

Conclusions of the German OECD teacher review

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A multi-goal review

- Similarly to other OECD thematic reviews this review has had several goals
 - contributing to the international synthesis study
 - enhancing mutual policy learning for partieipating countries (through presenting relevant policy Solutions in Germany)
 - providing external expert feedback to the German national authorities
- These three goals had to be balanced

How did we see the context?

The impact of low economic growth

(public spending reductions, growing voice of economic players)

Civil Service and public administration reform

(key goals: decentralisation, deregulation, competition, quality management, client orientation, performance-related remuneration)

Increased social diversity

(e.g. immigrants, social layers threatened by exclusion, the collision of western and eastern cultural patterns)

The „PISA shock“

(breaking trust: high spending may not return high value)

How did we see the context?(cont)

A Situation of transition - a positive climate for change

(after decades of high level stability the German System is now in a Situation of accelerated change - „our System is at a turning point“)

Intensive social dialogue - a delicate social-political balance

(particularly active civil society, a perceived need for political cautiousness)

A high number of national and local/school level innovations

(with rather intact administrative structures)

How did we see the System?

Aspects that have been analysed:

- **Governance**
- **The structural features of the System**
- ***Professional preparation***
- **The teacher labour market**
- **Status, career, incentives**
- **Recruitment and working conditions**
- **School management and leadership**
- **Evaluation and quality assurance**

How did we see the System? (detailed)

- ***Governance***
 - 16 centralised, rather isolated Systems with relatively low level federal activity
 - strong legal tradition and high level administrative capacity; few alternative steering instruments
 - sectoral administration rather isolated from other public policy areas
 - limited role of local communities
 - relatively low level of school autonomy, little stress on management (emerging priorities)
 - high level civil activity (unions, associations)
 - strong corporate industrial influence in VET

How did we see the System?(detailed)

- ***Structural features***

- pre-school not integrated into the System
- duration of **ISCED** 1 (primary) level is relatively short
- high level institutional complexity at **ISCED** 2 (lower secondary) level
(a relatively high number of rather isolated Subsystems with few possibilities for horizontal moves)
- high enrolment rates at **ISCED** 3 level with high participation rates in VET
- Old and new Länder show different enrolment patterns

How did we see the system?(detailed)

- ***Professional preparation***

- long initial training with a long practice-based, induction type part (apprenticeship model)
- relative institutional isolation of initial, inductive and in-service training
- responsibility shared between universities and sectoral administration
- high level structural fragmentation according to school types and disciplines
- theoretical orientation dominating even in practical areas (e.g. methodology as theoretical subject)
- high number of institutional innovations

How did we see the System?(detailed)

- ***Teacher labour market***

- high level structural fragmentation according to school types and disciplines (few opportunities for horizontal moves)
- particularly high proportion close to retirement (50% above 50)
- high demand for part time Jobs (33%)
- unbalanced demand and supply between Länder (the simultaneity of shortage and oversupply)
- many new initiatives to open flexible, alternative and specific target-related pathways for recruitment

How did we see the system?(detailed)

- ***Status, career, incentives***

- general civil servant Status with a high number of exceptions (salaried employees)
- high level job security and highly competitive salaries (in international comparison)
- remuneration linked to age and qualification (weak role of extra duties, professional Performance or task complexity)
- strong discipline-related professional identity
- frequent part time teaching and early retirement
- lack of non discipline-related differentiation and few opportunities for professional promotion

How did we see the System?(detaiied)

- ***Recruitment and working conditions***
 - general civil servant Status (with very high number of exceptions)
 - highly transparent centralised recruitment with low level school involvement (with many new initiatives to increase it)
 - working hours defined in teaching hours alone
 - lack of auxiliary personnel
 - signs of decreasing social esteem and job satisfaction
 - teachers as „lonely fighters" (low level of teamwork)

How did we see the system?(deta,ied)

- ***School management and leadership***
 - schools *as organisations* are not generally seen as the key vehicle for improving quality
 - principalship seen mainly as an administrative duty, relatively low level professionalisation of school management
 - high number of new initiatives conducted in this area (school level Strategie planning, self-governing school initiatives)

How did we see the system?(detailed)

- ***Evaluation and quality assurance***

- relatively low attention given to evaluation as a key function of the education System (compared with other developed countries)
- accountability based rather on administrative than on professional criteria (compliance with legal norms)
- evaluation and quality management seen as emerging new priorities, increasing awareness in this area

How did we see the key priorities?

- Creating a New Professional Profile for the Teaching Profession
- Improving the Preparation and Development of Teachers
- Assuring an Adequate Supply of Good Quality Teachers
- Improving Teachers' Career Structure and Incentives
- Strengthening Accountability
- Modernising Governance and Management <>

The key priorities (detailed)

- ***Creating a New Professional Profile for the Teaching Profession***
 - facing growing *Student diversity* and the need for new *social tasks*
 - being better prepared to assist *individual learning* in diverse populations
 - putting the *school as an Organisation* in the focus (participation in collective Strategie planning, quality management, and collective professional development)
 - living together with continuous *evaluation*
 - looking at teaching as a *creative profession* (this may be in contrast with civil Service)

The key priorities? (detailed)

- ***Improving the Preparation and Development of Teachers***
 - shifting stress and resources from IT to CPD
 - setting and enforcing new national Standards for teacher education and creating accredited teacher training faculties in universities
 - approaching phase I. and II. with a strong component of school practice in accredited schools
 - overarching disciplinary and school-type divisions
 - enhancing new Contents (e.g management, evaluation, development of teaching skills)
 - demand driven, school oriented CPD with quality assurance

The key priorities? (detailed)

- ***Assuring an Adequate Supply of Good Quality Teachers***

- continuation (after evaluation) of ongoing measures (e.g. inter-land mobility, media campaigns, additional qualifications, alternative pathways)
- more flexible employment and incentive packages (e.g. for teachers working in difficult areas)
- enhancing moves between discipline and school-type related categories
- taking back early retirement by increasing attractiveness
- creating flexible replacement Solutions

The key priorities? (detailed)

- ***Improving Teachers' Career Structure and Incentives***

- a more differentiated career structure (defining new roles and related new job profiles and offering professionally attracting new roles to older teachers in schools)
- increasing consistency between discipline and school-type related categories
- linking incentives and career progression to aspects other than qualifications and seniority (e.g. complexity, workload, Performance)
- making the regulation of *teaching hours* more flexible

The key priorities? (detailed)

- ***Strengthening Accountability***
 - developing and encouraging an advanced *evaluation culture*
 - continuing the development of national *Standards*
 - setting Performance objectives and targets in the framework of *school level Strategie planning*
 - regulär *school based st äff appraisal* based on professional self-evaluation and peer evaluations
 - enhancing the *professionalisation* of evaluation and quality improvement
 - involving *stakeholders* and *clients* into evaluation

The key priorities? (detailed)

- ***Modernising Governance and Management***
 - harnessing the potential of the federal structure
 - increasing the role of *local communities* and developing their capacities
 - continuing the policy of making schools more *autonomous* (including personnel management) and more *responsive* (enhancing organisational learning)
 - further *professionalisation* of management and leadership
 - modernising *inspection* (e.g. further division of administrative and professional tasks)

Some conclusions

- The particularly high proportion of teachers close to retirement is both an exceptional *challenge* and an *opportunity*
- There is a high level *motivation* and *capacity* for change: there is a potential in the System to become a model for managing changes
- There is a growing *tension* between the rapid accumulation of changes/innovations and the relatively unchanged regulatory framework
- Teacher policy will necessarily be key area of education reform: both as a *target* and as a *carrier*

Thank you for your attention!