

TEACHER PROFESSIONAL LEARNING FOR INCLUSION

Policy Mapping Grid: Germany



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Co-funded by the
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The information in this document was current in February 2020.

Further information about the Teacher Professional Learning for Inclusion (TPL4I) activities is available on the [TPL4I web area](#).

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SECTION 1: WIDER POLICY CONTEXT

Wider policy context

In Germany, teacher training at all types of schools is regulated by Land legislation. The relevant statutory provisions include laws (R110–119) 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.

(KMK, [The Education System in the Federal Republic of Germany 2016/2017: Teachers and education staff](#), p. 191).

All Landers provide various offers for in-service and further teacher training. The legal bases, formats, structures and quality assurance of these offers are [regularly published in the KMK](#).

The Federal Government continues to work towards making inclusive learning a matter of course in Germany, even though 'education' is mainly the responsibility of the Länder. Based on the agreement in the Joint Science Conference (GWK) in 2013, the Federal Government and the Länder work together to improve the structure and content of the entire process of teacher education. This particularly applies to teacher education for inclusion up to the entry phase and continuing education. Funding is aimed in particular at the further development of teacher education for heterogeneity and inclusion, as well as the permeability and openness of all educational pathways.

([Nationaler Aktionsplan 2.0 der Bundesregierung zur UN-Behindertenrechtskonvention \(UN-BRK\)](#), p. 51)

At any school, it is the teachers who will create an environment in which diversity is acknowledged and appreciated as normality and as a strength. Teachers need professional competences to allow them to recognise pupils' special gifts and any disadvantages, impediments and other obstacles that they might exhibit or experience and to put in place appropriate pedagogical measures for prevention or support. Cooperation and communication between teachers in different teaching functions and between the various professions are gaining in importance. Therefore, degree programmes which lead to a teaching position in any type of school and at any level of schooling should prepare prospective teachers cooperatively to take a constructive and professional approach to diversity.

(KMK, [Educating teachers to embrace diversity](#), p. 2; [Monitoring Teacher Education](#)).



Wider policy context

Social change, scientific developments and rapid technological progress confront teachers as much as teacher training and continuing professional development (CPD) with numerous new challenges, which also change their daily professional practice. As to guarantee the continuous improvement of German teacher education in times of change, the Federal Government and the Länder have launched a joint programme, the [Qualitätsoffensive Lehrerbildung](#).

More than half of the funded projects have implemented special student support services and coaching offers for their teaching programmes. Over 80 percent of the projects focus on the further development of their teacher training courses and curricula especially regarding issues of heterogeneity and inclusion. The measures within the programme have a practical impact, and at the same time, they are research-oriented and data-based. Since 2015, 49 projects at 59 universities and universities of education have worked towards the successful implementation of the [Qualitätsoffensive Lehrerbildung](#). About every second teacher educating institution at university level in Germany is participating in the programme.

([Interim results of the 'Qualitätsoffensive Lehrerbildung'](#), p. 2; [Perspektiven für eine gelingende Inklusion](#)).

In the Federal Republic of Germany responsibility for the education system is determined by the federal structure of the state. Unless the Basic Law (*Grundgesetz* – R1) awards legislative powers to the Federation, the Länder have the right to legislate. Within the education system, this applies to the school sector, the higher education sector, adult education and continuing education. Administration of the education system in these areas is almost exclusively a matter for the Länder.

The scope of the Federal Government's responsibilities in the field of education is defined in the Basic Law, according to which the Federation bears responsibility particularly for the regulations governing the following domains of education, science and research:

- In-company vocational training and vocational further education
- Admission to higher education institutions and higher education degrees (here the Länder may enact laws at variance with the legislation of the Federation)
- Financial assistance for pupils and students
- Promotion of scientific and academic research and technological development
- Child and youth welfare (in particular early childhood education and care in day-care centres and child-minding services)
- Legal protection of participants of correspondence courses
- Regulations on entry to the legal profession
- Regulations on entry to medical and paramedical professions
- Employment promotion measures as well as occupational and labour market research.



Wider policy context

In addition to the division of responsibilities described above, the Basic Law also provides for particular forms of cooperation between the Federation and the Länder within the scope of the so-called joint tasks (*Gemeinschaftsaufgaben*). Joint tasks in the field of science and education are regulated in Article 91b of the Basic Law.

(KMK, [The Education System in the Federal Republic of Germany 2016/2017](#), p. 302)

Early childhood education and care is not part of the state-organised school system in Germany but almost exclusively assigned to the child and youth welfare sector, which is partly federal and partly regional. Joint objectives and interests of all states with regard to education are coordinated and formulated in The Standing Conference of the Ministers of Education and Cultural Affairs of the Länder in the Federal Republic of Germany. (Eurydice, National Education Systems, Germany, [Overview](#))

Administration of the education system in these areas is almost exclusively a matter for the Länder. This country analysis for TPL4I will therefore focus on the joint policies, while adding examples of specific policy by naming the Länder where the policy applies. As such, the diversity of educational policies may not be equally described in the country grids as it has been done for other federal states in Europe, e.g. Belgium or the United Kingdom. Where evidence of educational policy for TPL4I is exemplary, it will be referred to as such.

'The pedagogic staff in the early childhood sector consists mainly of *Erzieher/Erzieherinnen* (state-recognised youth or child-care workers)' (Eurydice, National Education Systems, Germany, [Teachers and Education Staff](#)). As such, information in this TPL4I analysis may not cover early childhood education.

The German Qualifications Framework for Lifelong Learning (DQR) is driven by the Federal Ministry of Education and Research (BMBF) and the Standing Conference of the Ministers of Education and Cultural Affairs of the Länder in the Federal Republic of Germany (KMK) in co-operation with all relevant education partners from early childhood to vocational education. For child and youth welfare services, the focus is on qualification and classification in collective agreements on the part of skilled workers and recognition of competences and occupational opportunities of their addressees. The Working Group for Child and Youth Services (AGJ) develops the European Qualifications Framework (EQF) and implements in the DQF from the perspective of 'Qualification, Research, Skilled Workers', 'Youth' and 'Child and Youth Services Policy in Europe'.

(AGJ, [Herausforderungen des Deutschen Qualifikationsrahmens \(DQR\) für die Kinder- und Jugendhilfe Stellungnahme der Arbeitsgemeinschaft für Kinder- und Jugendhilfe](#))

The right of children with disabilities to education and training appropriate to their needs is stated in the Basic Law (*Grundgesetz*, Art. 3 – R1), in Book Twelve of the Social Code (*Sozialgesetzbuch XII – Sozialhilfe*) and in the Länder constitutions (R14–29). More detailed provisions are set out in the school legislation of the Länder (R70, R72, R74, R76, R78, R81, R83, R85, R87–88, R90, R92, R98, R100–102). The introduction to Article 3, paragraph 3, clause 2 states: 'No-one shall be discriminated against because of their disability'.



Wider policy context

Based on this Article in the Basic Law, in April 2001, the new Social Welfare Code IX (SGBIX) came into force. It focuses on rehabilitation and access and has two parts:

- Regulations for people with disabilities and people at risk of exclusion
- Special regulations to enable the participation of people with severe disabilities.

All Länder adapted their school laws to the KMK's recommendations of May 1994. On 18 November 2010, the KMK adopted a position paper on 'Educational and legal aspects in the implementation of the United Nations Convention of 13 December 2006 on the Rights of Persons with Disabilities in school education'

([Behindertenrechtskonvention – VN-BRK in der schulischen Bildung](#)). In October 2011, the KMK adopted the decision on inclusive education of children and young people with disabilities in schools. The current situation is documented in [The Education System in the Federal Republic of Germany 2016/2017: Educational Support and Guidance](#).

The Ministers of Education and Cultural Affairs will become active and are still active in seven areas:

- measures to improve linguistic competence as early as early childhood education;
- measures to strengthen the link between the early childhood sector and primary school with the aim of an early school entry;
- measures for the improvement of primary education and the continuous improvement of reading literacy and basic understanding of mathematical and scientific concepts;
- measures for efficient support of educationally disadvantaged children with particular regard to children and young people with a migrant background;
- measures to thoroughly develop and assure the quality of teaching and schools on the basis of binding educational standards and result-oriented evaluation;
- measures to improve professionalism in teaching with particular regard to diagnostic and methodical competence as an element of systematic school development;
- measures to expand provision of all-day activities and care with the aim of increasing opportunities for education and support with particular regard to pupils with educational deficits and especially gifted pupils (*ibid.*, pp. 237–238).



SECTION 2: VISION AND MAIN PRINCIPLES OF TPL4I POLICY

2.1 Policy vision

Policy priorities	Findings
2.1.1 Policy is guided by a vision that all teachers (i.e. student teachers, beginning teachers, experienced teachers, teacher educators) can access career-long professional learning opportunities regarding the principles of inclusive education	<p>2.1.1.1</p> <p>A resolution passed by the Standing Conference of the Ministers of Education and Cultural Affairs of the States in the Federal Republic of Germany on 12 March 2015 and a resolution passed by the German Rectors' Conference on 18 March 2015 led to a joint recommendation 'Educating teachers to embrace diversity' (<i>Lehrerbildung für eine Schule der Vielfalt</i>). It states:</p> <p>'All teachers should be educated and continuously trained in a way that will allow them to acquire fundamental transferable competences in general teaching and in special needs education. This should also enable them to develop a professional approach to dealing with diversity in schools, particularly in the areas of educational diagnostics and special programmes to foster and support their pupils' (p. 3).</p> <p>2.1.1.2</p> <p>Training and professionalisation of specialists for the realisation of inclusive education in Germany – action strategies and research for the education and professionalisation of specialists in the field of general education.</p>



Policy priorities	Findings
2.1.2 Policy is guided by a vision that all teachers receive education regarding their role and collaboration in and contribution to inclusive education	<p>2.1.2.1 'Diversity in the wider meaning of the word is part of the real world and the responsibility of all schools. Consequently, schools also need to take the different aspects of diversity into account. These include disabilities within the meaning of the Convention on the Rights of Persons with Disabilities and inherent conditions such as language, living situation, cultural and religious orientation, gender as well as special gifts and talents' (KMK, Educating teachers to embrace diversity, p. 2).</p> <p>2.1.2.2 'Professional cooperation between different strands of the teaching profession and/or professional groups is a crucial factor in the success of inclusive schools. It is therefore recommended that multi-professional teams be formed that will fulfil the complex professional duties when dealing with diversity, cooperation and networking within the school community and beyond. A professional attitude to the limits of their own competence, the knowledge of the potential offered by other professions and the readiness to work with colleagues are essential elements of a career in teaching. These elements are acquiring greater significance and university teachers must take account of them so they can set good examples themselves' (KMK, Educating teachers to embrace diversity, p. 3).</p>
2.1.3 Policy is guided by a vision that all teachers receive education regarding their pedagogical responsibility to promote the interaction, learning, participation and collaboration of all learners	2.1.3.1 'At any school, it is the teachers who will create an environment in which diversity is acknowledged and appreciated as normality and as a strength. Teachers need professional competences to allow them to recognise pupils' special gifts and any disadvantages, impediments and other obstacles that they might exhibit or experience and to put in place appropriate pedagogical measures for prevention or support. Cooperation and communication between teachers in different teaching functions and between the various professions are gaining in importance. Therefore, degree programmes which lead to a teaching position in any type of school and at any level of schooling



Policy priorities	Findings
	<p>should prepare prospective teachers cooperatively to take a constructive and professional approach to diversity' (KMK, Educating teachers to embrace diversity, p. 2).</p> <p>2.1.3.2</p> <p>The KMK recommendations form the framework for legislation and implementation in the German Länder and are updated regularly (Sachstand in der Lehrerbildung).</p>

Evaluative comments for 'Policy vision'

In the [National Action Plan 2.0](#), the education section relates to Article 24 of the United Nations Convention on the Rights of Persons with Disabilities, in which the States Parties recognise the right of people with disabilities to education. The aim of this part of the action plan is to implement inclusive learning in Germany. Since the Länder are primarily responsible for education, the measures of the Federal Government are largely to pursue the three instrumental objectives of the National Action Plan 2.0 – raising awareness, improving the databases and networking of various actors. However, some measures also implement the instrumental goals of further developing regulations and compensating for disadvantages.

([National Action Plan 2.0](#), p. 51)

2.2 Main principles

Policy priorities	Findings
2.2.1 Teachers' professional learning is defined in policy as a prerequisite for inclusive education	<p>2.2.1.1</p> <p>Educating teachers to embrace diversity:</p> <p>'At any school, it is the teachers who will create an environment in which diversity is acknowledged and appreciated as normality and as a strength. Teachers need professional competences to allow</p>



Policy priorities	Findings
	<p>them to recognise pupils' special gifts and any disadvantages, impediments and other obstacles that they might exhibit or experience and to put in place appropriate pedagogical measures for prevention or support. Cooperation and communication between teachers in different teaching functions and between the various professions are gaining in importance. Therefore, degree programmes which lead to a teaching position in any type of school and at any level of schooling should prepare prospective teachers cooperatively to take a constructive and professional approach to diversity' (Educating teachers to embrace diversity, p. 2; Monitoring Teacher Education).</p> <p>Regulations on teacher education and training at Länder level.</p>
2.2.2 Policy states that the principles and practice of inclusive education should be part of initial teacher education	<p>2.2.2.1</p> <p>The Standards for Teacher Training: Educational Sciences adopted by the KMK in 2004 define the requirements to be met by teaching staff. They 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. In June 2014, the Standards for Teacher Training: Educational Sciences were amended and updated with regard to inclusive teaching requirements.</p> <p>2.2.2.2</p> <p>In March 2015, the Standing Conference and the German Rector's Conference (HRK) resolved a joint recommendation Teacher Training for a School of Diversity (<i>Lehrerbildung für eine Schule der Vielfalt</i>) on the topic of inclusion. The teacher training courses should be further developed so that the future teachers are better prepared for the challenges of a diversified body of pupils.</p> <p>(Eurydice, National Education Systems, Germany, Initial Education for Teachers Working in Early Childhood and School Education; KMK, Educating teachers to embrace diversity)</p>



Policy priorities	Findings
	<p>2.2.2.3</p> <p>'Dealing professionally with inclusion will become a general requirement of teacher education. Educating teachers to embrace inclusive schooling is therefore a cross-sectional task for educational sciences, subject-specific didactics and academic disciplines which must be dealt with cooperatively and mutually agreed upon for all types of teaching. Classroom practice in the second phase of teacher education should develop appropriate concepts for teaching methodologies which view the heterogeneity of the groups of learners as the accepted standard. The continuing education and career development of teachers who are already working in schools should be given particular consideration. The required competences for teachers include not only knowledge, abilities and skills. Teachers should also exhibit an attitude and a disposition towards diversity which is to be developed through professional processes of reflection, based on experience and supported by theory, and made tangible by practical experience' (KMK, Educating teachers to embrace diversity, p. 3).</p>
2.2.3 Policy states that beginning teachers should receive appropriate education and support to enable them to acquire the knowledge, attitudes and skills for inclusive education	<p>2.2.3.1</p> <p>'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 <i>Vorbereitungsdienst</i> (state preparatory service)' (Eurydice. National Education Systems, Germany, Initial Education for Teachers Working in Early Childhood and School Education).</p>
2.2.4 Policy ensures that experienced teachers receive appropriate education and support to enable them to acquire the knowledge, attitudes and skills for inclusive education	<p>2.2.4.1</p> <p>For early childhood education, several Federal initiatives have been taken to promote and enhance qualification and CPD for day-care/early childhood education staff, such as:</p> <ul style="list-style-type: none">• the Qualification Initiative for Germany (Federal Government, 2008) for the continuing training of 80,000 state recognised youth or child-care workers and day-care personnel;



Policy priorities	Findings
	<ul style="list-style-type: none">• amendment of the Upgrading Training Assistance Act (2009) to promote upgrading training as <i>Erzieher(in)</i> nationwide; amendment of the AFBG (2016);• further training for early childhood education staff launched by the Ministry of Education and Research, in conjunction with the Robert Bosch Stiftung (Robert Bosch Foundation) and the German Youth Institute (<i>Deutsches Jugendinstitut – DJI</i>); the Action Programme Day Care for Children (Federal Ministry for Family Affairs, Senior Citizens, Women and Youth, BMFSFJ), replaced in 2016 by the Child Day Care federal programme, which promotes the in-service continuing qualification and permanent employment contracts of day-care staff. <p>(Eurydice, National Education Systems, Germany, Continuing Professional Development for Teachers Working in Early Childhood and School Education)</p> <p>2.2.4.2</p> <p>Refer to the National Action Plan 2.0 (p. 52) for the focus on inclusive education.</p> <p>2.2.4.3</p> <p>Together with the Robert Bosch Stiftung and in co-operation with the German Youth Institute, the Federal Government is promoting the development of qualification approaches and materials for the initial, further and continuing training of educational staff in day-care facilities for children by initiating the Early Childhood Education Initiative (Weiterbildungsinitiative Frühpädagogische Fachkräfte – WiFF). In addition, it offers a platform for science and practice for exchange and networking.</p> <p>The path to inclusive early childhood education requires a change in the facilities (accessibility, including design, multi-professional teams) and the framework (laws, funding, equipment). Professionals must also further develop their professional attitude and pedagogical actions. Together with experts, WiFF has defined which competences day-care professionals need in relation to inclusive education and how further education can develop these competences. The competence</p>



Policy priorities	Findings
	<p>profiles developed are the basis for the design of competence-oriented offers for educational specialists. In addition, WiFF expertise on the topic of inclusion offers scientific analyses of current issues.</p> <p>2.2.4.4</p> <p>In-service training – like initial training – is the responsibility of the Länder. The Ministry of Education and Cultural Affairs is the highest school supervisory authority and usually the employer of teachers. 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.</p> <p>'The goals of in-service teacher training have been laid down by most Länder in their laws and regulations for teacher training or school legislation [...] 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' (Eurydice, National Education Systems, Germany, Continuing Professional Development for Teachers Working in Early Childhood and School Education).</p> <p>2.2.4.5</p> <p>Teacher training and in-service training are regulated by Land law in slightly different ways. The KMK provides an updated overview of the Land regulations.</p> <p>Examples (there are similar institutions in all Länder):</p> <ul style="list-style-type: none">• The Hessische Lehrkräfteakademie, the state school boards and the universities provide in-service training on learning strategies, different subjects, dealing with heterogeneity in the classroom, classroom management, special needs and more. Training is provided for individual teachers, groups and the entire school staff in various settings. All training and



Policy priorities	Findings
	<p>counselling offers are published in the <i>Veranstaltungskatalog</i>. They can be filtered according to specific keywords or criteria ('date', 'school form', 'target group' or 'subject/occupational field', etc.). A targeted search for in-service training on prioritised topics is also possible.</p> <ul style="list-style-type: none">• The <i>Inclusive School Advisory Service</i> in Schleswig Holstein supports schools on their journey to inclusive education. Central fields of work are:<ul style="list-style-type: none">○ Information and counselling○ Support of inclusive school development processes○ Organisation of training events○ Co-operation and networking. <p>2.2.4.6</p> <p>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.</p> <p>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.</p> <p>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.</p> <p>The teachers involved in the preparatory service undergo continual in-service training.</p>



Policy priorities	Findings
	(Eurydice, National Education Systems, Germany, Initial Education for Teachers Working in Early Childhood and School Education).
2.2.5 Policy states that specialist teachers and other professionals (e.g. speech and language therapists, multilingual education teachers and other professionals who work in schools) receive appropriate education and support to enable them to acquire the knowledge, attitudes and skills for inclusive education	2.2.5.1 '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' (Eurydice, National Education Systems, Germany, Continuing Professional Development for Teachers Working in Early Childhood and School Education).
2.2.6 Policy states that teacher educators working in university education departments or pedagogical institutes should be trained and committed to the inclusive education agenda in their courses, as understood in the United Nations Convention on the Rights of Persons with Disabilities and the European Disability Strategy	2.2.6.1 The KMK recommendation incorporated in the Standards for teacher training states: 'To enable higher education institutions to meet the expectations associated with educating teachers for inclusive teaching, the higher education institution, faculty or department management need to give the issue the necessary priority. Discourse within the higher education institutions on educational sciences, special-needs education, subject-specific didactics and academic disciplines in order to develop the teacher education curricula is indispensable. This discourse should facilitate the processes of change and use the tools available to higher education institution management to reinforce and safeguard positive approaches in research and teaching. The cooperation of higher education institutions, teacher training institutions, schools, institutions offering continuing education and cooperation partners outside of schools in this area will contribute to the success of further development' (KMK, Educating teachers to embrace diversity , p. 3).



Policy priorities	Findings
	<p>'The HRK and KMK urge everyone involved in teacher education to fulfil their responsibility for creating the institutional and conceptual basis and content of teacher education that will allow teachers to embrace diversity. They agree to evaluate the progress of the implementation and subject it to consideration at appropriate intervals' (KMK, Educating teachers to embrace diversity, p. 5).</p> <p>2.2.6.2</p> <p>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.</p> <p>Initial teacher training courses are offered at universities, <i>Technische Hochschulen / Technische Universitäten, Pädagogische Hochschulen</i> (colleges of education) and colleges of art and music.</p> <p>Practical teacher training in the form of a <i>Vorbereitungsdienst</i> (preparatory service) takes place in teacher training institutes (<i>Studienseminare</i>) or comparable institutions and training schools.</p> <p>(The Education System in the Federal Republic of Germany 2016/2017: Teachers and education staff, p. 192)</p> <p>The Hessian Teaching Academy, for example, is responsible for training staff/teacher educators at the Hessian study seminars. It also carries out further education measures for schools and teachers. It qualifies teachers for counselling and training activities and for special school development projects. It also carries out technical supervision of the Hessian media centres. The Hessian Teaching Academy is the training authority for the pedagogical preparation service in Hessen and performs its tasks through centralised facilities or through regional offices (study seminars). (Hessian teacher training law)</p>



Evaluative comments for 'Main principles'

In July 2004, the Federation and the Länder adopted a joint strategy for lifelong learning in Germany (*Strategie für Lebenslanges Lernen in der Bundesrepublik Deutschland*). Lifelong learning includes all formal, non-formal and informal learning. The strategy is oriented around the various phases in a person's life, from early childhood to old age, and around key elements for lifelong learning that represent main development focuses. Within this framework, realistic long-term prospects are to be developed that build on the existing educational structures, activities and experiences and define a structured framework for lifelong learning that is flexible and open for the necessary continuous further development.

Development focuses of this strategy are:

- Inclusion of informal learning
- Self-guidance
- Development of competences
- Networking
- Modularisation
- Learning counselling
- New learning culture/popularisation of learning
- Equity of access.

Necessary reforms in continuing education are therefore:

- developing local and regional centres for continuing education and the further development of continuing education (InfoWeb);
- quality assurance in continuing education through recognised testing agencies and suitable certification methods;
- modularisation of study courses and the award of credit points;
- promotion of participation in continuing education and of continuing education;
- institutions that align themselves with current supply and demand;



- inclusion of lifelong learning in collectively agreed salary arrangements;
- development of scientific and academic continuing education;
- new financing instruments.

(European Agency, Country information for Germany, [Legislation and policy](#))

2.2.2

Wider regulations at Länder level: There are different initial teacher education programmes in the Länder. For example:

- At the [University of Potsdam](#), prospective primary school teachers study the core subjects (German and mathematics) and compulsory parts of the curriculum in the support areas of 'language', 'learning' and 'emotional and social development'. The aim is to enable them to diagnose the support needs of all learners, to develop individual learning plans and to provide professional support for basic literacy and mathematical skills. However, they should also learn when and where their own limits are reached and when they need to seek help from other professionals.
- At the [University of Siegen](#), there are two types of teacher training courses with integrated remedial education. Two special features characterise these courses of study:
 - within the framework of educational science, students attend courses with content related to the support priorities 'emotional and social development' and 'learning'.
 - following the ten-semester teacher training course with integrated special needs education, students can complete a two-semester continuing education master's degree course, 'Teaching profession for special needs education', which concludes with the additional acquisition of the teaching qualification for special needs education.

(HRK, [Recommendations for teacher training](#))



SECTION 3: GOALS AND CONTINUUM OF SUPPORT FOR TPL4I POLICY

3.1 Goals

Policy priorities	Findings
3.1.1 Policy states that all teachers should have qualifications that reflect an inclusive education agenda	<p>3.1.1.1 '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' (Eurydice, National Education Systems, Germany, Teachers and Education Staff).</p> <p>3.1.1.2 'Qualification as a special education teacher can be obtained either by:</p> <ul style="list-style-type: none">• passing the (Second) State Examination after obtaining a related higher education qualification;• passing the First State Examination and undertaking an additional course of study after qualifying for a different type of teaching career. <p>In the Länder, the two forms of training exist side by side or as alternatives' (European Agency, Country information for Germany, Teacher Education for inclusive education).</p> <p>3.1.1.3 The course of study for qualification as a special education teacher (240 European Credit Transfer and Accumulation System credits – ECTS) incorporates discipline-specific and cross-discipline</p>



Policy priorities	Findings
	<p>components, taking into account aspects of joint education of pupils with and without special educational needs.</p> <p>It covers four domains, in order of weight of ECTS:</p> <ul style="list-style-type: none">• study of special education (120 ECTS);• subject-related studies and didactics in at least one teaching area/area of learning;• educational sciences and practical training in schools, with particular importance attached to educational and didactic basic qualifications in the areas dealing with heterogeneity and inclusion and fundamental support diagnostics;• scientific work. <p>(Eurydice, National Education Systems, Germany, Initial Education for Teachers Working in Early Childhood and School Education)</p> <p>3.1.1.4</p> <p>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, six types of teaching careers can be distinguished:</p> <ol style="list-style-type: none">1. Teaching careers at the <i>Grundschule</i> or primary level2. General teaching careers at primary and all/individual lower-secondary level school types3. Teaching careers at all/individual lower-secondary level school types4. Teaching careers for general education subjects at upper-secondary level or for the Gymnasium



Policy priorities	Findings
	<p>5. Teaching careers in vocational subjects at upper-secondary level or vocational schools</p> <p>6. Teaching careers in special education.</p> <p>3.1.1.5 ‘In March 2015, the Standing Conference and the German Rector’s Conference (Hochschulrektorenkonferenz – HRK) resolved a joint recommendation ‘Teacher training for a school of diversity’ (<i>Lehrerbildung für eine Schule der Vielfalt</i>) on the topic of inclusion. The teacher training courses should be further developed so that the future teachers are better prepared for the challenges of a diversified body of pupils’ (The Education System in the Federal Republic of Germany 2016/2017: Teachers and education staff, p. 194).</p> <p>3.1.1.6 The professional qualifications for all academic staff include ‘teaching ability’, alongside other requirements for recruitment. (Eurydice, National Education Systems, Germany, Initial Education for Teachers Working in Early Childhood and School Education)</p> <p>3.1.1.7 ‘Teaching ability’ means that the following competences are binding for all Länder and everybody working with and in teacher education. These competences should be acquired during the various phases of teacher training and in different education institutions:</p> <ul style="list-style-type: none">• 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.



Policy priorities	Findings
	<ul style="list-style-type: none">After all, further development in a professional role as a teacher is the job of further and continuing education. <p>These competences count for all academic staff in teacher training.</p> <p>Focusing on special needs and inclusive education:</p> <p>Special education teaching courses at universities and equivalent higher education institutions are structured such that they meet the requirements of special needs education for pupils in all school types and foster teachers' professional abilities in both specialist and educational terms.</p> <p>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 undertaking an additional course of study after qualifying for a different type of teaching career. In the Länder, the two forms of training exist side by side or as alternatives. (The Education System in the Federal Republic of Germany 2016/2017: Teachers and education staff, p. 198)</p> <p>Teacher education and training for the hearing-impaired, visually impaired or physically and motorically impaired pupils takes place at a few universities throughout Germany (e.g. Berlin, Dortmund, Halle, Hamburg, Heidelberg, Marburg, München, Würzburg). Further training measures are therefore in place in many Landers. Here, teachers learn, for example, how to teach Braille, German sign language or Augmentative and Alternative Communication (AAC).</p>



Policy priorities	Findings
3.1.2 Policy states competence areas for inclusive education for all teachers working at different levels of education (e.g. professional development of all teachers to facilitate their involvement in co-teaching, planning together, developing differentiated materials collaboratively, etc.)	<p>3.1.2.1</p> <p>'In December 2011, the Standing Conference of the Ministers of Education and Cultural Affairs (<i>Kultusministerkonferenz – KMK</i>) developed a competence-based qualification profile for all fields of work of pedagogic staff in early childhood education and care in training in a <i>Fachschule</i>. 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 <i>Fachschulen</i> and <i>Fachakademien</i> to a degree course at an institution of higher education and thus ensure the mobility and appeal of the profession' (Eurydice, National Education Systems, Germany, Initial Education for Teachers Working in Early Childhood and School Education).</p> <p>3.1.2.2</p> <p>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:</p> <ul style="list-style-type: none">• Teaching• Education• Assessment• Innovation. <p>In June 2014 the Standards for Teacher Training: Educational Sciences were amended and updated with regard to inclusive teaching requirements. (Eurydice, National Education Systems, Germany, Initial Education for Teachers Working in Early Childhood and School Education)</p>



Policy priorities	Findings
	<p>3.1.2.3</p> <p>Across states/Länder, there are six types of teaching career courses (primary education, primary education and lower-secondary education, general education at upper-secondary education, vocational education at upper-secondary education, special education).</p> <p>The characteristic elements of the courses are laid down by the Länder in <i>Studienordnungen</i> (study regulations), <i>Ausbildungsordnungen</i> (training regulations) and <i>Prüfungsordnungen</i> (examination regulations) or corresponding legal provisions. Among other requirements, these include provisions on educational sciences. For all types of teaching careers, in initial teacher education 'particular importance attaches to educational and didactic basic qualifications in the areas dealing with heterogeneity and inclusion, and fundamental support diagnostics' (Eurydice, National Education Systems, Germany, Initial Education for Teachers Working in Early Childhood and School Education).</p> <p>3.1.2.4</p> <p>The KMK provides an overview of the standards of teacher education in the German Länder. The overview is updated regularly.</p>
3.1.3 Policy states that all teachers' professional learning opportunities consider teacher competences for inclusive education	3.1.3.1 <p>The KMK recommendation states: 'All teachers should be educated and continuously trained in a way that will allow them to acquire fundamental transferable competences in general teaching and in special needs education [...] These competences will be substantiated and consolidated by studying subject-specific didactics and academic disciplines and will be analytically and practically put to the test and also be reflected on in a task-based teaching practice. Subject-specific didactics also have a key part to play in the development and implementation of concepts of differentiated teaching. It remains essential that teachers provide in-depth expertise in special-needs teaching that goes beyond basic competences' (KMK, Educating teachers to embrace diversity, p. 3).</p>



Policy priorities	Findings
	<p>3.1.3.2</p> <p>'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' (Eurydice, National Education Systems, Germany, Continuing Professional Development for Teachers Working in Early Childhood and School Education).</p> <p>3.1.3.3</p> <p>For academic staff, in-service training is included in the professional requirements. Professors and junior professors as well as scientific and creative arts staff 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 voluntary. (Eurydice, National Education Systems, Germany, Continuing Professional Development for Teachers Working in Early Childhood and School Education)</p>



Policy priorities	Findings
3.1.4 There is a formal strategy for promoting dialogue between ministries, regional/local authorities/municipalities and teacher educators to agree on the requirements of teachers' professional development opportunities for inclusion	<p>3.1.4.1</p> <p>See the Standing Committee strategy to formulate shared recommendations and regulations, such as the resolution on Educating teachers to embrace diversity.</p> <p>3.1.4.2</p> <p>The Standing Conference of the Ministers of Education and Cultural Affairs plays a significant role as an instrument for the co-ordination and development of education in the country. It is a consortium of ministers responsible for education and schooling, institutes of higher education and research and cultural affairs. In this capacity it formulates the joint interests and objectives of all 16 federal states. Dealing with inclusion is one of the topics.</p>
3.1.5 There is a mechanism to ensure that all professional learning opportunities available to teachers are aligned with national- and local-level policy goals for an understanding of inclusive education	<p>3.1.5.1</p> <p>The main committees of the Standing Conference of the Ministers of Education and Cultural Affairs and commissions set up to deal with important individual areas carry out preparatory work for decisions to be taken by the Plenum and the Chiefs of Staff Conference. The committees and commissions also facilitate the exchange of information and networking between the representatives of the federal states.</p> <p>Main committees</p> <ul style="list-style-type: none">• School Committee and Sub-committee for Vocational Education and Training and Continuing Education and Training• Higher Education Committee and Sub-committee for Medicine at Institutions of Higher Education• Cultural Affairs Committee• Federal Government-Federal States Committee for Schools Abroad



Policy priorities	Findings
	<p>Standing Commissions</p> <ul style="list-style-type: none">• Chiefs of Staff Commission for Quality Assurance in Schools• Chiefs of Staff Commission for Quality Assurance at Institutes of Higher Education• Commission for European and International Affairs• Commission for Statistics• Commission for Teacher Training• Sports Commission <p>(Standing Conference of the Ministers of Education and Cultural Affairs)</p>
3.1.6 There are strategies to ensure that local-level professional opportunities for teachers are flexible/adaptable to local school contexts and school development plans for inclusive education	<p>3.1.6.1</p> <p>For CPD, the <i>Gemischte Kommission Lehrerbildung</i> has formulated the following principles:</p> <ul style="list-style-type: none">• Institutionalised in-service teacher training is regarded as only one part of a general and continuous ‘learning on the job’. Measures should encourage further learning on the job individually or within a group of colleagues as a natural element of professional practice.• The intensification of in-service training should not lead to the cancellation of more lessons. It can therefore be demanded of teaching staff to participate in in-service training courses when they have no teaching commitments.• In addition, it is particularly important to overcome the selective and individual character of in-service teacher training in order to influence the level of classroom activity more broadly.• As far as voluntary or obligatory participation in in-service training is concerned, it is of central significance to perceive the participation in measures for in-service training not as an individual decision but as a contribution to the development of the individual school and part



Policy priorities	Findings
	of the development of teaching staff within the individual school. (Eurydice, National Education Systems, Germany, Continuing Professional Development for Teachers Working in Early Childhood and School Education)
3.1.7 There is a medium- and long-term review strategy for teachers' professional learning opportunities to ensure they meet system requirements for an inclusive education system	–

Evaluative comments for 'Goals'

3.1.6

At Länder level, regulated by Länder law

Example (there are similar regulations in all Länder): Through a school programme, the school sets the framework in which it exercises its pedagogical responsibility for its own development and the quality of its educational work. Part of the school programme is a training plan that covers the training needs of teachers. The programme should be revised regularly, especially if the framework conditions for its implementation have changed or the school wants to redefine its educational goals. The school develops its programme in co-operation with the schools with which it collaborates, e.g. the special schools or within the school alliances. (Hessian School Law, §127b)

Additional qualification ([Goethe University](#)): By acquiring the additional 'inclusion-oriented school' qualification, students will gain comprehensive knowledge of inclusive education, strengthen their skills in dealing with inclusive classes and gain expertise in inclusive school and classroom development. The additional qualification can be acquired parallel to the university studies. It comprises two sub-modules:

- Fundamentals of Inclusion and Exclusion in the Education System
- Theory-Practice-Project: Inclusion and Exclusion.



3.2 Continuum of support

Policy priorities	Findings
3.2.1 There is a strategy to ensure a continuum of diverse professional learning opportunities for inclusive education – for pre-service, beginning and experienced teachers, as well as teacher educators and support teachers – across all levels where teachers work	<p>3.2.1.1</p> <p>This is regulated by Länder law.</p> <p>In Hessen, for example, the <i>Hessische Lehrkräfteakademie</i>, the state school boards and the universities provide and ensure in-service training on learning strategies, different subjects, dealing with heterogeneity in the classroom, classroom management, special needs and more.</p> <p>There is, for example, an overall concept for <i>further training in special education</i> with a focus on dealing with pupils with behavioural problems. School management teams in general schools and the regional and supra-regional advice and support centres get support to design inclusive school development in concrete terms. They also establish structures that enable teachers to meet the challenging behaviour of pupils in a pedagogically meaningful way.</p> <p>Training is provided for individual teachers, groups and the entire school staff in various settings. All training and counselling offers are published in the <i>Veranstaltungskatalog</i> and can be filtered according to specific keywords or criteria such as 'date', 'school form', 'target group' or 'subject / occupational field'. A targeted search for in-service training on prioritised topics is also possible.</p> <p>(For an overview, see <i>Teacher Education for Inclusion in the German Länder</i> and <i>Monitoring Teacher Education</i>).</p>



Policy priorities	Findings
3.2.2 There are strategies for developing leadership competences (e.g. school leadership or learning support leadership roles) for inclusive education in all relevant professional learning opportunities	<p>3.2.2.1 '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' (Eurydice, National Education Systems, Germany, Continuing Professional Development for Teachers Working in Early Childhood and School Education).</p> <p>3.2.2.2 Further training (vs. in-service training) courses exist. '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' (Eurydice, National Education Systems, Germany, Continuing Professional Development for Teachers Working in Early Childhood and School Education).</p> <p>3.2.2.3 All Länder provide in-service training for head teachers and school management, often with special regard to inclusion. In Hessen, for example, teachers who wish to become head teachers undergo binding, comprehensive and thorough training. This consists of a preparation phase (reflection day and qualification phase) and an aptitude assessment procedure. The offer is extra-occupational and lasts about one year. Inclusion is one of the topics.</p>



Policy priorities	Findings
3.2.3 There are mechanisms to support schools/higher education institutions to develop strategic plans for teachers' professional learning in inclusive education	<p>3.2.3.1</p> <p>The Standing Conference has agreed on thematic areas for research questions of key importance for educational policy that are regularly updated and which relate to key practical questions for the development of schools and teaching:</p> <ul style="list-style-type: none">• Dealing with heterogeneity: individual support in heterogeneous learning groups including inclusion and support for gifted students,• Development of teaching: effects of teaching methods and didactic concepts,• Use of the results of quality-assuring methods for the development of teaching and schools,• The importance of teacher training and teacher commitment for the development of pupils' competences,• The effects of school quality assurance methods,• All-day: effects on the learning success and• Effects and strategies of school development: differences between schools in a comparable situation. <p>(The Education System in the Federal Republic of Germany 2016/2017: Quality Assurance, p. 243)</p>
3.2.4 There are strategies to support effective collaboration and joint work between schools and higher education institutions/universities	–



Evaluative comments for ‘Continuum of support’

In the Eurydice information on CPD in Germany, the difference between in-service training (CPD) and further training is stressed: ‘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)’ (Eurydice, National Education Systems, Germany, [Continuing Professional Development for Teachers Working in Early Childhood and School Education](#)).

Although it is important to be aware of this conceptual difference and the concepts used make this very clear, in-service training/CPD and further training are not always mutually exclusive and in some cases are less differentiated. Sometimes both in-service training and further education lead to additional certificates and/or teacher qualifications or specialisations.



SECTION 4: CAPACITY BUILDING, FUNDING AND MONITORING OF TPL4I POLICY

4.1 Capacity building

Policy priorities	Findings
4.1.1 There are strategies to increase the capacity of all schools/higher education institutions to support all teachers to engage in professional learning activities on inclusive education	<p>4.1.1.1</p> <p>The KMK/HRK resolution states: 'Successful teaching of inclusion-specific topics needs to rely on more research into the handling of heterogeneity and inclusion (in discipline-related diagnostics and inclusive subject-specific didactics, for example) and appropriate qualification of early career researchers to reach an adequate number of professors. Research programmes on a national scale are needed to achieve this' (KMK, Educating teachers to embrace diversity, p. 4).</p> <p>4.1.1.2</p> <p>Perspectives for a successful inclusion: Contributions of the national programme to enhance teacher education (Qualitätsoffensive Lehrerbildung) to research and practice:</p> <p>'In today's rapidly changing world Germany needs excellently trained teachers which are equipped to teach a diverse range of students at a very high quality. As to guarantee the continuous improvement of German teacher education in times of change, the Federal Government and the Länder have launched a joint programme, the Qualitätsoffensive Lehrerbildung, which at its core aims at enhancing the quality and attractiveness of teacher training. Until 2023 the Federal Ministry of Education and Research (BMBF) is awarding a total of up to 500 million euros to support these goals' (Interim results of the 'Qualitätsoffensive Lehrerbildung', p. 2).</p> <p>4.1.1.3</p> <p>'Social change, scientific developments and rapid technological progress confront teachers as much as teacher training and continuous professional development with numerous new challenges, which</p>



Policy priorities	Findings
	<p>also change their daily professional practice. These changing professional requirements are reflected in the programme's overall foci for action as well as at the level of the individual projects. For example, more than half of the funded projects have implemented special student support services and coaching offers for their teaching programmes. Over 80 percent of the projects focus on the further development of their teacher training courses and curricula especially regarding issues of heterogeneity and inclusion.'</p> <p>The measures within the programme have a practical impact, and at the same time, they are research-oriented and data-based.</p> <p>'Since 2015, 49 projects at 59 universities and universities of education have worked towards the successful implementation of the Qualitätsoffensive Lehrerbildung. About every second teacher educating institution at university level in Germany is participating in the programme' (Interim results of the 'Qualitätsoffensive Lehrerbildung', p. 2).</p> <p>4.1.1.4</p> <p>Educating teachers to embrace diversity:</p> <p>'At any school, it is the teachers who will create an environment in which diversity is acknowledged and appreciated as normality and as a strength. Teachers need professional competences to allow them to recognise pupils' special gifts and any disadvantages, impediments and other obstacles that they might exhibit or experience and to put in place appropriate pedagogical measures for prevention or support. Cooperation and communication between teachers in different teaching functions and between the various professions are gaining in importance. Therefore, degree programmes, which lead to a teaching position in any type of school and at any level of schooling should prepare prospective teachers cooperatively to take a constructive and professional approach to diversity' (KMK, Educating teachers to embrace diversity, p. 2; Monitoring Teacher Education).</p>



Policy priorities	Findings
4.1.2 There is a mechanism to facilitate dialogue between all teachers/leaders/other stakeholders to develop a shared understanding of inclusive education as an approach that ensures high-quality learning opportunities for all	4.1.2.1 Regulated at Länder level.
4.1.3 There is guidance on how teachers working in mainstream school settings/higher education institutions can understand and enact inclusive education	4.1.3.1 <p>'With its 'University for All' recommendations of 21 April 2009 and those on teacher education of 14 May 2013, the German Rectors' Conference (HRK) provided the initial impetus for dealing with diversity in its own institutions and in the courses these institutions offer. The Standing Conference of the Ministers of Education and Cultural Affairs of the States in the Federal Republic of Germany (KMK) issued a recommendation entitled 'Inclusive education of children and young people with disabilities in schools' in 2011, the 12 June 2014 reworking of 'Standards for Teacher Training in the Educational Sciences' and the 'Jointly Issued Content Requirements of the Federal States for Academic Disciplines and Subject-specific Didactics in Teacher Education' thus creating the necessary framework that now needs to gain substance and authority in the curricula for teacher education.</p> <p>[...] The recommendation is intended to provide guidance on inclusion to higher education institutions, ministries and authorities as part of teacher education and to encourage all those involved to engage with the issue' (KMK, 2015. Educating teachers to embrace diversity, p. 2).</p>
4.1.4 There are guidelines that support all teachers to collaborate to support all learners	4.1.4.1 The KMK provides updated overviews on guidelines and recommendations .



Policy priorities	Findings
	4.1.4.2 KMK, Guidelines and standards for teacher education .
4.1.5 There are guidelines on how methods of quality assessment, school evaluation, inspections and other accountability measures contribute to planning/identifying priority areas of professional learning activities for inclusive education	4.1.5.1 Regulated at Länder level.
4.1.6 There are strategies to support schools/higher education institutions to build strong leadership teams that are aware of the inclusive education agenda	4.1.6.1 Regulated at Länder level.
4.1.7 There are incentives stated in policy for all teachers to engage in professional learning activities for inclusive education	4.1.7.1 In general, ‘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’ (Eurydice, National Education Systems, Germany, Continuing Professional Development for Teachers Working in Early Childhood and School Education).



Policy priorities	Findings
	<p>4.1.7.2 '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' (KMK, The Education System in the Federal Republic of Germany 2016/2017: Teachers and education staff, p. 215).</p> <p>4.1.7.3 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. 'Teachers attending in-service training courses are not usually appraised [...] 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' (KMK, The Education System in the Federal Republic of Germany 2016/2017: Teachers and education staff, p. 216).</p>
4.1.8 There are strategies stated in policy to develop the role of specialist teachers as a resource for mainstream schools	4.1.8.1 Special teachers are delegated from special education centres to mainstream schools as a resource. The aim of special teachers in special education centres (<i>sonderpädagogische Förderzentren</i>) 'is to meet individual special needs or a range of different needs (e.g. physical and motor development, hearing and sight, and so on) and to guarantee special education in inclusive or specific forms.'



Policy priorities	Findings
	[...] Within the scope of the responsibility of special education centres for preventive measures, support is provided even before the determination of special educational needs has taken place, sometimes as early as Kindergarten' (KMK, The Education System in the Federal Republic of Germany 2016/2017: Educational support and guidance , p. 255).
4.1.9 There are strategies to promote professional learning for inclusion in teachers' common competence areas (e.g. experienced teachers and specialist teachers are expected to engage in professional learning activities that promote inclusive education pedagogies, such as co-teaching)	4.1.9.1 The KMK provides a regularly updated dossier on teacher education for all German Länder, where professional learning for inclusion is included.
4.1.10 There are competences for professional learning in inclusive education for all teachers	–

Evaluative comments for 'Capacity building'

KMK, [Sachstand in der Lehrerbildung](#).

The Institute for Quality Development in Education ([Institut für Qualitätsentwicklung – IQB](#)) supports the work of the Länder in the Federal Republic of Germany in the continuous development and assurance of educational developments in the school system. The IQB regularly reviews the extent to which these competence goals are achieved in German schools and supports the German states in implementing the educational standards. [Dealing with heterogeneity](#) is one of the focused aspects.



4.2 Funding

Policy priorities	Findings
4.2.1 There are financial incentives to encourage all schools/higher education institutions to develop policy and action plans for teachers' professional learning for inclusion	4.2.1.1 Regulated at Länder level.
4.2.2 There are mechanisms for systematic data collection on expenditure on teachers' professional learning that informs cost-effectiveness issues	4.2.2.1 Regulated at Länder level.
4.2.3 There are flexible resourcing mechanisms that foster teachers' professional learning at school level	4.2.3.1 Regulated at Länder level.

Evaluative comments for 'Funding'

Funding of teacher education and in-service training is regulated in the 16 Länder.

The financing of education is currently based on the following arrangements:

- Most educational institutions are maintained by public authorities.



- They receive the greater part of their funds from public budgets.
- The public financing arrangements for the education system are the result of decision-making processes in the political and administrative system in which the various forms of public spending on education are apportioned between Federation, Länder and *Kommunen* (local authorities) and according to education policy and objective requirements.

(KMK, [The Education System in the Federal Republic of Germany 2016/2017: Funding](#), p. 77)

4.3 Monitoring

Policy priorities	Findings
4.3.1 There is a comprehensive accountability framework for monitoring and evaluating the implementation of teachers' professional learning for inclusion activities	–
4.3.2 Monitoring mechanisms ensure that inequalities in access to professional learning opportunities at regional or organisational levels are addressed	–



Policy priorities	Findings
4.3.3 There are mechanisms to support schools/teacher education departments/higher education institutions to have ownership of review and improvement processes in relation to teachers' professional learning	<p>4.3.3.1</p> <p>The KMK/HRK resolution refers to the accreditation mechanisms of higher education courses as an instrument for monitoring teachers' professional learning for inclusion: 'Evaluation procedures aimed at enhancing quality can support the further development of degree programmes. Procedures for (re-)accreditation will allow the higher education institutions to demonstrate that potential teachers can obtain the competences required by an inclusive school at their institution' (KMK, Educating teachers to embrace diversity, p. 5).</p>
4.3.4 There are mechanisms to share and analyse data to inform improvement processes in relation to teachers' professional learning at national and local level	–
4.3.5 There is data available on whether teachers are engaged in professional learning that is relevant to the level of education they teach	–



Policy priorities	Findings
4.3.6 There are mechanisms to ensure that teachers' professional learning contributes to improving inclusive education practice at school level/the level of a teacher education department or higher education institution	–

Evaluative comments for 'Monitoring'

The debate about evaluation in the education system, in other words the systematic assessment of organisational structures, teaching and learning processes and performance criteria with a view to improving quality, did not start in Germany until the end of the 1980s, later than in other European countries.

Although the actual concept of evaluation may not have been institutionalised before, this does not mean that no control mechanisms existed. The following are used for quality assurance and evaluation purposes:

- state supervisory authorities for schools and higher education;
- statistical surveys carried out by the Federal Statistical Office and by the Statistical Offices of the Länder;
- educational research in institutes that are subordinate to federal or Land ministries or jointly funded by the Federal Government and the Länder.

Within the school system, the Standing Conference of the Ministers of Education and Cultural Affairs of the Länder (*Kultusministerkonferenz – KMK*), in the *Konstanzer Beschluss* of October 1997, took up quality assurance processes that had already been introduced in several Länder in the school sector and declared these a central issue for its work. Since then the Länder have developed evaluation instruments in the narrower sense, which may be employed depending on the objective.



In 2003 and 2004, educational standards were adopted for the primary sector, the *Hauptschulabschluss* and the *Mittlerer Schulabschluss*. In October 2012 the Standing Conference resolved educational standards for the *Allgemeine Hochschulreife* (general higher education entrance qualification) in German and Mathematics and in follow-on courses in the foreign languages English and French.

In June 2006, the Standing Conference adopted a comprehensive strategy for educational monitoring which was revised in June 2015. The evaluation of research and teaching has been provided for in the higher education sector since the amendment to the Framework Act for Higher Education (*Hochschulrahmengesetz* – HRG, R122, 1998). The evaluation of study courses and subjects is also established in the higher education legislation of most Länder.

In a resolution of March 2002, the Standing Conference laid down the future development of quality assurance for all Länder and institutions of higher education. In the long-term, this should lead to an overall concept for quality assurance, taking account of all types of higher education institution and all study courses. With the introduction of the accreditation of study courses, the setting up of the Accreditation Council (*Akkreditierungsrat*), the foundation of accreditation agencies and the adoption of joint structural requirements for all Länder for Bachelor's and Master's study courses, standards and procedures were established for the teaching sector. These should provide students and employers with reliable orientation and create transparency in international co-operation with regard to the study offer and study qualifications in Germany. In September 2005, the Standing Conference of the Ministers of Education and Cultural Affairs of the Länder passed a comprehensive quality assurance framework concept for teaching (*Qualitätssicherung in der Lehre*).

Evaluation measures in schools

In recent years, initiatives have been taken in all Länder to develop measures for assuring the quality of education at both the school and system level. This goes beyond the customary range of instruments of the school supervisory authority and project supervision. The Länder have taken a number of evaluation measures in which various quality assurance and quality development procedures interact. These procedures include:

- the development or further development of framework curricula;
- comparative tests across the Länder and schools in core subjects;
- the extension of external evaluation;
- the development of standards and their review;
- the development of quality management in schools;



- centralised final examinations (lower and upper-secondary education).

An external evaluation of schools is carried out on a regular basis in almost all Länder (*Fremdevaluation*, *Schulvisitation*, *Schulinspektion*). The Ministries of Education or the institutes for school development of the Land are usually responsible for the external evaluation. The goal is to monitor and improve the quality of school education. External evaluations are held every three to six years depending on the Land. Characteristic methods include the analysis of data and documents, observations (visits to classes, inspections), standardised questionnaires and interviews.

The evaluation procedures for schools in the Länder are in line with the educational standards of the Standing Conference of the Ministers of Education and Cultural Affairs. These cross-Länder target criteria are usually complemented by the provisions of the frameworks for school quality. By means of indicators of school and teaching practice quality, these provide schools with a frame of reference.

As part of these strategies, increasing weight is given to measures for the evaluation of individual schools. In the majority of Länder, the obligatory development of school-specific programmes plays a central role. In the school-specific programmes, the individual schools specify the main focuses and objectives of their work on the basis of Land regulations regarding the content and qualifications obtained after completing the courses. At the same time, the school-specific programmes determine internal evaluation methods and criteria based on the requirements specific to the Land (e.g. curricula, timetables). The areas to be evaluated are determined autonomously by the schools in the school-specific programmes. School-specific programmes should take account of the social and demographic requirements of the individual school. The frameworks for school quality referred to above are of central importance for the implementation of school-specific programmes.

Germany is taking part in international comparative studies of pupil achievement, such as:

- Trends in International Mathematics and Science Study (TIMSS)
- Progress in International Reading Literacy Study (PIRLS)
- OECD's Programme for International Student Assessment (PISA).

These studies are a means of determining the performance of the German education system in an international comparison and enable Germany to derive appropriate measures from the results.