

# **The Education System in the Federal Republic of Germany 2019/2020**

**A description of the responsibilities, structures and  
developments in education policy for the exchange of information in Europe**

– EXCERPT –

## 9. TEACHERS AND EDUCATION STAFF

### 9.1. Introduction

This chapter contains information on the initial education, conditions of service and continuing professional development of pedagogic staff in the early childhood sector and teachers working in school education, of teaching staff in tertiary education as well as of teachers and trainers working in adult education and training.

#### **Pedagogic staff in early childhood education and care**

Pedagogic staff in the German early childhood sector do not have the training and status of teachers. The pedagogic staff in the early childhood sector consist mainly of *Erzieher/Erzieherinnen* (state-recognised youth or child-care workers).

#### **Teachers**

Training of teachers at all types of schools is regulated by Land legislation. The relevant statutory provisions include laws (R111–120) and regulations for teacher training, *Studienordnungen* (study regulations) for teacher training courses, *Prüfungsordnungen* (examination regulations) for the *Erste Staatsprüfung* (First State Examination) or for Bachelor's and Master's examinations, *Ausbildungsordnungen* (training regulations) for the *Vorbereitungsdienst* (preparatory service) and examination regulations for the (Second) State Examination.

Responsibility for teacher training rests with the Ministries of Education and Cultural Affairs and Ministries of Science of the Länder which regulate training through study regulations or training regulations and examination regulations or corresponding statutory provisions. The First and the Second State Examination are conducted by the state examination authorities or boards of the Länder. In Bachelor's and Master's study courses which provide the qualifications required for admission to the preparatory service, the state responsibility for content requirements in teacher training is ensured through the involvement of a representative of the highest Land education authority for the school system in the accreditation procedure; any accreditation of individual study courses requires the approval of this representative. A compilation of the statutory requirements of all Länder for teacher training is available on the website of the Standing Conference of the Ministers of Education and Cultural Affairs (*Kultusministerkonferenz – KMK*) ([www.kmk.org](http://www.kmk.org)).

### 9.2. Initial Education for Teachers Working in Early Childhood and School Education

#### **Institutions, level and models of training**

##### **Early childhood education and care**

As a rule, pedagogic staff in early childhood education and care are trained at *Fachschulen* for youth and community work which are internationally assigned to the tertiary level. Over recent years, the number of courses of study leading to a first degree and further courses of study for pedagogic staff has increased. Particularly at the levels of administration, management and counselling in the elementary sector, further courses of study are available to qualified pedagogic staff in cooperation between *Fachschulen* and *Fachhochschulen*.

Some of the staff (especially those in senior positions) have a degree from a *Fachhochschule* as youth and community workers (*Sozialpädagogen*). This training either comprises a three-year course of study at a higher education institution and one year of practical training or a four-year course of study with up to two integrated semesters of work experience (*Praxissemester*). Other academically-trained teaching staff include for instance childhood educators (*Kindheitspädagogen*). A variety of Bachelor study courses have now been established in this discipline.

In some Länder, auxiliary staff, especially nursery assistants (*Kinderpflegerinnen*), are employed in the elementary sector alongside pedagogic staff (*pädagogische Fachkräfte*) and graduate youth and community workers. In most Länder, these staff attend a two-year training course at *Berufsfachschulen*, full-time vocational schools.

In December 2011, the Standing Conference of the Ministers of Education and Cultural Affairs (*Kultusministerkonferenz – KMK*) developed a competence-based qualification profile for all fields of work of pedagogic staff in early childhood education and care in training in a *Fachschule*. The qualification profile defines the requirement level for the profession and describes the professional competences a qualified person must have. This should make it easier to credit qualifications gained at *Fachschulen* and *Fachakademien* to a degree course at an institution of higher education and thus ensure the mobility and appeal of the profession.

## Teachers

Teacher training is basically divided into two stages, a course of higher education including periods of practical training and practical training in a school setting.

The share of practical training in schools in higher education courses has been substantially increased in recent years. For study courses at universities, in all Länder institutions (e.g. centres for teacher training, Schools of Education) have been established in order to coordinate teacher training between the faculties, offer guidance and support as well as guarantee an adequate relationship to teaching practice.

The conclusion of a degree course at an institution of higher education, enabling access to preparatory service, is the first state examination or a Master of Education. In the majority of Länder in the meantime the consecutive structure of study with Bachelor and Master's degrees (BA/MA) has also been introduced in teacher training. Study courses which provide for Bachelor and Master's structures in teacher training are accepted in all Länder and their degrees are recognised if they meet the following requirements:

- integrative study at universities or equivalent higher education institutions of at least two subject areas and of the educational sciences at the Bachelor level as well as at the Master level (the Länder are at liberty to specify exceptions in the subject areas art and music as well as in the vocational subject areas) in adherence to the common content requirements
- practical study in schools as early as during the Bachelor's course of study
- no extension of existing standard periods (without practical sections)
- differentiation of the curricula and diplomas by teaching position
- Opening access to the preparatory service for a teaching position in accordance with Land law

Master's courses of study conveying the educational prerequisites for a teaching position have a specific teaching-related profile that is established in the course of the accreditation procedure in accordance with the specifications of the Accreditation Council (*Akkreditierungsrat*) and is to be displayed in the *Diploma Supplement*. The degree designations for Bachelor's and Master's study courses conveying the educational prerequisites for teaching positions are:

- Bachelor of Education (B.Ed.)
- Master of Education (M.Ed.)

The accreditation procedure particularly involves monitoring the compliance with subject-specific requirements in teacher training valid for all Länder as well as with Länder-specific specifications concerning the content and structure. The subject-specific requirements valid for all Länder embrace the "Standards for teacher training: Educational sciences" (*Standards für die Lehrerbildung: Bildungswissenschaften*) and the "Content requirements for subject-related studies and subject-related didactics in teacher training which apply to all Länder" (*Ländergemeinsame inhaltliche Anforderungen für die Fachwissenschaften und Fachdidaktiken in der Lehrerbildung*).

The decision as to whether teacher training study programmes are concluded with the state examination or follow the graduated structure of higher education studies lies with the Länder. In Länder which have a consecutive study structure for teacher training, the Master's degree replaces the First State Examination as a rule. The (Second) State Examination must, however, be taken after the preparatory service.

Regardless of how the study is organised, the study courses have been modularised and provided with a credit point system.

## **Admission requirements**

### **Early childhood education and care**

For pedagogic staff in early childhood education and care, as a rule, the admission requirement for training is a *Mittlerer Schulabschluss* and either a relevant vocational qualification which took at least two years to acquire or two years of experience in a relevant occupation, thus the complete training period for pedagogic staff (*pädagogische Fachkräfte*) is four to five years.

Since 2004 higher education institutions in Germany have also been training child day-care professionals. There are now around 70 Bachelor degree courses for pedagogic staff in (early) childhood education and care. The admission requirement is usually the higher education entrance qualification. One in three courses is offered part-time, while three are designed as integrated offers. Close cooperation between *Fachschulen* and higher education institutions allows a double degree to be obtained: the vocational qualification and the Bachelor degree.

### **Teachers**

The basic entry requirement for teacher training courses is the *Hochschulreife* (higher education entrance qualification), which is acquired after attending school for 12 or 13 years and passing the *Abitur* examination. The higher education entrance qualification can also be attained in other ways in specific cases (cf. chapter 8.5.), e.g. by adults who successfully complete a course of evening classes, or, in certain cases, following the successful completion of a non-university course of training in the tertiary sector.

A pass in the *Erste Staatsprüfung* (First State Examination) or a similar higher education examination or, depending on the type of teaching career, a corresponding Master's degree examination, is the requirement for admission to the *Vorbereitungsdienst* (preparatory service). It even constitutes entitlement to admission

The *Erste Staatsprüfung* (First State Examination) or Master of Education forms the leaving qualification of a higher education course of study and on principle provides entitlement to doctoral studies. Details are regulated by the higher education institutions with the right to award doctorates (*Promotionsrecht*) in their doctoral regulations (*Promotionsordnungen*).

### **Curriculum, level of specialisation, learning outcomes**

The various careers for which teachers are trained correspond to the levels and types of school in the Länder. In view of the resulting large number of different designations for teaching careers, the following six types of teaching careers can be distinguished for reasons of clarity:

- Type 1 Teaching careers at the Grundschule or primary level
- Type 2 General teaching careers at primary level and all or individual lower secondary level school types
- Type 3 Teaching careers at all or individual lower secondary level school types
- Type 4 Teaching careers for the general education subjects at upper secondary level or for the Gymnasium
- Type 5 Teaching careers in vocational subjects at upper secondary level or at vocational schools
- Type 6 Teaching careers in special education

In all Länder training is divided into studies at a university or equivalent institution of higher education including periods of practical training and practical training in a school setting (*Vorbereitungsdienst*). Teacher training courses are offered at universities, *Technische Hochschulen/Technische Universitäten*, *Pädagogische Hochschulen* (colleges of education) and colleges of art and music. Practical teacher training in the form of a *Vorbereitungsdienst* (preparatory service) takes place in teacher training institutes (*Studienseminare*) or comparable institutions and training schools. The preparatory service concludes with the Second State Examination; a pass in this examination confers the teaching qualification. The two stages of training must be closely related in terms of education and instruction provided, and must take account of the specific requirements of each type of teaching career.

The "Standards for teacher training: Educational sciences" adopted by the Standing Conference in 2004 define the requirements to be met by teaching staff and refer to the education and training objectives formulated in the Education Acts of the Länder. The requirements are generated by the competences aimed for, which are subdivided into four areas:

- Teaching
- Education
- Assessment
- Innovation

These standards have since been supplemented by competences in the area of inclusion.

In May 2019 the "Standards for teacher training: Educational sciences" were amended and updated with regard to the requirements of digitalisation. Teachers should be able to use digital media professionally and didactically in a meaningful way in their respective subject lessons and reflect on the content in accordance with the educational mandate.

The Standing Conference resolved "Content requirements for subject-related studies and subject-related didactics in teacher training which apply to all Länder" in 2008, which were amended and updated 2014 with regard to inclusion and 2019 with regard to digitalisation. The content requirements for the subject-scientific and subject-didactic studies for a teaching profession are derived from the *requirements in the professional field of teachers*; they relate to the competences and thus to the knowledge, skills, abilities and attitudes that a teacher must have in order to be able to cope with his or her tasks in relation to the respective teaching profession. With the specification of so-called specialist profiles (*Fachprofile*), the resolution contains a framework of the content requirements for the subject studies. Within this framework, the Länder and the teacher-training higher education institutions can themselves determine priorities and differentiations, but also additional requirements. The specialist profiles cover the description of the competences to be achieved during the course of studies as well as the individual substantive priorities needed for this. They relate to the subjects of general education and vocational teaching professions. In accordance with these requirements on content binding for all Länder, the following competences should be acquired during the various phases of teacher training and in different education institutions:

- Basic competences with respect to the specialist sciences, their methods for acquiring and consolidating knowledge and way of working as well as the teaching methodology requirements will be largely built up during the course of studies.
- The teaching of competences that are defined more by teaching practices, on the other hand, is above all the job of the preparatory service; numerous bases for this will, however, be laid or initiated in the course of studies.
- After all, further development in a professional role as a teacher is the job of further and continuing education.

### **First stage of teacher training: Studies at a higher education institution**

The characteristic elements of the courses for the six types of teaching career are described below in generalised form. The details are laid down in *Studienordnungen* (study regulations) of the higher education institutions, *Ausbildungsordnungen* (training regulations) and *Prüfungsordnungen* (examination regulations) or corresponding legal provisions of the Länder. These include in particular provisions on the following:

- subjects/subject areas and combinations that may be chosen for the respective teaching career
- the scope and content of the course of study in the individual subjects/subject areas, including subjects relating to educational sciences and subject-related didactics

- the type of certificates required for admission to examinations, the type and scope of individual parts of the examinations and assessment procedures

In principle, courses of study for a teaching position must be designed in such a way that they take into account the objectives of the corresponding school forms and types and lead to pedagogical professional competence in terms of subject and didactics.

### **Teaching career type 1: Teaching careers at the *Grundschule* or primary level**

Courses of study for a teaching position at primary school or at primary level shall be designed at universities and equivalent higher education institutions in such a way that they take into account the objectives of primary school. Particular importance is attached to the educational and didactic components. The programme is geared to the scientific core areas of the respective subjects or learning areas studied and is intended to develop the ability to penetrate complex facts and also to work in an interdisciplinary and cross-disciplinary manner. Training for this type of teaching career consists of a course of study lasting at least seven semesters, which devotes particular attention to educational science and practical teaching components. The degree requirements total at least 210 credits as specified in the European Credit Transfer System (ECTS).

The course of study covers the following, whereby particular importance attaches to educational and didactic basic qualifications in the areas dealing with heterogeneity and inclusion, and fundamental support diagnostics:

- Educational sciences, primary school pedagogy and primary school didactics.
- Subject-related and subject-didactic course contents from the subjects German and mathematics, as well as an additional subject or area of learning for the primary school or primary level. One of these subjects or areas of learning comprises at least 50 ECTS credits. In accordance with Land regulations, this may also make it possible to work beyond primary school or primary level. The further subject or area of learning may be replaced by a special pedagogical focus.
- Practical experience at schools, that should begin in the first study semesters wherever possible. The course content in mathematics and German must meet the qualitative and quantitative requirements of a primary school teacher and the class teacher principle.
- A paper demonstrating the ability for independent scientific work.

The course of study concludes with a corresponding higher education qualification or the *Erste Staatsprüfung* (First State Examination).

### **Teaching career type 2: General teaching careers at primary level and all or individual lower secondary level school types**

Training for this type of teaching career consists of a course of study lasting at least seven semesters. The degree requirements total at least 210 credits as specified in the European Credit Transfer System (ECTS).

The course of study covers the following:

- Educational sciences and practical training in schools. To this end particular importance attaches to educational and didactic basic qualifications in the

areas dealing with heterogeneity and inclusion, and fundamental support diagnostics.

- Studies and didactics relating to at least two subjects; the ratio of these subjects to the educational sciences should be approximately 2:1.
- A paper demonstrating the ability for independent scientific work.

Depending on the special requirements for the individual teaching careers the relevant Land law may require one learning area or two subjects instead of one of the above two subjects.

The course of study concludes with a corresponding higher education qualification or the *Erste Staatsprüfung* (First State Examination).

### **Teaching career type 3: Teaching careers at all or individual lower secondary level school types**

Courses of study for a teaching position at lower secondary level must be designed at higher education institutions in such a way that they take into account the objectives of the corresponding school forms and types and lead to pedagogical professional competence in terms of subject and didactics.

Training for this type of teaching career consists of a course of study lasting at least seven semesters. The degree requirements total at least 210 credits as specified in the European Credit Transfer System (ECTS).

The course of study covers the following, whereby particular importance attaches to educational and didactic basic qualifications in the areas dealing with heterogeneity and inclusion, and fundamental support diagnostics:

- Educational sciences and practical training in schools.
- Studies and didactics relating to at least two subjects; the ratio of these subjects to the educational sciences should be approximately 2:1.
- A paper demonstrating the ability for independent scientific work.

Depending on the special requirements for the individual teaching careers the relevant Land law may require one learning area or two subjects instead of one of the above two subjects.

The course of study concludes with a corresponding higher education qualification or the *Erste Staatsprüfung* (First State Examination).

### **Teaching career type 4: Teaching careers for the general education subjects at upper secondary level or for the *Gymnasium***

Courses of study for a teaching position at upper secondary level (general subjects) or the *Gymnasium* must be designed at higher education institutions in such a way that they take into account the objectives of the corresponding school forms and types and lead to pedagogical professional competence in terms of subject and didactics.

The *Regelstudienzeit* (standard period of study) for a study course for this type of teaching comprises a minimum of six semesters in a Bachelor's study course and a minimum of two semesters in a Master's study course. It comprises 10 semesters in total including periods of practical training in schools and is rated with 300 credits under the European Credit Transfer System (ECTS). The standard period of study for teacher training courses ending with the *Erste Staatsprüfung* (First State

Examination) comprises a minimum of 9 and a maximum of 10 semesters and amounts to a volume of at least 270 ECTS credits.

The course of study covers the following, whereby particular importance attaches to educational and didactic basic qualifications in the areas dealing with heterogeneity and inclusion, and fundamental support diagnostics:

- Educational sciences and practical training in schools.
- In-depth studies and didactics relating to two subjects comprising at least 180 ECTS credits divided more or less equally between both subjects.
- A paper demonstrating the ability for independent scientific work.

The course of study concludes with a corresponding Master's degree or the *Erste Staatsprüfung* (First State Examination).

### **Teaching career type 5: Teaching careers in vocational subjects at upper secondary level or at vocational schools**

Courses of study with the aim of fulfilling the subject-specific requirements for a teaching position at upper secondary level (vocational subjects) or for vocational schools (teaching career type 5) must be designed at higher education institutions in such a way that they take account of scientific findings and professional practice and lead to pedagogical professional competence in terms of subject matter and didactics.

The *Regelstudienzeit* (standard period of study) for a study course for this type of teaching comprises a minimum of six semesters in a Bachelor's study course and a minimum of two semesters in a Master's study course. It comprises 10 semesters in total including periods of practical training in schools and corresponds to 300 credits under the European Credit Transfer System (ECTS). The standard period of study for teacher training courses ending with the *Erste Staatsprüfung* (First State Examination) comprises 9 semesters and amounts to a volume of at least 270 ECTS credits.

A practical activity relating to the vocational subject area is also required lasting 12 months in principle.

The course of study covers the following, whereby particular importance attaches to educational and didactic basic qualifications in the areas dealing with heterogeneity and inclusion, and fundamental support diagnostics:

- Educational sciences focusing on vocational or business education, subject-related didactics for the vocational subject area and the second teaching subject, and practical training in schools amounting to 90 ECTS credits.
- Subject-related studies within the vocational subject area (first subject) and subject-related studies for the teaching subject (second subject) totalling 180 ECTS credits.
- Bachelor's thesis and Master's thesis totalling 30 ECTS credits.

The Länder can deviate from this with 10 credit points upwards or downwards, but a total of 300 ECTS points must be achieved for consecutive degree programmes (or 270 ECTS points for *Staatsexamen* degree programmes).

Instead of the teaching subject a second vocational subject area or a subject area relating to special education may be chosen. The second subject can be an affine subject or an affine field in exceptional cases. The study and examination achievements in the second subject including subject didactics, in subject didactics for the vocational subject, in the educational sciences with a focus on vocational or business didactics

as well as the practical school studies can in exceptional cases be fully completed in the Master's programme.

The course of study concludes with a corresponding Master of Education degree or the *Erste Staatsprüfung* (First State Examination).

The following subject areas can be chosen for study: business and administration, metals technology, electrical engineering, construction engineering, wood engineering, textile technology and design, laboratory technology/process technology, print and media technology, colour technology, interior design and surface technology, health and personal hygiene, dietetics and domestic science, agriculture, youth and community work, nursing, automotive engineering, information technology/computer science. The Länder may admit other vocational subject areas.

### **Teaching career type 6: Teaching careers in special education**

Courses for the teaching career in special education at universities and equivalent higher education institutions are to be structured such that they meet the requirements of the special needs education of pupils at all school types and foster the ability to act professionally in both specialist and educational terms.

Qualification as a special education teacher can be obtained either by passing the (Second) State Examination after obtaining a related higher education qualification, or by passing the First State Examination, and also through an additional course of study after qualifying for a different type of teaching career. In some Länder the two forms of training exist side by side or as alternatives.

The course of study covers the following, whereby particular importance attaches to educational and didactic basic qualifications in the areas dealing with heterogeneity and inclusion, and fundamental support diagnostics:

- Educational sciences and practical training in schools, including in the subject areas relating to special education.
- Subject-related studies and didactics in at least one teaching area or area of learning.
- Study of special education; this should amount to around 120 ECTS credits.
- A paper demonstrating the ability for independent scientific work.

The ratio of subject-related studies to that of the educational sciences should be approximately 2:1.

To the extent that the teaching subject is based on subject-specific standards of teaching career type 4, the scope of the subject-specific and subject-didactic parts of the training is approximately 90 credit points (ECTS).

The *Regelstudienzeit* (standard period of study) for a study course comprises a minimum of eight semesters and is rated with 240 credits under the European Credit Transfer System (ECTS).

The course of study concludes with a corresponding higher education qualification or the *Erste Staatsprüfung* (First State Examination).

Study of special education incorporates discipline-specific and cross-discipline components taking into account aspects of joint education of pupils with and without *Sonderpädagogischer Förderbedarf* (special educational needs). The discipline-specific components include the following special educational focuses:

- education for the blind
- education for the deaf
- education for the mentally handicapped,
- education for the physically disabled
- education for children with learning difficulties
- education for those with speech defects
- emotional and social development

The Länder can also approve other subject areas.

### **Second stage of teacher training: Preparatory service**

For all teaching careers, studies at a university or equivalent institution of higher education are followed by the *Vorbereitungsdienst* (preparatory service) as the second stage of teacher training. It can last between 12 and 24 months. Preparatory service aims to provide practical training in schools building on subject-related science, subject-related didactics and educational science competences. It develops the competences laid down in the “Standards for teacher training: Educational sciences” (*Standards für die Lehrerbildung: Bildungswissenschaften*) for teachers.

Training in the preparatory service takes place in different training formats at schools, teacher training colleges or similar establishments. It covers theoretical instruction, testing in lessons and theory-based reflection.

The following formats shape training in the preparatory service:

- introductory seminars
- sitting in on lessons
- accompanied teaching
- independent teaching
- training in seminar events

The Länder may also credit relevant work placements abroad during the preparatory service, or after completing the first stage of teacher training to the duration of preparatory service. However, at least half of the preparatory service must be completed in Germany.

All applicants who have completed a teacher training course in accordance with the specifications of the Standing Conference should be allowed equal access to the preparatory service for the type of teacher training that corresponds to their qualification. This applies irrespective of the Land in which the degree was acquired.

Depending on regulations under Land law up to 60 ECTS credits from the preparatory service can be credited to a Master’s degree.

### **Teacher educators**

In the preparatory service teachers receive pedagogical and subject-related didactics training at teacher-training colleges. The Länder are responsible for the organisation of these colleges. The head of a teacher-training college is, as a rule, appointed by the Ministry of Education and Cultural Affairs and reports directly to it.

Training at the teacher-training colleges is in the hands of teachers (lecturers/heads of department) with special scientific and practical expertise, who are given time off from their own lessons to teach at the colleges, or are seconded to a teacher-training college full-time for a limited period.

Teachers at schools who are particularly highly skilled both professionally and methodologically are responsible for training trainee teachers in schools; the trainee teachers are assigned to these teaching staff for training.

The teachers involved in the preparatory service undergo continual in-service training.

### **Qualifications, evaluation and certificates**

Regardless of whether the study course is organised in the tiered system or concludes with the *Erste Staatsprüfung* (First State Examination), the courses of study are modularised and provided with a credit point system in accordance with the European Credit Transfer System. Examinations under the responsibility of universities are usually carried out during the courses of study. Credits which are acquired at *Fachhochschulen* as part of an accredited Bachelor's or Master's study course can be credited as part of the credit requirements in all teacher training courses. The details are regulated by *Studienordnungen* and *Prüfungsordnungen* (study and examination regulations). The successful completion of a teacher training course conveying the educational prerequisites for teaching positions entitles the holder of the degree to be accepted into the *Vorbereitungsdienst* (state preparatory service).

It is the task of the state examination boards, which are subordinate to the ministries responsible for the school system, to hold the First State Examination. Examinations that lead to a Bachelor's or Master's degree are carried out at the responsibility of the institutions of higher education. In Bachelor's and Master's study courses, which confer the qualification for admission to the preparatory service, the state responsibility for content requirements in teacher training is ensured through the involvement of a representative of the highest Land education authority for the school system in the accreditation procedure; any accreditation of individual curricula requires the approval of this representative.

The preparatory service concludes with the (Second) State Examination. This is a prerequisite for, but not a guarantee of permanent employment in the state school sector. It has to be taken before a state examination board or a state examination commission and usually consists of four parts:

- in the majority of the Länder a major written paper relating to educational theory, pedagogic psychology or the didactics of one of the subjects studied;
- a practical teaching examination involving demonstration lessons in the chosen subjects;
- an examination on basic questions of educational theory, educational and civil service legislation and school administration and occasionally on sociological aspects of school education;
- an examination on didactic and methodological issues in the subjects studied.

The forms taken by the State Examination must be capable of recording the level of competence development pursuant to the "Standards for teacher training: Educational sciences" (*Standards für die Lehrerbildung: Bildungswissenschaften*) as periodically amended. To ensure the quality of training in the preparatory service, external and internal evaluation measures are to be implemented.

Following the (Second) State Examination there is no legal entitlement to employment in teaching. An appointment to a permanent post is made within an application procedure according to the criteria of aptitude, qualifications and record of achievement and on the basis of current vacancies. In some Länder, the vacancies are advertised with a relevant requirement profile by the schools themselves. Teachers who are not taken on can apply for temporary posts such as providing cover for teachers on maternity/paternity leave or sick leave (see also chapter 9.3.).

### **Alternative training pathways**

Teacher training usually takes place in a teacher-training degree course at a university or equivalent institution of higher education followed by the *Vorbereitungsdienst* (preparatory service), and ending with a state examination. However, if there is an irrefutable need for specific teaching careers or disciplines in the Länder, and this cannot be met by teachers with formal teacher training, lateral entrants may be employed in order to meet short-term demands. Depending on the Land, type of school and specialisation, there is a varying degree of demand for lateral entrants. In 2018 4,800 or 13.3 per cent of all newly recruited teachers in the public school sector had no formal teacher training. Their number increased significantly compared to the previous year. The measures to employ lateral entrants are largely oriented by the latest versions of the standards adopted by the Standing Conference and the agreements on teacher training common to all Länder. In December 2013 the Standing Conference agreed inter alia the following minimum requirements for the qualification of lateral entrants:

- university Master's degree or equivalent higher education qualification from which at least two teaching-related subjects can be derived;
- completion of the *Vorbereitungsdienst* (preparatory service) or a comparable training which also ensures basic educational competences through a (second) state examination or an equivalent state-certified qualification.

Länder are also free to take further Land-specific special measures. By agreeing joint guidelines and requirements for lateral entrants, the Standing Conference has also facilitated the mobility of lateral entrants who later move to a different Land.

### **9.3. Conditions of Service for Teachers Working in Early Childhood and School Education**

The staff of pre-school establishments are employed by the respective maintaining bodies (local authorities, churches and privately-maintained bodies), and paid in accordance with rates negotiated under collective agreements, if such agreements exist. At present and in the next few years there will be huge demand for skilled staff in pre-school education in some of the Länder. The reasons for this are above all the expansion of day care for children under three years of age and measures for quality assurance in the early childhood education and care sector. To cover the additional demand, the Länder concerned have increased their training capacities.

The legal position of teachers with civil servant status at public-sector schools is regulated by the civil service legislation of the Länder (R29–44). Provisions on the salaries and old-age pensions received by teachers are contained in the civil servants' remuneration acts (*Beamtenbesoldungsgesetze* – R45–60) and civil servants' pensions acts (*Beamtenversorgungsgesetze*) of the Länder. The basic structures of the status-

related rights and obligations of local authority and Land civil servants is regulated by the federal Civil Servants Status Act (*Beamtenstatusgesetz – R9*), which contains provisions inter alia on the cross-Länder secondment or transfer of civil servants.

The legal position of salaried teachers corresponds to general employment law as well as provisions under the collective wage agreement.

The Federation and the Länder can pass their own regulations for their area through ordinances in order to guarantee performance levels, awards and allowances. Individual aspects of the terms and conditions of employment of teachers (e.g. compulsory hours and release from duties) and career matters (recruitment, transfer, secondment and promotion) are regulated at Land level through ordinances or administrative regulations issued by the Ministers of Education and Cultural Affairs. A list of regulations of the Länder is available on the website of the Standing Conference of the Ministers of Education and Cultural Affairs (*Kultusministerkonferenz – KMK*).

### Planning policy

Teacher demand in Germany differs by Land, school type and subject.

In some of the Länder, it will probably not be possible to meet the demand in certain regions for individual types of teaching posts and for certain subjects in the coming years. This is mostly due to the fact that there will be a large number of retirements from schools compared to an insufficient number of students entering study courses leading to a teaching qualification.

The Länder have adopted a wide range of measures to cover the demand for teachers, which varies according to subjects and the type of school. These measures include:

- advertising measures to increase the number of new students in the teacher training field
- advertising campaigns for entry to the *Vorbereitungsdienst* (preparatory service) and offers of employment for those who have completed preparatory service
- further training for teachers in order to provide teaching in subjects where the demand for teachers is particularly high
- additional periods of access to the preparatory service
- measures for increasing the geographical mobility of teachers
- measures for the recruitment of higher education graduates without formal teacher training
- optimisation of employment procedures
- increase of the capacities of teacher training institutes
- provision of wider access to the preparatory service for higher education graduates with *Diplom* and *Magister* degrees

In 2009 the Länder furthermore adopted joint guidelines to cover teacher requirements in order to ensure sufficient teaching staff which also provide for the required study places and the necessary capacities in the preparatory service. The measures agreed include, among others,

- the development of a model calculation of teacher demand and teacher supply in the Federal Republic of Germany (*Lehrereinstellungsbedarf und -angebot in der Bundesrepublik Deutschland*), which is to be updated every two years or so

- measures to ensure the required capacities for teacher-training study places and the preparatory service
- exchange of information between the Länder on the likely development of teaching staff requirements and on measures to cover these

In October 2019 the Standing Conference published the model calculation of teacher demand and teacher supply in the Federal Republic of Germany for the years 2019 to 2030 (*Lehrereinstellungsbedarf und -angebot in der Bundesrepublik Deutschland 2019–2030*). The report is based on Länder data and combines the current estimate of the demand for teachers in the various types of teaching career over the next few years with a forecast of students completing the *Zweite Staatsprüfung* (Second State Examination). The starting point for determining overall demand is the number of teachers considered necessary for existing and projected pupil numbers up to 2030. This should allow an assessment of how far demand for teachers in the various types of teaching career will be met by supply in the different Länder up to the year 2030. Summing up, the result of the model calculation is:

In the school year 2017/2018 there are around 805,000 full-time teachers working in Germany. By 2030 the Standing Conference is expecting an average annual recruitment requirement of around 32,700 teachers. It is expected that an average of 300 more people will be on offer each year than there are recruitment needs. This corresponds to a surplus coverage of 0.8 percent.

By 2030, the total number of trained teachers available for Germany will therefore be roughly equal to the number needed. However, the differentiation according to type of teaching career and the subject-specific demand show that the problem of unfilled vacancies will continue to exist in some cases. This applies in particular to teaching careers in vocational subjects at upper secondary level or at vocational schools, especially in the eastern Länder, and for special education. However, there are also some major shortages in the teaching careers at all or individual lower secondary level school types.

### **Entry to the profession**

Following successful completion of their *Vorbereitungsdienst* (preparatory service) newly-qualified teachers can apply for permanent employment at public-sector schools. Depending on the Land, the application should be sent to the Ministry of Education and Cultural Affairs or to the school supervisory authority responsible. A decision on recruitment is taken centrally on the basis of job vacancies and according to the criteria of aptitude, qualifications and record of achievement. In some Länder, some of the positions are also advertised with the profile of a particular school in mind and the respective school takes part in selecting the applicants. In such cases, the applications are sometimes to be sent directly to the respective school, however, the appointment is not made by the school itself but by the Ministry of Education and Cultural Affairs or by the school authority that reports to it. Successful applicants are usually appointed as civil servants on probation. During the probationary period, which for teachers, as a rule, has a duration of 2.5 years (higher service) or three years (senior service), and which under certain circumstances may be reduced or extended (up to five years at the most), a teacher's aptitude and performance are monitored with regard to his future appointment as a permanent civil servant. Salaried teachers have a six-month probationary period. In Berlin, teachers are only recruited as

salaried employees. In Sachsen, fully trained teachers have been employed as civil servants since the beginning of 2019; this measure is currently limited until the end of 2023.

All graduates of preparatory service in a teaching career meeting the requirements of the Standing Conference's agreements is to be given equal professional access to the type of teaching career corresponding to their degree.

### **Induction**

The organisation of the induction period for newly qualified teachers has been a central topic of the *Gemischte Kommission Lehrerbildung* of the Standing Conference of the Ministers of Education and Cultural Affairs. According to the recommendations the expert commission made in 1999, the provisions for the deployment of young teaching staff are to aim at a gradual development of professional competence. Furthermore, a system of support for the induction period for newly qualified teachers is to be established, including measures of in-service training particularly adjusted to the needs of newly qualified teachers. In the majority of Länder, concepts are currently being developed or have been put into practice for the organisation of the induction period. In the case of didactical and methodical problems, especially newly qualified teachers have the option to ask training staff from teacher training institutes (cf. chapter 9.1.) or institutions for in-service teacher training for advice.

### **Professional status**

Teachers at public-sector schools in the Länder in western Germany are usually civil servants who are employed by the Länder. According to the career structures for civil servants, teachers, as a rule, are classified as belonging to either the higher service (*gehobener Dienst*) or the senior service (*höherer Dienst*). According to the entry status of the respective teaching careers, teachers at *Grundschulen* and *Hauptschulen* as well as at *Realschulen* come under the higher service and teachers at *Gymnasien* and vocational schools under the senior service.

For teachers at special education institutions, regulations vary between the Länder. Once a teacher has proved his suitability and aptitude in the probationary period (two and a half to three years depending on the career structure, two years in Bayern), he or she is appointed as a permanent civil servant.

The majority of teachers in the Länder of eastern Germany – with the exception of Brandenburg – currently hold the status of salaried employees. Those teachers who had obtained their teaching qualification in the German Democratic Republic (GDR), though, could be employed as civil servants as well on the basis of the *Einigungsvertrag* (Unification Treaty – R2) and Land regulations. The Standing Conference of the Ministers of Education and Cultural Affairs of the Länder reached an agreement in May 1993 on the Recognition of Teacher Training Courses in the former GDR and their Assignment to Conventional Career Paths (*Vereinbarung über die Anerkennung und Zuordnung der Lehrerausbildungsgänge der ehemaligen DDR zu herkömmlichen Laufbahnen*) in order to clarify the salary groups of teachers who received their training in the GDR. The agreement has helped to ensure that regulations were drawn up in most of the Länder in eastern Germany under which teaching staff may obtain civil servant status and be integrated into the salary structure of the Länder in western Germany.

Teachers in the Länder of western Germany can be taken on as salaried employees on the basis of fixed-term or open-ended employment contracts as well. This form of employment may be used in order to provide replacement for teaching staff who are on leave or sick and in cases where the requirements for civil servant status are not met.

### **Replacement measures**

Faced with the need to provide cover for absent teachers, the head teacher first of all can rely on existing teaching staff. According to the general civil service regulations in effect, teachers are under obligation to temporarily perform extra work for which initially no financial compensation is awarded. If the number of periods teachers are required to spend in class is exceeded by more than three periods per month, extra work compensation may be granted. Extra work compensation for the single lesson is regulated by ordinances of the Länder.

Long term absences, such as maternity leave or sick leave of several months, may be covered by the appointment of teachers on a temporary contract. Another measure of providing cover for absent teachers can be the temporary merging of classes or courses. The regulations for the duration of this measure vary between the Länder.

### **Supporting measures for teachers**

If problems arise in relationships with colleagues or pupils, all teachers can turn to the head teacher. In the case of difficulties with other colleagues, teachers can turn to the staff council responsible for the school. In the case of a conflict with pupils, besides consulting the head teacher, teachers can call in the parents' council (*Elternbeirat*) or the lower-level school supervisory authorities (*Schulrat, Schulamtsdirektor*). This last option also exists if problems with colleagues cannot be solved on the level of the school. In the case of difficulties with colleagues or pupils that result from personality disorder or in the case of burn-out, the school psychologist can be consulted.

### **Salaries**

#### **Pedagogical staff in early childhood education and care**

*Erzieherinnen* and *Erzieher* (state recognised youth or child-care workers) are generally paid in remuneration group S6 of the Collective Agreement for the Public Sector (*Tarifvertrag für den öffentlichen Dienst – TVöD*), with the salary levels of this remuneration group being based on professional experience. *Erzieherinnen* and *Erzieher* who already have professional experience are allocated to level 2 as a rule. Higher levels are achieved only after several years with the same employer. According to an online survey of the *Lohnspiegel* earnings comparison site from the year 2014, the gross earnings of state-recognised youth or child-care workers without bonuses based on a 38-hour week currently averages Euro 2,490 per month. Half of the youth or child-care workers surveyed earn less than Euro 2,420 per month. Employees in establishments bound by collective wage agreements are significantly better off than those in establishments not bound by collective wage agreements.

In public day care facilities for children, the average gross monthly salary for the pedagogical staff in 2015 was Euro 3,400 according to the Educational Finance Report. The expenditure in the Länder varies between Euro 3,200 and Euro 3,500.

## Teachers

For the remuneration of teachers with salaried employee status the provisions of the Collective Agreement for the Public Sector of the Länder (TV-L) apply. In Berlin teachers are only recruited as salaried employees. Sachsen has decided that from 2019 to 2023 for the time being newly hired teachers with complete training can be civil servants.

Provisions on the salaries received by teachers with civil servant status are contained in the civil servants' remuneration acts (*Beamtenbesoldungsgesetze* – R45–60) of the Länder. The following illustration of salaries for civil servants reflects the situation in the majority of Länder.

As civil servants, teachers as a rule are classified – depending on their training – under the higher or senior service. Following their studies and the *Vorbereitungsdienst* (preparatory service), teachers are usually placed on scales A 12 or A 13. Taking some of the teaching careers described in chapter 9.1. as a basis, the general allocation of salary groups and possibilities of promotion are outlined below:

Teachers at <i>Grundschulen</i>		A 12 A 13	
Teachers at <i>Hauptschulen</i>		A 12	
Teachers at <i>Realschulen</i>		A 12 A 13	
Teachers at special education institutions		A 13	
Teachers at <i>Gymnasien</i> with scope for promotion to:	<i>Studienrat</i> <i>Oberstudienrat</i> <i>Studiendirektor</i>	A 13 A 14 A15	(plus post allowance)
Teachers at vocational schools with scope for promotion to:	<i>Studienrat</i> <i>Oberstudienrat</i> <i>Studiendirektor</i>	A 13 A 14 A 15	(plus post allowance)

There are teachers in some Länder who are not trained for a particular type of school but for a certain school level (primary, lower secondary and upper secondary). These teachers are as a rule allocated to the salary groups as follows:

Teachers holding a primary level teaching certificate		A 12 A 13	
Teachers holding a teaching certificate for the lower secondary level	Starting On promotion	A 12 A 13	
Teachers holding a teaching certificate for the upper secondary level with scope for promotion to:	<i>Studienrat</i> <i>Oberstudienrat</i> <i>Studiendirektor</i>	A 13 A 14 A 15	(plus post allowance)

The remuneration received by teachers with civil servant status consists of a basic salary, family allowance and other allowances. The basic salary depends on the salary group and the salary grade. When a teacher first becomes a civil servant, he usually starts out on grade 3-5, moving up to the next salary grade after two years initially, and then every three to four years. The teachers' performance, as well as his experience, is to be considered before promoting them to the next salary grade. The highest salary grade, depending on the pay seniority set at the time of a teacher becoming a civil servant, will be reached between the ages of 50 and 55.

The family allowance varies according to the salary group and the family circumstances of the civil servant. Level 1 relates to the family situation of the civil servant, while levels 2 and above relate to the number of children he or she has.

Allowances may be provided for certain extra responsibilities.

The remuneration may also include a so-called annual special payment, the amount of which Federation and Länder are free to determine for their respective sectors. The special payment is paid either per month or per year. In some Länder the annual special payment has been abolished; in others it has been incorporated into the basic salary. In addition to the annual special payment, a special payment can be made for each child.

Tax is deducted from civil servants' gross salaries but, unlike for salaried employees, no social security contributions (pension, health and unemployment insurance) are deducted. Pension and unemployment insurance deductions do not apply because of teachers' civil servant status, under which they are entitled to retirement benefits. Health insurance contributions vary from case to case because civil servants usually have private health insurance, charges for which are not standard. It is up to the individual civil servant to decide whether they wish to take out health insurance; this supplements the assistance scheme provided by the employer for the civil servant in order to provide appropriate insurance in the event of illness.

The remuneration received by teachers with civil servant status is regularly adjusted by law to keep pace with the general economic and financial situation, taking into account the degree of responsibility associated with the duties of a civil servant. These adjustments correspond largely to the pay settlements for workers and salaried employees in the public sector.

As an illustration there follows a calculation of entry-level salary, salary after 15 years of professional experience and final salary of a teacher as a national average by education sector. The calculation is based on the legally or contractually agreed annual salaries of all teachers at public-sector schools. It includes allowances and special payments. The examples assume that the teachers have no children and are unmarried and that they are thus not entitled to a family allowance or to special payments for children.

#### **Teacher at a *Grundschule***

- a) The *Grundschule* teacher receives the starting salary. His gross annual salary in the school year 2017/2018 is Euro 48,698.
- b) The *Grundschule* teacher has 15 years of professional experience. His gross annual salary in the school year 2017/2018 is Euro 59,948.

- c) The *Grundschule* teacher receives the maximum salary. His gross annual salary in the school year 2017/2018 is Euro 63,867.

#### **Teacher at lower secondary level**

- a) The teacher at lower secondary level receives the starting salary. His gross annual salary in the school year 2017/2018 is Euro 54,055.
- b) The teacher at lower secondary level has 15 years of professional experience. His gross annual salary in the school year 2017/2018 is Euro 65,186.
- c) The teacher at lower secondary level receives the maximum salary. His gross annual salary in the school year 2017/2018 is Euro 70,997.

#### **Teacher at upper secondary level**

- a) The teacher at upper secondary level receives the starting salary. His gross annual salary in the school year 2017/2018 is Euro 56,941.
- b) The teacher at upper secondary level has 15 years of experience. His gross annual salary in the school year 2017/2018 is Euro 68,577.
- c) The teacher at upper secondary level receives the maximum salary. His gross annual salary in the school year 2017/2018 is Euro 77,856.

### **Working time and holidays**

#### **Working Hours**

The working hours of teachers comprise lessons and other responsibilities which teaching involves and which are very time-consuming and require considerable effort (e.g. preparing and reviewing lessons, marking pupils' work, attending meetings and organising and taking part in school trips and parents' evenings).

The number of periods which teachers are required to spend in class varies from one type of school to another as well as from Land to Land. A period is generally 45 minutes long. The following figures for the 2018/2019 school year serve as an example and are confined to types of school to be found in the majority of Länder:

<i>Grundschule</i>	27	to	28	periods per week
<i>Hauptschule</i>	26	to	28	periods per week
<i>Realschule</i>	24	to	28	periods per week
<i>Schularten mit mehreren Bildungsgängen</i>	23	to	27	periods per week
<i>Gymnasium</i>	22,2	to	27	periods per week
<i>Gesamtschule</i>	21,4	to	27	periods per week
<i>Förderschulen</i>	25	to	32	periods per week
Vocational schools	21	to	32	periods per week

In addition, the number of periods which teachers are required to give varies according to the type of school and also varies according to teaching qualifications and the

subjects taught (e.g. the number of periods is higher for artistic/cultural and practical subjects). Teachers are also entitled to have the number of periods reduced for performing certain duties (such as administrative work in the case of head teachers and their deputies). In addition, the number of periods is also reduced for members of staff carrying out special tasks (e.g. teacher training, preparation of timetables and stand-in schedules, running of libraries for teachers and pupils and involvement in the work of pupils' representative bodies as a pupils' council advisor) as well as an age-related reduction of one to three periods a week from the age of 55 at the earliest. Faced with cuts in the public budget which permit only limited recruitment of newly qualified teachers, almost all Länder in western Germany have raised the number of periods teachers are required to give, and lowered the number of periods that can be reduced for performing certain duties.

Because of the current fluctuations in the overall number of pupils, the increasing shortage of public spending, the rising average age of teaching staff, and the new tasks schools are required to perform, e.g. the further development of offers for intramural all-day supervision, some Länder have established planning groups which are to discuss alternative concepts for the regulation of teachers' working time. Several Länder have by now introduced special models for teachers' working time (working time accounts, model of anticipated teaching periods) which are to adjust the working time of teachers flexibly to the fluctuations in pupil numbers: For some years, teachers will have to teach one additional period. At a later date, the number of periods they are required to teach will be reduced by one period for the same duration of time.

### **Holidays**

Entitlement to leave for teachers with civil servant status is based on general civil service regulations. Annual leave is taken during the school holidays. Periods of holiday which extend beyond leave entitlement are used for in-service training, for preparing and reviewing lessons, for other professional duties such as organisational preparations for the new school year and for compensation for extra work during teaching time extending beyond the standard working time in civil service. For salaried teachers, the corresponding regulations under collective agreements on wages apply.

### **Promotion, advancement**

Before a change in the status as civil servant takes place, for example a promotion, the professional performance of the teacher is assessed. In some Länder, teachers are assessed not only before a change in the civil servant status takes place but at regular intervals. The Ministers of Education and Cultural Affairs have issued appraisal guidelines for assessing teachers at public-sector schools. The guidelines lay down who is responsible for teachers' appraisals, state the reasons for them and when they should be carried out and specify the form such appraisals should take and what is done with them. Under these guidelines, an appraisal must cite the basis for assessment (e.g. talk with the teacher concerned, performance report by head teacher, visit to lesson) and the assessment criteria (knowledge of subject, teaching record, professional conduct). Apart from an overall verdict on the teacher's performance up to that point, the assessment usually ends with proposals on his future career. The

professional performance of teachers who are employed as salaried employees is, as a rule, not regularly assessed.

The only relevant criteria for promotion are aptitude, qualifications and record of achievement, and not length of service. In the majority of Länder, senior positions may be established only in such cases where the functions associated with them are of tangibly greater value than those of the lower salary group. This means that nobody can be promoted to a higher scale or salary group without a change in his responsibilities or position.

Additionally, teachers may apply for the post of head teacher or, provided the teacher has the required aptitude, qualifications and record of achievement, be employed as a member of staff responsible for supervision of schools (see chapters 10.1. and 10.2.).

Teachers with civil service status who wish to work at a school in another Land within the Federal Republic require the consent of the Ministry of Education and Cultural Affairs responsible for their old school and that of the receiving Land. In an agreement adopted in May 2001, the Standing Conference of the Ministers of Education and Cultural Affairs of the Länder laid down two procedures for the Transfer of Teachers between Länder (*Übernahme von Lehrkräften aus anderen Ländern*). This agreement is aimed, amongst other things, at increasing the mobility of teachers in Germany: on the one hand, teachers can now participate at any time in the application procedure in another Land. In addition, they can apply for a posting in a different Land within the scope of the exchange procedure that was already in existence before the agreement of May 2001. With this procedure, each Land takes on only as many teachers from other Länder as teaching posts become vacant through transfers of teaching staff to other Länder. The main, but not exclusive, purpose of such exchanges is to allow families to live together. The exchange of teachers takes place at the beginning of the school year and, in exceptional cases, at the beginning of the second half of the school year. This is intended to give pupils continuity of teaching. The mutual recognition of teacher training in the individual Länder was last regulated in 1999 by resolutions of the Standing Conference of the Ministers of Education and Cultural Affairs. The agreement concerning the mutual recognition of teaching qualifications that, prior to the unification of the two German states, were acquired in accordance with the law of the German Democratic Republic (GDR), was revised. In perpetuation of former resolutions, the Standing Conference has further strengthened the nationwide professional mobility of teachers in a resolution from March 2013. Graduates of teacher training courses should be allowed equal and better than previous access to the preparatory service. Moreover, it should in principle be possible for all teachers across Germany to enter the profession. The implementation of the so-called mobility resolution is the subject of annual reporting.

Salaried teachers are not bound by the regulations named; the contractually agreed notice periods apply for them if they wish to change to the education authority of another Land.

### **Transfers**

A teacher with civil servant status may be transferred to another school if he or she applies to do so or if there are good professional reasons for a transfer. Teachers may be transferred without their consent only in cases where the new school is answerable to the same authority as the old one and the new position belongs to the same or

an equivalent career structure as the present post and attracts the same final basic salary. Good professional reasons for a transfer may be deemed to exist when schools have amalgamated, or the number of teaching positions has been reduced owing to declining school rolls. The reason may also be directly connected to the teacher, such as his/her being considered suitable for other duties. A transfer will always be the consequence where it is the only way to bring a teacher's duties into line with his position. The responsibilities of a civil servant towards his employer mean that the teacher must accept a transfer even if it does not accord with his wishes. However, the school supervisory authority is required to consider significant personal circumstances which may make a transfer unreasonable (e.g. advanced age or poor health).

### **Dismissal**

A teacher with civil servant status can only be dismissed – unless he or she demands his own resignation – under extraordinary circumstances:

- if he loses his German citizenship or citizenship of another member state of the European Community
- if he refuses to swear the oath of office prescribed by law or to take a vow prescribed in its place
- if through the verdict of a German court of law in a criminal case he has been sentenced to a specific term of imprisonment

Disciplinary proceedings can also result in dismissal. Dismissal is possible during the probationary period if a teacher does not prove himself or if he commits a deed which, if committed by a permanent civil servant, would result in disciplinary measures as part of formal disciplinary proceedings.

Salaried teachers can terminate their working relationship under observance of the contractually agreed notice periods. Their contract of employment can also be terminated by the employer for reasons that lie within the individual themselves or that result from their behaviour, as well as for other reasons; the notice periods also have to be observed in such a case. The length of the notice period is proportional to the length of service.

### **Retirement and pensions**

Teachers retire at the end of the school year or the term (half year) preceding or following their 65th birthday. It is possible for teachers to apply for early retirement without proving that they are unfit for work from age 63 onwards or – for the severely disabled – from age 60 onwards.

Since 2012 the standard retirement age is gradually being raised, first by one month per age group, and from 2024 by two months per age group, so that those born in 1964 will retire at the age of 67.

In 2017, the following regulations generally apply to the provision of teachers with civil service status:

Any civil servant who has worked for at least five years is entitled to a pension. However, there is no minimum service requirement in cases where the teacher was prevented from carrying out his duties, for instance through illness. The pension is calculated on the basis of the basic salary, the family allowance and the pensionable allowances which the civil servant was receiving at the end of his service. The pension amounts to 1.8 per cent of eligible earnings for each year of service which is

counted towards superannuation, ranging from a minimum of 35 per cent up to a maximum of 71.75 per cent of pensionable pay.

The retirement pension of salaried teachers is regulated in the Social Security Code VI (*Sechstes Buch Sozialgesetzbuch – Gesetzliche Rentenversicherung*). It corresponds to the amount of the pension contributions made and the length of time over which they were paid. In addition to the old-age pension, salaried teachers receive an additional pension that, until the end of 2000, was in line with the basic principles of civil service law and that is also paid by the Länder for their salaried employees. From 2001 onwards, a new retirement pension system was introduced for salaried teachers that is in line with private sector models.

#### **9.4. Continuing Professional Development for Teachers Working in Early Childhood and School Education**

##### **Organisational aspects**

##### **Pedagogic staff in early childhood education and care**

Pedagogic staff are also offered numerous further and continuing education possibilities to allow them to broaden their vocational competence, respond to new demands in the workplace, upgrade their qualifications and specialise.

The continuing education market for *Erzieherinnen* and *Erzieher* (state-certified youth and child-care workers) is only legally regulated to a small extent and is therefore characterised by an organisational diversity that is reflected in the structures of the maintaining bodies and types of courses. The providers of continuing education in this sector are mainly charitable free maintaining bodies and commercial providers. Only a small share of the continuing education providers belong to a public maintaining body that operates on a federal and Länder level or on a municipal level. The course formats are heterogeneous: these range from short informative events through to continuing education programmes lasting many years. Apart from individual and team-related continuing education programmes, they cover supervision offers, quality circles or study trips.

Within the scope of the Qualification Initiative for Germany Getting Ahead through Education (*Aufstieg durch Bildung*), the Federal Government in the spring of 2008 has launched an initiative for the continuing training of 80,000 *Erzieherinnen* and *Erzieher* (state recognised youth or child-care workers) and day-care personnel. Following an amendment of the Upgrading Training Assistance Act (*Aufstiegsfortbildungsförderungsgesetz – AFBG – R167*), since July 2009 upgrading training as an *Erzieherin* and *Erzieher* may be promoted nationwide. These support options were significantly expanded once again through the amendment of the AFBG that came into effect on 1 August 2016.

The Federal Ministry of Education and Research (*Bundesministerium für Bildung und Forschung – BMBF*) has, moreover, in conjunction with the Robert Bosch Foundation (*Robert Bosch Stiftung*) and in collaboration with the German Youth Institute (*Deutsches Jugendinstitut – DJI*), launched a further training initiative for early childhood pedagogic staff (*Weiterbildungsinitiative Frühpädagogische Fachkräfte – WiFF*). The initiative develops qualification approaches and training materials for the further and continuing education of pedagogic staff in day-care centres for children. More detailed information about WiFF is available in Chapter 11.2.

The federal programme ProChildminding: Where Education for the Smallest Starts (*ProKindertagespflege: Wo Bildung für die Kleinsten beginnt*) (2019-2021), initiated by the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (*Bundesministerium für Familie, Senioren, Frauen und Jugend – BMFSFJ*), aims to further improve the qualifications and working conditions of child day care workers and to promote good cooperation in child day care. Support has been provided for the in-service further qualification of child day care workers since 2011, and employee relationships in child day care have also been promoted since 2012. Further information on the federal programme ProChildminding can be found in chapter 11.2.

## Teachers

### Specific legislative framework

The goals of in-service teacher training have been laid down by most Länder in their laws (R111–120) and regulations for teacher training or school legislation (R86–103). Other details about organisations which provide in-service teacher training and about applications, admission and release from teaching duties for attendance of courses are regulated by directives. Some Länder have also formulated the fundamental aims and tasks of in-service teacher training in directives or publications and not in legal provisions. The duty of teachers to undergo in-service training is expressly laid down in all Länder by law or ordinance, whilst it is the duty of the employers (usually the Ministries of Education and Cultural Affairs) to ensure that suitable training programmes are provided.

### Responsibility for in-service training

In-service training – like initial training – is the responsibility of the Länder. In each of the Länder the Ministry of Education and Cultural Affairs is responsible for in-service teacher training because it is the highest school supervisory authority and usually the employer of teachers.

### Types of institutions

State-run in-service teacher training is organised in the Länder at central, regional and local level. In-service training can also take place within schools or in the form of guided private study.

In order to organise in-service teacher training at central locations, all Länder have established state-run in-service training institutes which for the most part are subordinate to the Ministries of Education and Cultural Affairs as dependent Länder institutions. Central in-service training institutions (a specific Land can have several such institutions) have various names such as state academy (*staatliche Akademie*) or academic institute for in-service teacher training (*wissenschaftliches Institut für Lehrerfortbildung*). In some Länder, the organisation of the central upgrade training for teachers is the responsibility of the Land institute for school development, which also goes under a different name depending on the Land.

In-service teacher training at regional level is conducted differently in each Land by the institutes responsible for in-service teacher training and their branches and by middle- and lower-level school supervisory authorities.

The *Schulämter* (lower-level school supervisory authorities) are usually responsible for the organisation of in-service training at local level.

In-service teacher training within schools is carried out by schools for their own teaching staff or some members of their teaching staff.

In so far as the institutes are responsible for in-service training throughout the Land, there is no need to define areas of responsibility. Otherwise, there is usually coordination between the organisers of central and regional in-service training courses, for example, in the form of regular meetings or conferences. In-service training courses are thus conducted through cooperation between the parties concerned.

In-service training within schools is essentially organised by individual schools, although assistance with its preparation, execution and subsequent evaluation is available in some Länder from in-service training institutions and advisers from school supervisory authorities. In some Länder the Ministry of Education and Cultural Affairs is informed of the content and dates of courses held within schools and in other Länder in-service training sessions within schools are offered by the central institutes of the Länder in cooperation with the school supervisory authorities.

Training courses are also offered by churches and non-public bodies (e.g. foreign cultural institutions and associations which bring together school and industry). In some Länder these bodies must be recognised by the school supervisory authorities. Universities and higher education institutions of equal status have set up courses of further studies (with a final examination) and supplementary and further training courses for teachers. The institute directory in the Appendix contains an overview of establishments in the Länder offering in-service teacher training and further training courses.

### **Admission requirements**

The entry criteria for in-service teacher training courses are shown on the relevant course programme which is published regularly by the Ministry of Education and Cultural Affairs concerned, by in-service training institutions or other organisers of in-service teacher training. The courses are usually offered at central, regional or local level for specific target groups (for example, teachers at specific school types or levels, teachers with teaching qualifications in certain subjects or teachers from a specific region).

Every teacher who fulfils the formal admission criteria is entitled to attend the in-service training courses if attendance will be of benefit to him in his teaching duties and if teaching commitments do not prevent him from attending. Where appropriate, teachers are released from their teaching commitments on full pay in order to attend in-service training courses. The procedures for making an application, being released from teaching duties and receiving permission to attend the course differ from Land to Land. If in-service training sessions are to be held in lesson time an application for release from duties must be made in all Länder. Release from teaching duties is usually granted by the head teacher or the relevant school supervisory authority.

In some cases, teachers apply directly to the organiser of in-service training and in other cases applications are made through official channels, i.e. through the head teacher and the school supervisory authority. The procedure for selecting teachers also varies from Land to Land; in some cases the school supervisory authority selects participants (sometimes with the involvement of the staff council). If the school supervisory authority selects candidates itself, they automatically release them from their teaching duties. In some Länder the organiser (for example, the central in-

service training institution) may make the selection according to an approved list of criteria.

### **Curriculum, duration of studies, specialisation**

In-service training serves to maintain and extend the professional competence of teachers. It helps teachers to meet the current requirements of their teaching career and to fulfil the educational mission of their school. Attendance of in-service training courses serves to deepen and extend the knowledge and skills in the fields of educational theory, psychology, didactics and subject-related studies which the teacher requires as part of his job. Great importance is attached to in-service training for teachers at special education institutions, especially in connection with the integration or inclusion of children with disabilities in mainstream schools.

The range of subjects covered by in-service training is extremely broad. Course content can relate to school subjects, types of school or educational and teaching goals. The subject matter includes topics relating to general and school pedagogy, sessions on subject-related didactics and studies, courses dealing with key current issues (e.g. intercultural learning or new technologies) and introductions to new curricula. Many in-service training measures serve to improve the close link between the elementary sector and the *Grundschule* (primary school) and are aimed at a smooth transition between the educational stages. In central in-service training in particular, many courses are aimed at head teachers, counselling teachers, heads of department at teacher training institutes and school supervisory officials. In some Länder the main target group of central in-service training are the subject advisers who themselves organise and hold in-service training courses for teaching staff.

### **Further training for teachers**

In-service teacher training should not be confused with further training, the aim of which is to enable teachers to teach another subject or to teach in an additional special field. Further training also offers an opportunity to acquire qualifications for another teaching career. Many further training courses also serve to prepare teachers for special responsibilities (for example, work as a counselling teacher).

Further training usually extends over a longer period and includes various courses of several hours per week and, where necessary, additional intensive courses. For the length of the course participants are released from their teaching duties or from several of their weekly teaching commitments provided that the school supervisory authority recognises the need for the further training course concerned.

Courses are conducted by higher education institutions or in-service training institutions. The Ministries of Education and Cultural Affairs regulate admission, the number of hours, certificates and final examinations.

### **Methods**

In-service training courses usually take place in the form of seminars. There are also study groups, conferences, study trips and colloquia. In-service training is also available as distance learning courses.

In-service training within schools usually takes place in the afternoons or evenings. However, full-day courses which last from half a day to several days per school year are also held. Regional courses can be offered as a one-day session or as a series of

full-day or afternoon and evening sessions once or several times a week. In-service training courses at central locations usually last two and a half to five days.

### **Evaluations, certifications**

Teachers attending in-service training courses are not usually appraised. However, certificates which are then placed on personnel files are awarded in some Länder for certain in-service training courses.

Attendance of courses for in-service training for teachers has, as a rule, no impact on the appraisal or pay of teachers. However, it can have an indirect effect in that regular attendance of in-service training courses is viewed positively in applications for senior posts (such as head teacher). In Bayern teachers are obliged to undertake regular personal further training. Compliance with this obligation will be considered a criterion in the regular teacher assessment.

Courses for further teacher training, especially if they have taken the form of higher education, culminate in a supplementary examination (*Erweiterungsprüfung*) to the *Erste Staatsprüfung* (First State Examination) which is held by the state examination boards. Below this level there are further training courses which lead to a teaching permit, meaning permission to teach a certain subject or at a certain type of school.

### **Incentives for participation in CPD activities**

In-service teacher training – and to an even greater extent further training for teachers – opens up new career prospects in some cases, such as the opportunity of teaching a new subject, a new post and possibly promotion. However, there is no change in the status of the teacher, who is already a member of the teaching profession after all. Applicants for a teaching post are free to improve their chances of employment by studying a further subject at a university.

## **9.5. Initial Education for Academic Staff in Higher Education**

Full-time scientific and creative arts staff at institutions of higher education consist mainly of the following groups:

- professors and junior professors  
(*Hochschullehrer*)
- scientific and creative arts staff  
(*wissenschaftliche/künstlerische Mitarbeiter*)
- teaching staff for special tasks  
(*Lehrkräfte für besondere Aufgaben*)

Professors and junior professors perform the duties relating to science, the arts, research, teaching and continuing education which are incumbent upon their higher education institution independently in their respective subject areas in accordance with their own specific employment status. Scientific and creative arts staff are responsible for academic services. These include teaching students specialised knowledge and practical skills and instructing them in the use of scientific methods. In particular cases, scientific and creative arts staff can also be entrusted with the independent performing of tasks in research and teaching.

If teaching serves mainly to communicate practical skills and knowledge, teaching staff for special tasks can be entrusted with this. Teaching staff at BERUFSAKADEMIEN include both part-time and full-time staff. In accordance with the *Berufsakademie*

laws at Land level, part-time teaching staff at *Berufsakademien* should be recruited from higher education institutions, schools, industry, the liberal professions, social services and administration.

The employment requirements for professors at institutions of higher education are as follows:

- a degree from an institution of higher education
- teaching ability
- particular aptitude for academic work which is usually demonstrated by the quality of a *Promotion* (doctorate) or a particular aptitude for work in the creative arts

Depending on the type of post the employment requirements may also include:

- additional academic achievements or additional achievements in the creative arts
- particular achievements in the application or development of academic or scientific knowledge and methods from several years of professional experience
- proof of several years of school practice in professorships which involve the performance of educational or didactic tasks in teacher training

As a rule, professors at *Fachhochschulen* are not required to have any additional academic achievements. Instead, they must have at least five years' professional experience in the development and application of scientific methods and findings.

Employment requirements for junior professors (JUNIORPROFESSOREN) basically are:

- a degree from an institution of higher education
- teaching ability
- particular aptitude for academic work which is usually demonstrated by the exceptional quality of a doctorate

If the candidate has been employed as a member of scientific staff before or after the doctorate, the phases of doctorate and employment taken together should not exceed six years, in the subject area of medicine nine years.

The employment requirement for WISSENSCHAFTLICHE MITARBEITER is, in principle, a degree from an institution of higher education.

LEHRKRÄFTE FÜR BESONDERE AUFGABEN do not have to meet professorial qualifications for recruitment.

Full-time staff at the state-run *Berufsakademien* in Sachsen must meet the same requirements as those appointed as professors at *Fachhochschulen*. Full-time teaching staff must give at least 40 per cent of the instruction. If teaching offers serve mainly to communicate practical skills and knowledge, teaching staff for special tasks can be entrusted with this.

## 9.6. Conditions of Service for Academic Staff Working in Higher Education

### Planning Policy

Staff planning in the higher education sector is implemented primarily on the basis of staff appointment plans laid down by the relevant Land ministry; however, the legal situation differs in each Land depending on whether there is a need for such

plans and how binding they are. With the increasing autonomy of the higher education institutions, responsibility for staff planning is increasingly devolving on the institutions themselves.

The measures enabling the Federation and the Länder to increase the number of new entrants under the Higher Education Pact 2020 (*Hochschulpakt 2020*) also include the employment of more academic staff.

### **Entry to the Profession**

Professor positions are generally advertised internationally and filled through an appointment procedure. For this purpose, the faculty sets up an appointment committee which consists of representatives of professors, scientific staff (*Wissenschaftliche Mitarbeiter*) and students. The appeals commission shall also include the equal opportunities officer and, as a general rule, an appeals officer and, where appropriate, the disability officer. Members of the management of the higher education institution, members of other faculties and external university teachers may also belong to the appointment committee. The composition of the appointment committee usually gives a majority to the group representing the lecturers of the higher education institution. The appointment procedure mainly consists of the following steps:

- publication
- selecting the applications
- production of a ranking list of three candidates
- decision on appointment
- appointment negotiations
- signing of the contract or transfer to a permanent post with civil servant status

Responsibility for the decision on appointment is incumbent on either the Ministry of Science of the relevant Land or, increasingly, the higher education institution itself. The appointment of a professor from the same institution is uncommon; there is generally a prohibition on internal appointments. Increasingly tenure-track procedures are also being developed. This career path is supported by the Federation and Länder with the programme to support junior scientists that was resolved in June 2016.

### **Professional status**

As part of the process of increasing the autonomy of institutions of higher education, the responsibility for appointing Professors as civil servants with limited or unlimited tenure has in several Länder been transferred from the ministries responsible for science to the institutions of higher education. Professors can, however, also be taken on as employees.

Two-stage employment is planned for junior professors that shall not exceed a maximum of six years. In accordance with the regulations specific to the respective Land, the first phase can last up to four years. An extension for the second phase shall be given if the junior professor has proved to be a good teacher at a higher education institution. If this is not the case, the period of employment can be extended by a maximum period of one year. Junior professors are appointed as civil servants with limited tenure, or they can also be taken on as salaried employees.

SCIENTIFIC AND CREATIVE ARTS STAFF (*wissenschaftliche/künstlerische Mitarbeiter*) are also appointed for a limited or unlimited period as civil servants or salaried employees.

With the Academic Fixed-Term Contract Law (*Wissenschaftszeitvertragsgesetz – WissZeitVG – R125*) of April 2007, higher education institutions were provided with the opportunity to recruit scientific and creative arts staff, except for professors and junior professors, on a temporary basis for the duration of a project that is predominantly financed by *Drittmittel* (external funds). An amendment of the law in 2015 that came into force in March 2016, should above all prevent any incorrect, short-term employment contracts.

## Salaries

Provisions on the salaries of lecturers at higher education institutions are laid down in the Civil Servants' Remuneration Act (*Bundesbesoldungsgesetz – R7*) of the Federation, the civil servants' remuneration acts (*Beamtenbesoldungsgesetze – R45–60*) and regulations on bonuses (*Leistungsbezügeverordnungen*) of the Länder and in the corresponding rules of the individual higher education institutions.

Professors receive a basic salary and additional performance-related payment. The two salary groups W 2 and W 3 are valid for professors at all institutions of higher education in the respective Land. The post of the *Juniorprofessor* (junior professor) was implemented along with the salary group W 1 in 2002. In all three salary groups there are fixed basic salaries (it should be borne in mind that the so-called annual special payment has been integrated into the basic salary in some Länder). According to the German Association of University Professors and Lecturers (*Deutscher Hochschulverband – DHV*), in September 2019 the basic salaries of professors are as follows:

- Salary group W 1  
junior professor  
Euro 4,331.53 to Euro 5,066.13
- Salary group W 2  
professors  
Euro 5,126.96 to Euro 6,379.39
- Salary group W 3  
professors  
Euro 6,062.09 to Euro 7,241.81

The professors' basic salary in the salary groups W2 to W3 should not be confused with their starting salary. The salary consists of the basic salary and an additional payment which is to be individually negotiated with the institution of higher education, and which can be awarded in accordance with the negotiations regarding the appointment and the continuance in office at the institution in case the professor is offered a chair by another higher education institution (*Bleibeverhandlungen*). The additional payment can also be awarded for special performances in research, teaching, art, continuing education and the promotion of up-and-coming academics, as well as according to participation in the institution's self-administration (variable salary). The allocation of the posts of the professors to salary groups W 2 and W 3 is regulated by Land legislation. If they have proved themselves in higher education teaching, from the date of the first extension of their limited appointment as civil

servants junior professors receive a non-pensionable monthly allowance of at least Euro 260.

### **Working time and holidays**

The teaching commitments of academic staff vary. The extent of teaching commitments of full-time academic staff is expressed in units (*Lehrveranstaltungsstunden*). Each unit stands for at least 45 minutes per week for the period when lectures are held during the semester.

Under a resolution adopted by the Standing Conference of the Ministers of Education and Cultural Affairs of the Länder (*Kultusministerkonferenz – KMK*) of June 2003, teaching commitments at universities and higher education institutions of equal status are as follows:

- eight units for professors
- four units for junior professors at the first stage of employment
- four to six units for junior professors at the second stage of employment
- four units at most for scientific staff (*wissenschaftliche Mitarbeiter*) employed as civil servants for a limited period
- eight units at most for scientific staff employed as civil servants
- 12 to 16 units for teaching staff for special tasks (*Lehrkräfte für besondere Aufgaben*)

Professors at *Fachhochschulen* are generally expected to teach 18 units a week. Provision is made for deviations in these teaching commitments for professors at *Kunsthochschulen* in accordance with legislation at Land level.

If certain functions and responsibilities are taken on, teaching commitments can be reduced, for example, if managerial functions are performed within the higher education institution or research and development work is undertaken at a *Fachhochschule*. Furthermore, a temporary reduction of the teaching hours of individual teachers is possible if their teaching commitments during this period are fulfilled by other teachers.

The extent of teaching commitments at *Berufsakademien* is regulated by ordinances or administrative regulations issued by the ministries responsible for science and research in the relevant Länder.

### **Promotion and advancement**

Professorships are generally advertised internationally. Applicants who meet the employment requirements for a professorship may be appointed to a chair. The organisation of the appointment procedure is regulated in the Länder laws governing higher education. The final decision on the appointment of an applicant is incumbent on the Minister of Science or the head of the higher education institutions depending on the Land.

### **Retirement and pensions**

Professors with the status of civil servants are retired on reaching the retirement age. More details on the retirement of civil servants may be found in chapter 9.2.

## **9.7. Continuing Professional Development for Academic Staff Working in Higher Education**

### **Organisational Aspects**

Professors and junior professors can be granted sabbaticals at certain intervals, usually for the length of a semester, for purposes of research and further training. In addition, the teaching commitments of professors are, as a rule, allocated in such a way that they are still left with sufficient time for research, for gaining scientific and academic knowledge and for the further development of teaching and study on academic foundations. In this respect in-service training for staff in the higher education sector is a component of their professional tasks.

Some higher education institutions offer in-service training courses in the field of didactics in higher education for teaching staff, attendance of which is, as a rule, voluntary.

### **Incentives for Participation in Continuing Professional Development (CPD) Activities**

At the moment no information on incentives for participation in continuing professional development is available.

## **9.8. Initial Education for Teachers and Trainers Working in Adult Education and Training**

Most of the legislation in the Länder governing continuing education stipulates the qualification requirements demanded of the teaching staff. According to a resolution adopted by the Standing Conference of the Ministers of Education and Cultural Affairs (*Kultusministerkonferenz – KMK*) in 1970, members of administrative and teaching staff at institutions of continuing education are supposed to have a higher education degree. Assistant tutors must have acquired a higher education degree, a further qualification in a profession (*Fachschulabschluss*) or a vocational qualification plus several years of practical experience.

## **9.9. Conditions of Service for Teachers and Trainers Working in Adult Education and Training**

According to a joint recommendation of the Standing Conference of the Ministers of Education and Cultural Affairs (*Kultusministerkonferenz – KMK*) and the Association of German Cities (*Deutscher Städtetag*) of 1981, institutions of continuing education generally are to employ full-time tutors. However, the majority of teachers are employed as freelancers or part-time on a fee basis.

## **9.10. Continuing Professional Development for Teachers and Trainers Working in Adult Education and Training**

The professional further training of tutors in the field of continuing education takes place within the scope of the responsibility of the Länder for continuing education. In addition, the Federal Ministry of Education and Research (*Bundesministerium für Bildung und Forschung – BMBF*) promotes various projects for the improvement of academic and pedagogical competence of staff in the field of continuing education.