pilot project “Initiation Phase”, which is being tested and evaluated in the school years 2002/3 and 2003/4. Participation is currently open on a voluntary basis to all newly recruited teachers. A helping hand to school heads and newly recruited colleagues should create transparency with regard to the expected and required integration steps (e.g. provision of a school sponsor, appointing a personal contact in the head’s team, the heads’ attention to the strengths and talents of young colleagues and targeted use of the viewpoint of young teachers for school development). The requisite projects will be strengthened by further training for heads and in conjunctions with the school inspectors.

59. The In-service Training department in the newly established Hamburg Institute for Teacher Training and School Development (formerly Institute for In-service Teacher Training) has developed a

large number of offers that are aimed specifically at young teachers just starting out on their careers, e.g.:

- a starting event at the beginning of the school year for the new teachers with provision of information materials of all kinds, introduction to colleagues according to school types and reference to events for new teachers;
- establishment of exchange groups related to school types, each for a maximum of 15 young colleagues that will meet once a month. The groups will be headed by experienced moderators, who are also available for personal advice and help;
- short-term offers based on the participants' wishes;
- exchanges where the young colleagues present ideas and material to each other;
- individual coaching offers and supervision;
- internet-based information platforms and e-learning.

In-Service Training and Human Resources Development

60. In-service training for teachers was offered by a separate facility, the Institute for In-service Teacher Training, until recently. In April 2003 this facility was subsumed as the In-service Training department in the newly established Hamburg Institute for Teacher Training and School Development. The bringing together of the Initial and In-service Training sectors in the new Institute is designed to improve the substantial, personnel, organisational and target-group specific interaction between the training and further training of teaching staff.

61. The objective of in-service training for teachers is to effectively and expertly support Hamburg's schools and teachers in the further development of school and teaching quality. The initial and in-service training as well as support and counselling measures are based on the standards of professional action, on focuses in education policy, the results of external and internal evaluation and findings from school research. The training and counselling offers also refer to the schools' planning for teaching, personnel and organisational development and are sometimes carried out decentrally upon request of, and in cooperation with the schools.

62. The focus is on measures to increase the quality of teaching in schools and on implementing the new curricula. Since the reorganisation of in-service training earlier this year around 40% of the training capacity have been devoted to increase skills in the fields of language, mathematics and natural sciences and to encourage educationally disadvantaged pupils. Another complex of measures includes the project "Systematic School Development" at a total of 60 schools, which aims to build up an evaluation and qualification system within schools. Current education policy reform plans, such as the expansion of all-day schools or the introduction of central examinations, are backed up by further training events. In-service training offers are continuously evaluated.

63. The in-service training options comprise a diverse range of events, most of which are voluntary, as well as mandatory events. A small number of the measures specifically prepares for assuming new functions (e.g. the position of a head) or tasks (e.g. advisory activities), with the possible prospect for the participants of being able to apply for promotion or an administrative position. The new version of the Schools Act stresses the obligation of teaching staff for in-service training; its extent (30 hours per year) is laid down in the newly adopted Working Hours Ordinance.

Policy Initiatives and Their Impact

Reforming Teacher Training

64. The Hamburg Commission for Teaching Training mentioned in paragraph 49 has submitted detailed proposals for the reform of teacher training in Hamburg, the implementation of which has already started. The key points of the reform are:

- establishing and deploying core curricula in the courses of study for the teaching profession and in the preparatory service,
- reorganisation of placements,
- priority themes in training (new media, heterogeneity, school development),
- shortening the preparatory service,
- designing the initiation phase,
- mandatory in-service training and
- reforming the examination system (establishment of a credit point system).

65. To be able to implement the measures the Senate of the Free and Hanseatic City of Hamburg has set up a project structure. The development project “Reform of Teacher Training” is headed by a steering group and a project group, involving members from higher education institutions, the Hamburg Institute for Teacher Training and School Development and the authorities. The Teacher Training steering group has formulated development tasks, the Teacher Training project group organizes the implementation process and controls individual projects. To encourage cooperation 28 teacher training societies have been founded. The societies were founded according to subject groups and profession groups. The members of the societies are representatives of each discipline, the subject didactics, educational science, the Hamburg Institute for Teacher Training and School Development (Initial Training department and In-service Training department) and the authorities (responsible experts and/or school inspectors).

Core Curricula in Teacher Training

66. One of the biggest and most important projects within the context of the reform of teacher training is the development of core curricula. The societies have been commissioned to support the process of drawing up core curricula in the higher education establishments and at the State Study Seminar (now the Training department of the Hamburg Institute for Teacher Training and School Development) and to carry out the necessary harmonisation processes between the phases. Core curricula should meet the following requirements:

- be limited to central, essential contents and competencies,
- relate to the current state of the art in the discipline,
- be compiled with a view to the school profession and
- it should be possible to connect the phases.

67. The much lamented arbitrariness of the training contents should be replaced by a binding specification of subjects that comprise approx. 50% of the training time. The remaining 50% should be aimed more on training a researching habit and on setting special focuses. The normative and binding nature of the teaching on offer on the one hand and the formation of a stronger profile in an individual course for students and student teachers in the practical phase are not mutually exclusive, much rather they are two sides of the same coin.

68. Core curricula not only serve the purpose of greater transparency of studies and training, in particular they are also linked to processes of quality development and are a key instrument of standard setting. In Hamburg, the development of core curricula is linked to the formulation of standards. The individual faculties of the higher education establishments and the Training department of the Hamburg Institute for Teacher Training and School Development take care of this, the societies are the body of cooperation and harmonisation. In January 2003 the then State Study Seminar (now Training department of the Hamburg Institute for Teacher Training and School Development) submitted core curricula for all areas of training, testing has started. The faculties at the higher education establishments involved in teacher training submitted their core curricula in the spring of 2003 and will start testing them from the winter semester of 2003/4.

Structural Reforms in the Hamburg Higher Education Sector

69. Whereas the Hamburg Commission for Teacher Training mainly made proposals on the reform of the contents of teaching training, which are now being implemented, a commission appointed by the Science Senator made recommendations on structural reform in the Hamburg higher education system at the beginning of this year, which will not be without an impact on teacher training, at least in the medium term. Against the background of growing internationalisation and compatible study structures throughout Europe (with reference to the declaration of the European Education Ministers in Bologna in 1999), this commission proposes the introduction of courses of study for Bachelor's and Master's degrees. The transfer of this model to teacher training would entail a major structural change insofar as the current integrated model (combination of pedagogical studies and subject studies, cf. paragraph 53) would be replaced by a consecutive Bachelor's and Master's model (subject studies followed by pedagogical studies). As a replacement for the German *Diplom* and *Magister* courses of study, the Senate of the Free and Hanseatic City of Hamburg has now decided to introduce Bachelors and Masters courses at all higher education establishments in Hamburg. In which way this change in course structure will be transferred to teacher training has been left open by the Senate. Examinations are currently ongoing as to whether the plans of the *Länder* Rhineland-Palatinate, Bremen, North Rhine-Westphalia, Lower Saxony and Schleswig-Holstein for a Bachelors and Masters structure in teacher training could also be important for Hamburg. In the deliberations in Hamburg, professionalisation, teaching qualifications in two subjects, early contact with practice and cooperation between the phases (higher education establishments, preparatory service, further training) form the basis for a further development of the courses in teacher training. The current teacher training courses should be continued for a longer period. In addition, in the winter semester 2004/05 a Masters course in educational science is to be set up for lateral entrants to the teaching profession.

5. RECRUITING, SELECTING AND ASSIGNING TEACHERS

Identification of the Main Policy Concerns

70. The assignment of personnel from a central office less and less meets the needs of the schools as well as the applicants for teaching posts and it falls short of the goal of matching the schools' requirements and candidates' qualifications with a view to the special profile of schools. Therefore, decentralised selection processes are becoming more important.

Data, Trends and Factors

71. Those interested in a job in the Hamburg school service apply to the Authority for Education and Sport. Formally, the application is for the Hamburg school service as a whole, but wishes for specific schools or districts are considered. The requirements for recruitment are free jobs that can be filled and the need for particular subjects at a school. The school inspectors of the Authority for Education and Sport ensure a balanced distribution of teachers between the schools and types of school.

72. In the so-called "precise school recruitment" at grammar schools and vocational schools (around 20% of all recruitment) the teacher applies specifically to a school. Free jobs are advertised, also on the Authority's website. The intention is to increase the rate of precise school recruitment. The method gives the heads new prospects for selecting staff, but also has advantages for the applicants who can apply directly to a school and submit their personal qualifications.

73. Student teachers who are just about to complete the preparatory service have the opportunity to make direct contact with the personnel staff at the Authority for Education and Sport. Graduates from the Study Seminar with very good or good results are usually offered jobs. Where possible, the wishes of the young teachers and, where appropriate, of the schools to which they had contact during their training are considered.

74. Recruitment into the school service is based on the criteria of the First and Second Civil and Public Service Examination. Deliberations on the additional use of elements of an assessment centre to evaluate aptitude have proved to be impractical in view of the high levels of recruitment to be completed in a short time.

75. Depending on the free jobs, the applicant is recruited for an unlimited time as a civil servant on probation if the applicant meets the personal requirements of civil service law, or for a fixed term as a salaried employee with a probationary period of 6 months. Teachers with fixed term contracts can be transferred to an unlimited contract and become civil servants. The total number of recruits varies considerably from year to year, as can be seen in Table 2:

Table 2. Recruitment to the School Service

Year	Initial unlimited Recruitment	Transfer from a fixed-term contract to unlimited employment	Fixed-term contracts
1998	63	216	632
1999	108	371	810
2000	328	79	397
2001	649	286	145
2002	290	48	218

Source: Personnel Reporting System of the Authority for Education and Sport

Policy Initiatives and Their Impact

76. No specific initiatives are planned over and above the expansion of precise school recruitment.

6. RETAINING EFFECTIVE TEACHERS IN SCHOOL

Identification of the Main Policy Concerns

77. In view of the changing social and school conditions and growing demands on teachers in teaching and in education, many teachers increasingly perceive the teaching profession as personally stressful. The stress situation often called “burn-out syndrome” leads some teachers to take a break from the profession, to start working part-time or to leave the profession for good. But in Hamburg this is of an order of magnitude that does not affect the security of teacher numbers. Much rather, the comparatively generous sabbatical and part-time employment opportunities in the public sector have a most welcome effect on the labour market, i.e. the recruitment opportunities for young teachers can be increased in this way. For the vast majority of teachers, the security of civil service status is a major reason for remaining in the school service.

Data, Trends and Factors

Teaching Staff Leaving the Profession¹⁶

78. In Hamburg around 150 teachers have left the profession each calendar year in recent years because they are unfit for work, i.e. they have taken early retirement. Unfitness for work is to be found disproportionately in the field of primary, lower secondary and special schools, and is more common among women than among men. It is remarkable that until recently the number of teachers who took early retirement because they were unfit for service was around the same as the number who left upon reaching retirement age. Due to the unbalanced age pyramid in the teaching labour market, the number of old age retirements is now rising markedly (303 people in the 2001/2 school year). Regular retirement is at the age of 65 without any differentiation for sex; from the age of 63 retirement is possible while receiving lower pension payments. In comparison to regular and early retirement, notice and dismissals play a minor role (in Hamburg together they account for between 20 and 40 per calendar year).

Part-Time Employment, Sabbaticals and Exemption¹⁷

79. There are various options for part-time employment and sabbaticals, and thus for personal stress-relief, that are frequently used. Ultimately, they contribute to the attractiveness of the teaching profession, especially for women. Thus, in 2002 39.6% of the active teaching staff in the school service were employed on a part-time basis (53.9% among women and 18.12% among men), usually as a result of their own free decision, but sometimes also because of a part-time job initially being offered upon recruitment. Part-time employment is usually allowed for family reasons, but can also be approved without any special requirements if it does not interfere with the school’s concerns. The sabbatical year model is a special form of part-time employment and around 1% of teachers participate in it; in this mode, the teacher works longer hours for lower pay for a specified period, which is then made up in the sabbatical year. Over the age of 58 teachers can make an application for partial retirement (either 60% employment or along the lines of the sabbatical years); since 1999 there have been over 700 applications for this model. Finally, many teachers make use of leave, whether for family reasons or for reasons relating to the politics of the labour market, i.e. if there are too many applicants. The number of people taking leave in 2002 was 949, corresponding to a rate of 5.8% of all teachers in the Hamburg school service and the trend was rising. Finally, secondment or exemption of teaching staff to other professional tasks is possible; but this opportunity is used very rarely.

Remuneration, Assessment and Promotion

80. Teachers’ remuneration is regulated by law. The remuneration groups apply to all civil servants and are laid down in the Federal Civil Service Remuneration Act. The Hamburg Civil Service

¹⁶ Source for the statistical data: Personnel Reporting System of the Authority for Education and Sport

¹⁷ Source for the statistical data: Personnel Reporting System of the Authority for Education and Sport

Act determines which groups of teachers are to be assigned to the individual remuneration groups. Accordingly, the starting pay for teachers with training for the primary and lower secondary level corresponds to remuneration group A 12, the starting pay for all other teachers to remuneration group A 13. In concrete figures this would mean an annual salary of € 37,600 in remuneration group A 12 and € 42,115 in remuneration group A 13 for a single, childless entrant to the profession. After 15 years of working, but without promotion into a higher remuneration group, those concerned would earn an annual income of € 45,334 and € 51,745 respectively. Pay rises are based on years of service for the time being.

81. This classification cited above applies to new recruitment from the next school year. In the past, teachers in all types of school in the Hamburg school service have been recruited into remuneration group A 13. In real terms, therefore, this is a marked reduction in salaries for some of the newly hired teachers. However, this is an alignment to the remuneration practice of the other *Länder* in the Federal Republic, where teachers at primary and lower secondary schools are recruited into a lower salary group.

82. The teachers are assessed after starting in the service and when they are promoted. Moving up to the next seniority stage is not linked to assessments. After being made a civil servant for life, continued employment is assured. Inefficient teachers are identified via reports from heads. Their lessons are monitored, they are warned or sent for further training or even moved to different schools. Dismissal is linked to special conditions and procedures and is extremely rare in practice. No changes are planned nor are they possible due to the requirements of civil service law.

83. It is possible to move to a higher remuneration group after promotion. Currently, promotion is on the basis of performance and length of service on the one hand and successful application to job adverts on the other (50% each). In future, there are plans to advertise all positions for promotion and thus to use promotion more specifically for personnel development than in the past. Appointment to administrative positions (a headship, etc.), which is subject to an advertisement and a successful application, is distinct from promotion.

Teachers' Working Hours

84. The rulings on teachers' working hours, which in the past have been tied to a number of hours per week specific to the type of school and independent of the subject being taught, will be put on a new basis at the start of the next school year within the framework of a new working hours model. The new model has been developed by a commission whose members included representatives of teachers' interests and which took account of findings on the working hours models in Germany and abroad and within and outside the school sphere. It should overcome deficits in the current usual measurement of teachers' working hours (ignoring tasks above and beyond the subject being taught, no differentiation between subjects and stages with different levels of preparation, lack of a working hours budget available to the whole school). The starting point is the weekly working time of 40 hours in the public sector and thus a total annual working time of 1770 hours that, for most teachers, have to be worked in 38 teaching weeks. When reorganising teachers' work, however, the commission was tied to the jobs available for 2003-2005. This means that it was a matter of setting working hour values for tasks so that they are placed in an acceptable relation to each other and are adequate for the tasks to be performed, but also a matter of setting them so that the demand calculated on the basis of them can be realised within the framework of the teaching jobs approved. The teachers' associations continue to reject this reorganisation, which enters into force on 1 August by means of an Ordinance, with the argument that the new teaching hours model will lead to increased stress and is a resource-saving measure.

85. The new teaching hours model considers teaching tasks (including preparing and consolidating lessons, class work, etc.) as well as administrative tasks (acting as a form teacher, class and report conferences, etc.) and general tasks (in-service training, school events, supervision, etc.). Time values are used as a basis for teaching and differentiated according to the subject, level and type of school. They stipulate how much total working time per teaching unit (45 minutes) should be

credited. The value varies from 1.70 (102 minutes) for German and 1.25 (75 minutes) for physical education in the intermediate level of a grammar school, for example. Time values on a weekly basis are calculated for administrative tasks that, on average, comprise 14-16% of the total working time. Acting as a form teacher at the intermediate level of a grammar school, for example, would account for a time value of 2 hours per week. 9-11% of total working hours are available for general tasks.

Safety at Schools

86. The fact that teachers' working conditions are increasingly affected by disciplinary problems and a lack of safety was recently taken into account in the amendment of the Hamburg Schools Act. According to this, schools are required to draw up rules of behaviour at school; carrying weapons is explicitly prohibited by law (Article 31). The position of teachers has been strengthened in the use of disciplinary measures, the formal measures for order have been extended (e.g. exclusion from school trips, obligation to perform social tasks), their implementation by teachers and heads made easier (Article 49).

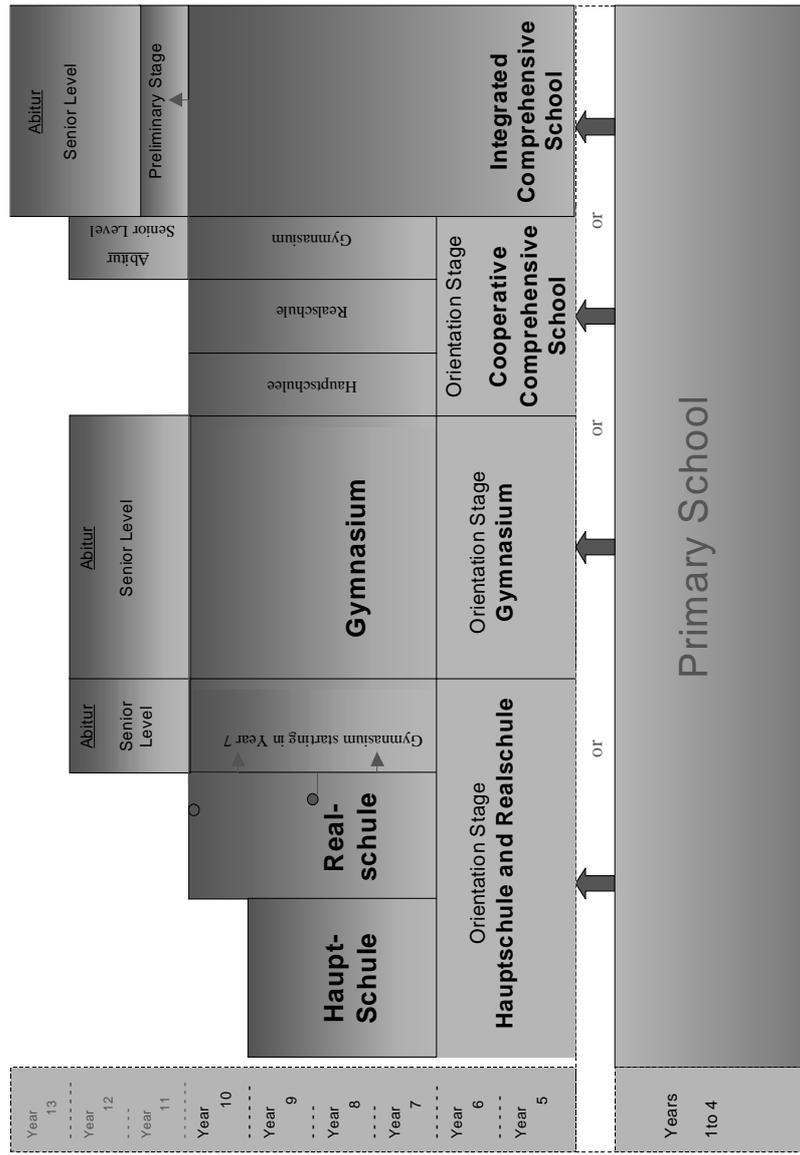
Policy Initiatives and Their Impact

87. No special measures to retain teachers in the school service are planned because there is no noticeable movement away from the profession.

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Annex: Structure of the Hamburg School System (general education schools) according to the Schools Act in the version of 27 June 2003



Annex: Structure of the Hamburg School System (general education schools) according to the Schools Act in the version of 16 April 1997

