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The development of the educational system
in the Länder of the Federal Republic of
Germany in the scholastic year 1958/1959

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The Development of the Educational System in the
Länder of the Federal Republic of Germany in the
Scholastic Year 1958/59

Report by the Chairman of the Schools Committee of the
Permanent Conference of the Ministers of Education of the
Länder of the Federal Republic of Germany, submitted to
the 22nd International Conference on Education in Geneva
(July 1959).

I. Administration

General

The educational system in the Federal Republic of
Germany is under the jurisdiction of the Länder; every Land,
of which, including West Berlin, there are eleven within the
Federal Republic, has full authority to organize its own
system.

In all questions relating to the school and university
system, the Ministers of Education of the Länder co-operate
within the frame-work of the Permanent Conference of the
Ministers of Education. During the year under review the
Chair was occupied by Herr Osterloh, Minister of Education
for Schleswig-Holstein.

There has been but little change in the field of school
and university administration. The following are the alterations
which have taken place:-

In Berlin, where up to now the supervision of schools
was, in the first instance, the responsibility of the school
inspectors of the district authorities, inspection will in

future be centralized in the office of the Senator for Adult Education. The practical application of this decision is still being worked out. In this, Berlin is following the example of the City-States of Hamburg and Bremen.

In the Rhineland-Palatinate a law was passed relating to the public secondary schools in that Land, and containing, inter alia, a clear-cut arrangement for a fair distribution of the financial burden as between the Land, communes and associations of communes.

On 3 June 1958, the School Administration Bill and the Bill relating to the financing of public schools were passed in North Rhine-Westphalia, both of which will come into force on 1 October 1959. The resultant changes in the fields of administration, inspection, and finance will therefore be dealt with in the report for the year 1959.

In Hesse, the law relating to the co-determination of parents and guardians and to the Land School Advisory Council was promulgated on 13 November 1958. In accordance with para. 6 of Article 56 of the Constitution of Hesse, parents and guardians are entitled to collaborate in organizing the educational system. The law envisages this collaboration as being carried out through elected representatives of the parents in the individual schools, as well as by measures proceeding from the central authorities. Proposals will be submitted to the parents for their approval. In order that the administration may not be paralysed, however, should this approval be withheld, the final decision on all measures requiring such agreement will be made by the State authorities. The law prescribes particularly stringent conditions for this, however, and in special cases provides for the decision being made by the Cabinet. This measure further develops collaboration with the parents of school-children in Hesse. It creates the frame-work for co-operation between school and home. The fact that this co-operation is determined by law will serve to

awaken a readiness to collaborate and help to make communal planning a reality.-- In the past few years similar laws have been passed in several other Länder.

As a result of the Saarland University Act of 26 March 1957, which replaced both the Cultural Agreement between France and the Saarland and also the former Statute of the University, the University of Saarbrücken drew up a new constitution regulating its own independent administration. The University of Erlangen and the Technical College in Munich have also adopted new constitutions.

Budgets

As in past years, the funds earmarked for the ministries of education by the Länder governments have again been considerably raised, for instance in Bavaria by DM 91 million, in Bremen by about 8 million, in Hesse by DM 90 million, in North Rhine-Westphalia by DM 114.8 million, and in the Rhinland-Palatinate by DM 35.8 million. In several Länder we can report an increase of between 10 and 18% as compared to the budget of the previous year. This is mainly due to increased personnel costs resulting both from the greater number of permanent posts in schools and universities and from increased salary scales. Particularly important in this respect are the funds provided for school buildings, and for the extension of the universities and research institutes.

Study groups are shortly to be formed in the upper classes of 500 grammar schools, in order to ensure the supply of qualified specialists required in the spheres of atomic physics, atomic administration, and atomic technics. The Federal Ministry of Atomic Energy has provided DM 6 million for the procurement of the apparatus, literature and other materials which will be required.

In the last few years, school fees have been abolished step by step in North Rhine-Westphalia. In order to make up for the resulting loss of income, the Land has placed a total of DM 41.5 million at the disposal of the school governing

bodies, representing an increase of DM 14 million over the previous year. A regulation passed on 19 December 1958 lays down that, as from 1 April, 1959, fees are no longer to be charged in the public schools in North Rhine-Westphalia. This abolition of school fees has now been realized in almost all the Länder.

Under the provisions of the law of 15 May 1958, concerning the maintenance of public schools of engineering, the Government of Land Hesse became responsible for the maintenance and operation of all public schools of engineering within that Land. As a result, the subsidy to these schools rose from about DM 2.7 million to approximately DM 4.6 million.

The scholarship funds available for pupils at evening grammar schools (Abendgymnasien) were increased, for example in the budget of the City of Bremen, by DM 30,000 to DM 215,000. As far as possible, scholarships are given to these pupils in the last months before the School Leaving Certificate (Reifeprüfung), so that they are not required to go out to work during that period. These evening schools, which prepare young working people for admission to and study at a university, were described in greater detail in the last report.

Financial assistance for students at universities and scientific and technical colleges is provided jointly by the Federal Government and by the Länder. The funds provided for scholarships by the Länder were increased.-- Special attention was given to providing assistance for students of engineering. The Federal Ministry of Atomic Energy also provided DM 1.5 million for scholarships, which were distributed through the Länder. The Conference of the Ministers of Education has laid down principles for giving direct assistance to students at State engineering colleges (Resolution of 6 February 1959). The considerable sums required to apply these principles in practice are to be provided entirely by the Länder. Training at a State engineering college

will, in future, be made available by scholarships to all students having the necessary ability but requiring financial support. These scholarships are to be paid throughout the whole course of study (generally six terms, i.e., three years), and in certain cases also during the vacations. They are calculated so that they provide enough to cover all basic needs. The same rules are applied in deciding the amount of this assistance as in calculating grants to students at universities, technical colleges etc. As students at engineering colleges find work immediately after their final examinations, half of the grant provided in the last two terms is given only as a loan.

For the promotion of students at State colleges of art and music, teachers' training colleges, training colleges for teachers in vocational schools, as well as students at academies and institutes, appropriate principles were laid down by the Conference of the Ministers of Education (Resolution of 6 February 1959) and the measures existing up to now in the individual Länder were reinforced. All students who are sufficiently talented but who cannot afford to pay for their studies, are to receive scholarships to enable them to continue their studies.

School Building

All the Länder announce the construction of numerous new schools and gymnasiums. A few statistics will serve to clarify the development in this sphere. In the year under review the following were built:-

In Bavaria

1,100 class-rooms for primary schools
12 gymnasiums

In Bremen

116 class-rooms
20 subject rooms

- 22 special rooms
- 2 gymnasiums
- 2 assembly halls
- 1 rural residential school

In Lower Saxony

- 1,413 class-rooms
- 710 other teaching rooms
- 48 gymnasiums
- 5 swimming-pools in school buildings, for instruction in swimming

In North Rhine-Westphalia, in physical training centres mainly at the disposal of schools:

- 63 swimming-pools in school buildings, for instruction in swimming
- 205 gymnasiums
- 12 indoor swimming-baths
- 112 sports grounds

In the Saarland (partly still under construction)

- 480 class-rooms
- 31 gymnasiums
- 13 swimming-pools, in school buildings, for instruction in swimming
- 1 rural residential school

In Schleswig-Holstein

- 302 class-rooms
- 217 special subject rooms
- 35 gymnasiums
- 15 physical training rooms.

In spite of these efforts, there is still a shortage of school accommodation, particularly in the large towns. Shift work in schools, however, has been further curtailed and has been abolished in the Saarland as well as in the secondary

schools in the Rhineland-Palatinate. In Berlin, only a few schools continue to work on the shift system. In Bavaria, it is hoped to abolish shift-work by the scholastic year 1963/64.

In some newly built secondary schools in Hesse, special accommodation was included to provide facilities for all-day attendance. This was done in preparation for the possible general introduction of the five-day week, so that lessons can be carried on right into the afternoon.-- In Baden-Württemberg directives based upon modern educational and methodological ideas were issued, for the equipment of class-rooms and special rooms for scientific subjects. These can serve as a basis for the establishment, extension or maintenance of mathematical and scientific collections.

Several Länder report the improvement and extension of already existing schools of engineering. In Bavaria, three schools of engineering were built to meet the increased need for training facilities in engineering.

II. Educational System

General

At the end of the period under review, the German Committee on Education (Deutscher Ausschuss für das Erziehungs- und Bildungswesen), set up, pursuant to a Bundestag resolution, by the Conference of the Ministers of Education in conjunction with the Federal Ministry of the Interior, submitted after five years preparation, a plan for the reorganization and standardization of the public system of general education. This overall plan takes into account the fundamental changes which have transformed State and society in the past fifty years. The analysis has awakened a lively response amongst the German public. A detailed report on the proposals, however, is not deemed advisable until the education authorities have thoroughly

studied the analysis.

In the period under review, no fundamental changes have taken place in the organization of the individual branches of education: the existing types of school were further developed. The following section deals more fully with some isolated innovations.

General and Vocational Education

The increasing number of kindergarten schools, which were discussed in detail in the previous report, is again particularly striking. In Bremen, the number of kindergarten schools rose to 23, in Lower Saxony from 9 to 21. In Hamburg five new kindergarten schools were erected, making a total of 49. These kindergarten schools are intended for children who on reaching school age, are not yet sufficiently developed to attend school, and require special care so that they may soon be able to take part in normal lessons.

The question of raising the school-leaving age, which was already dealt with in the previous report, occupies an important place in public discussion. The new system, whereby nine years attendance at school is compulsory, exists already in Berlin, in Bremen (from 1 April 1959), in Hamburg and in Schleswig-Holstein. In five towns in Hesse, 17 classes were organized for pupils staying on for a voluntary ninth year at school. The Rhineland-Palatinate set up 13 experimental classes for a voluntary ninth year. In North Rhine-Westphalia, the voluntary ninth school year has already been tried out successfully. This experiment was well received by the parents, and gave valuable pointers for the later re-casting of the regulations on compulsory school attendance. The number of experimental classes which have been set up in Berlin for a tenth school year has risen to seven.

Large-scale experiments were made in Bavaria with the

introduction into primary schools of junior secondary departments (Aufbauzüge). These supplementary classes, which also exist in other countries, provide a higher primary education, or lead to the Intermediate Certificate (Mittelschulabschluss) at the end of the tenth school year. They begin in the fifth or in the seventh school year. One foreign language (English) is compulsory.

Bavaria is making efforts to arrange that the three-year junior secondary school course (Mittelschule) which follows the seventh primary school year, should begin one year earlier. Four-year courses have been introduced in 23 junior secondary schools. This development corresponds to the situation in the other Länder, where in general a four or six-year junior secondary course is in operation.

North Rhine-Westphalia issued a regulation on the promotion of pupils in senior secondary schools and Schleswig-Holstein for junior secondary schools; both of these regulations are based upon agreements with the Conference of the Ministers of Education.

The period of compulsory attendance at vocational schools for young people doing agricultural work has been extended in North Rhine-Westphalia from two to three years; this means that, except in one Land, this category of young people, on completing their primary education, are obliged to attend a vocational school for three years during their occupational training.

The Conference of Education Ministers has drawn up a skeleton agreement on the establishment of junior secondary courses within the vocational school system. Section I of the agreement reads as follows:

"Junior secondary courses are primarily intended for suitably gifted post-primary pupils, who are serving an apprenticeship or undergoing practical vocational

training. They provide an extension of the general education in conjunction with the technical training. Their aim is to prepare those taking part in such courses for higher positions in their careers or for admission to schools of engineering or other similar institutes of further education."

The leaving certificate to which these junior secondary courses lead is equivalent to that of the junior secondary school proper.

This skeleton agreement indicates the lines along which existing and prospective junior secondary courses shall in future be developed.

In a decree issued on 18 October 1958, the Saarland laid down rules for the formation of such courses. In Hesse, the number of them in operation in vocational schools has risen from 52 to 127.

The State Vocational Secondary School in Saarbrücken, the Heinrich Riehl Institute in Düsseldorf, a municipal Institute in Essen and the Hesse College in Wiesbaden have now joined the ranks of those establishments, existing in a number of Länder, which offer university-level courses to talented post-primary pupils aged 18 to 25, who have completed their practical professional training and have also taken a full-time junior secondary course lasting several years. Although the compulsory subjects at these institutes appear to be largely the same as in the senior secondary schools, the curriculum and the methods of work are different. For the excellent teaching in these schools, fields of study have been selected which provide the mental discipline and training of the critical faculty which are necessary as a foundation for scientific studies.

The Conference of the Ministers of Education issued instructions for admission to the universities and similar

institutions without the Senior Leaving Certificate (Reifezeugnis); this means of entry has admittedly existed for decades, but it was in need of revision. Berlin and the Saarland have made corresponding regulations based upon these instructions.

Schools of Engineering

With the agreement of the Conference of the Ministers of Education, the course of study for surveyors was extended in Hesse from four to five terms (2 1/2 years), that at schools of architecture and engineering in Lower Saxony from five to six terms (3 years).

Holidays

Once again the Conference of the Ministers of Education established the arrangements for school holidays. In general, the summer holidays will last for six weeks. The various Länder will begin their summer holidays in groups, at intervals of one week. The Länder have been divided into four, more or less, equal groups according to population. The holidays begin and end in the middle of the week. This arrangement was come to in consultation with representatives of the Federal Ministry of Transport, of German Federal Railways, and the Transport Associations.

III. Curricula, Examinations and the Provision of Free Educational Material

During the period under review, numerous new education schemes have appeared. Berlin published a revised plan for primary schools. This is by no means a mere plan for the curriculum, in the sense of a rigid collection of material, the assimilation of which is imposed upon the schools in a prescribed sequence. It contains rather directives intended to point the way in which the education of the child can proceed in keeping with his physical and psychological development.

In Schleswig-Holstein rules were laid down for the curriculum in rural primary school classes, where, in a four-year course (7th to 10th school year) suitably talented pupils follow a course leading to the equivalent of the Intermediate School Certificate.

In Bremen the curriculum was laid down for advanced divisions (upper classes of the primary schools; 7th to 9th school year). This curriculum aims at restricting the material to that which is suitable for 12 to 15 year-olds, and at the same time, giving the teacher a reasonable amount of free scope. Importance is laid upon the teaching of the "Three R's", and especially the fact that different courses should exist to accommodate children of varying ability. Besides the work in factual subjects (history, geography, physics, chemistry, biology), sufficient space has been allotted to the artistic field (crafts, handwork and drawing), as well as to physical education and domestic science.

In Baden-Württemberg a curriculum has appeared for use in the three-year Senior Business School.-- Bavaria has published new syllabusses for geography and history in senior secondary schools, which comply with the agreements reached by the Conference of the Ministers of Education and the requirements as regards limitation of material.-- In Lower Saxony, alterations were made in the syllabuses for classical and modern languages, Russian and Hebrew.

Berlin issued a new regulation for the senior leaving certificate. The chief characteristic of this is that only eight subjects are taken for examination in the 13th class. The other subjects are dropped after the 12th class. In this, Berlin is following similar procedures introduced in Hamburg, Hesse, Lower Saxony and Schleswig-Holstein.

The directives for teaching in the vocational schools in Bavaria were revised and published. The curriculum for agricultural

schools prescribes an increase in the number of periods to 290 per year; "mechanical engineering" was introduced as a new subject.-- Hesse published plans for setting up study groups in electrical engineering within the vocational schools.

The Conference of the Ministers of Education recently brought out a report on the acceptability of text-books, to which attention is drawn. ^{here} It is particularly noteworthy that in Bavaria the provision of free books has been considerably extended, and that in Baden-Württemberg books and school materials are free in primary and vocational schools, as from 1 April 1958, i.e., the necessary school books are placed free of charge at the disposal of the primary and vocational school pupils in Baden-Württemberg. In the senior secondary schools in Baden-Württemberg the provision of free educational material is being introduced step by step. At the moment, pupils in the majority of the Länder have the free use of school books and other materials.

IV. Teaching Staff.

In the year under review, following thorough consultation in the respective parliaments, the training of primary school teachers was revised in Bavaria (by a law passed on 14 June 1958), in Baden-Württemberg (21 July 1958) and in Hesse (13 November 1958). These laws recognize the principle that primary school teachers should receive an academic training. This training is provided at teachers' training colleges. (Pädagogischen Hochschulen), independent institutions affiliated to the Land universities (in Bavaria and in Hesse) or aiming at a close co-operation with them (in Baden-Württemberg). This is largely in keeping with the recommendation in the report submitted by the German Committee on 13 March 1958 to the effect that primary school teachers should be trained at independent training colleges.

In Bavaria, these colleges are denominational; there are six Catholic and three Protestant training colleges. If a sufficient number of students should decide in favour of an inter-denominational training college, then one will be set up.

In Baden-Württemberg there are five inter-denominational training colleges, in addition to those for Catholic or Protestant students.

Prospective trainees for the teaching profession in primary schools are required to have the Senior Leaving Certificate awarded after the successful completion of 13 consecutive classes, or its equivalent.

In Bavaria and Hesse, students at the teachers' training colleges are matriculated at the universities like all other students. Their training includes the study of educational and associated sciences, basic practical training and an introduction to the general curriculum of the primary schools, as well as courses in the artistic subjects, particularly music and physical education.

The newly created teachers' training colleges are not only teaching institutes but also research centres in the field of education.

The Teachers' Training Act passed in Berlin (16 October 1958) regulates the approved forms of training given to prospective teachers at independent training colleges and at the universities. It aims at assimilating and coordinating the various courses of training for teachers in primary, commercial, technical and grammar schools. It also covers the wider aspects of their further education. Particularly noteworthy is an advisory body, the Committee on Teachers' Training, whose purpose is to keep the training colleges in touch with each other, as well as with those sections of the public interested in education and the education authorities.

As a result of the new scheme, the training course for primary school teachers in Bavaria and Baden-Württemberg has been extended from four to six terms (three years). This means that now a three years' training is in force in nearly all the Länder. In Bavaria the training course for teachers in technical subjects was altered from four to six terms (three years) and that for teachers at agricultural vocational schools from three to four terms (two years).

The increasing mechanization of agriculture is resulting in a reduction in the number of pupils taking vocational courses in agriculture. It has therefore been necessary in Baden-Württemberg to give teachers of agricultural subjects a six-month course of re-training as technical school teachers for young manual workers.

A State Institute for the Training of Junior Secondary School Teachers was set up in Munich by a regulation of 10 October 1958.

New regulations for the training of senior secondary school teachers and for their examination in the theory and practice of teaching were published in Bavaria (3 February 1959) and in Baden-Württemberg (19 March 1959). These regulations are in accordance with agreements reached in recent years by the Conference of the Ministers of Education. In Bavaria the change-over from a three-subject to a two-subject system is being carried out generally. One innovation is the introduction of a social science examination for teachers. At the same time, the training in physical education is being revised.

The Conference of the Ministers of Education has worked out a skeleton scheme for teachers of music at senior secondary schools (Decision of 8 May 1958). Teachers of artistic subjects, like all other senior secondary school teachers, are given an academic training, studying music, for instance, at an academy of music (Musikhochschulen) and an academic

subject at a university or technical college.

New laws for teachers' salaries were passed by the parliaments of Bavaria (14 June 1958), Berlin (2 April 1958), Lower Saxony (14 May 1958), North Rhine-Westphalia (13 May 1958) and the Saarland (9 May 1958). The scales for all groups were improved by giving higher initial salaries, better opportunities of promotion and larger increments for years of service. Thus, in Lower Saxony, for instance, the starting salary for teachers in primary and secondary schools was raised by an average of 30%. In Schleswig-Holstein the salary of primary school teachers still awaiting permanent appointment was adjusted to correspond to the new scales for permanent staff.

As regards continuation studies for teachers, Hesse, the Saarland, Berlin and Hamburg report the following:

The Institute of Continuation Courses for Teachers in Hesse has been given a new statute. In the Saarland, a similar institute was set up in September 1958 with its own residential accommodation.

The Institute of Continuation Courses for Teachers in Hamburg has started seminars in economics for teachers, intended to make them more familiar with economic questions. Amongst other means employed to this end were visits to industrial and commercial firms. In autumn 1958 study weeks were arranged in Hamburg on the rudiments of atomic physics, the primary purpose of which was to advise science teachers on how to introduce senior pupils to this branch of the subject.

In Hamburg, a new advisory centre for modern languages was set up in addition to those already in existence, and also one for physical education attached to the Institute of Continuation Courses. The advisory centres are intended to supplement the school work in these branches of study.

Four child guidance clinics were opened as an experiment in Berlin, to advise teachers in overcoming educational difficulties in the every-day life of school, and to help them collect experience for pedagogical and didactic planning. The centres are under the direction of teachers who are at the same time graduates in psychology. They also help teachers to add to their knowledge in the sphere of psychology.

V. Measures to Supplement and Enrich Life
and Education in and out of School

Most typical of the work of the pupils' councils (Schülermitverwaltung) are the numerous, generally duplicated school magazines, of which there are, for example, 60 in Bavaria, 70 in Baden-Württemberg, and 15 in Bremen. In Schleswig-Holstein the pupils' councils carry out independent social work, for instance by caring for children on holiday from Berlin, or for immigrants from the eastern zone. The funds for this work are raised by collections among the pupils.

In Bavaria, the pupils in the junior and senior secondary schools elect form-captains and school captains; a similar system is in operation in the other Länder, with the exception of the Saarland, where the pupils' councils are still in the development stage. Experience in Bavaria has shown that inter-town meetings of representatives from the pupils' councils are not successful. On the other hand a meeting is to take place each year to exchange experience; it will be based upon a specific theme, for example dramatics, rambling, sport, school magazines.

There has been a noticeable increase in school rambling. In Hamburg in the scholastic year 1958 a greater number of class excursions, holidays in rural school homes and rambles covering several days, were made than in any other year since the war: a total of 2,791 classes with 85,444 pupils were provided with full-board for 811,820 days. 43.5% of the classes of all

Hamburg primary and secondary schools have been on a class trip. In the scholastic year 1958 it was again possible to increase the funds provided in the budget for helping poorer children to take part in school excursions. This too made a new record with DM 390,000.

Bremen reports that 2,444 pupils visited the two school hostels in Rinteln and Bad Münder for about eight days each, 10,599 pupils, the 18 rural school homes in the country for about 9.5 days each and 8,436 pupils, the German Youth Hostels for about 8 days each.

Particularly noteworthy were the class trips to Berlin and the holidays spent by Berlin children in the rural school homes in the Federal Republic.

Every year courses are held in Bavaria for teachers in training, to encourage school rambles. Skiing courses for pupils are becoming more and more popular; 550 such courses were held in the past year.

The number of pedagogical and psychological advice centres is growing in Bavaria. Many teachers take part in courses for school youth advisers.

In Hamburg it was possible to improve the school medical service; the existing number of 29 school doctors has been increased by 4.

Baden-Württemberg has issued regulations for the implementation of the law on the education and teaching of children and young people with sight and hearing handicaps (12 August 1958), in which rules were formulated with regard to compulsory school attendance, and the distribution of accommodation costs.

In the school for children with hearing and speech defects, as well as in the School for the Deaf and Dumb in Bremen, modern hearing aids have been one means of providing a basis for raising the standard of achievement.

VI. Miscellaneous

To promote international understanding, meetings between Berlin school-children and young people from other lands are being subsidized by grants towards the travelling expenses of school trips abroad. In the Saarland too, generous financial support has made it possible to do more towards encouraging international youth exchanges.