

# 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!