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Titel:	<b>Achieving the Lisbon goals: the contribution of vocational education and training systems - Beitrag zu einer Studie im Auftrag der Europäischen Kommission</b>
Laufzeit:	I/04 bis IV/04
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### **Abstract**

**Die im Herbst 2004 unter maßgeblicher Mitwirkung des BIBB abgeschlossene „Maastricht-Studie“ diente der Bestandsaufnahme der nationalen Berufsbildungspolitiken in den Staaten der Europäischen Union. Sie zeigt auf, inwieweit die vom Europäischen Rat von Lissabon im Jahre 2000 verabschiedete „Agenda 2010“ bereits umgesetzt ist und was im Hinblick auf die dort gesteckten Ziele zu tun bleibt.**

### **Ausgangslage**

Der Europäische Rat hat im Jahr 2000 in Lissabon eine Agenda 2010 verabschiedet, deren Ziel es ist, in der Europäischen Union einen hoch dynamischen und wettbewerbsfähigen wissensbasierten Wirtschaftsraum zu schaffen, der durch nachhaltiges Wachstum, mehr und bessere Beschäftigungsmöglichkeiten sowie soziale Kohäsion gekennzeichnet ist. Das Ziel soll durch einen integrierten Politikansatz in den Ländern der Union und auf Gemeinschaftsebene erreicht werden. Von zentraler Bedeutung ist dabei eine Strategie lebenslangen Lernens, wobei der beruflichen Bildung, neben der allgemeinen und höheren Bildung, eine besondere Rolle zukommt.

Der Beitrag der beruflichen Bildung zur Erreichung des Ziels von Lissabon stand im Zentrum der Studie, die Anfang 2004 von der Europäischen Kommission in Auftrag gegeben wurde. Die Untersuchung sollte drei Felder in den Blick nehmen:

1. Fortschritte in den nationalen Berufsbildungssystemen im Hinblick auf die in Lissabon gesetzten Vorgaben (Bildungspolitik)
2. Innovationen in den Lehr-/ Lernprozessen (Pädagogik)
3. Entwicklung von Kompetenzen für den europäischen Arbeitsmarkt (Beschäftigung)

### **Ziele**

Mit Hilfe der Studie sollte die Basis für eine Bestandsaufnahme geschaffen werden: Was ist in den nationalen Berufsbildungssystemen geschehen bzw. was geschieht, um die mit der Zielsetzung von Lissabon verbundenen Vorgaben zu erfüllen? Damit sollte die Studie auch die Debatte über künftige Entwicklungen auf nationaler und europäischer Ebene anregen.

## Methodische Hinweise

Die Studie wurde von einem Konsortium unter Leitung der britischen Qualifications and Curriculum Authority (QCA) durchgeführt. Zu diesem Konsortium gehörten neben dem Bundesinstitut für Berufsbildung (BIBB) noch weitere neun Berufsbildungsinstitutionen<sup>1</sup>. Insgesamt waren 31 Länder einbezogen: alte und neue Mitgliedsstaaten der Europäischen Union, die Länder des europäischen Wirtschaftsraums sowie die Kandidaten Rumänien, Bulgarien, Türkei. Die im Konsortium vertretenen Länder haben jeweils Cluster von drei bis fünf Ländern koordiniert.

Die (Sekundär-) Analyse konzentrierte sich im Wesentlichen auf Material aus drei Quellen: (1) Europäische und internationale Forschungsberichte, Statistiken und politische Dokumente, (2) Antworten der Generaldirektoren für Berufsbildung von 31 Ländern auf einen Fragebogen zur Selbstevaluation, (3) 31 Länderberichte zu speziellen Themen, die durch die erstgenannten Quellen nicht abgedeckt waren; hierzu wurden vor allem offizielle Berichtssysteme und Berichte zu nationalen Modellvorhaben und Reformen ausgewertet. Außerdem haben die Generaldirektion Bildung und Kultur der Europäischen Kommission, das CEDEFOP, ETF und die europäischen Sozialpartner mit Informationen und Diskussionen zur Studie beigetragen. Von der Anlage und vom Ablauf her handelte es sich bei dieser Studie um ein bislang einmaliges Vorhaben.

Das BIBB hat das Design der Studie mitentwickelt; es hat einen Teil der EU-Quellen ausgewertet; es hat einen nationalen Bericht erstellt, sowie die Berichte eines Länderclusters (Finnland, Österreich, Ungarn) koordiniert. Das BIBB zeichnet verantwortlich für das Kapitel zu Effektivität und Effizienz beruflicher Bildung und hat in diesem Zusammenhang die europäische Datenlage einer kritischen Prüfung unterzogen. Schließlich hat das BIBB an der Gesamtedaktion des Berichts mitgewirkt.

## Ergebnisse

### *Effektivität und Effizienz beruflicher Bildung*

Die Teilnahmeraten an beruflicher Ausbildung sind in vielen Mitgliedsstaaten bereits ziemlich hoch, aber sicher noch graduell zu steigern. Die eigentliche Herausforderung ist jedoch die Qualität des Angebots, mit der Berufsbildung für die potentiellen Nutzer attraktiver gemacht und wodurch Brücken zwischen beruflicher und allgemeiner Bildung geschlagen werden könnten.

Der Anteil der 20-24jährigen<sup>2</sup>, die mindestens den Abschluss der Sekundarstufe II erreicht haben, lag im EU-Durchschnitt im Jahr 2003 bei 76,7 % (EU-25), in den „alten“ Mitgliedsstaaten bei 73,8 % und in Deutschland bei 72,5 %. In Deutschland ist bei diesem Indikator im letzten Jahrzehnt ein Rückgang um etwa 10 Prozentpunkte zu verzeichnen, der möglicherweise mit einem höheren Alter bei Erreichen des Abschlusses (durch Wartezeiten und Bildungsschleifen) zusammenhängt. Im Europa der 15 Mitgliedsstaaten ist dagegen seit 1995 ein Anstieg zu verzeichnen, durch den Beitritt der neuen Mitgliedsstaaten mit ihrem durchschnittlich höheren Anteil der Absolventen des Sekundarbereichs II hat sich der europäische Durchschnitt weiter erhöht. Bei Fortsetzung der bisherigen Entwicklung kann der in Lissabon

<sup>1</sup>Centre d'Études et de Recherches sur les Qualifications (CEREQ/Marseille), Centrum voor innovatie van opleidingen (CINOP/'s-Hertogenbosch), Istituto per lo Sviluppo della Formazione Professionale dei Lavoratori (ISFOL/Rom); National Training Fund/Prag, Danish Technological Institute (DTI)/Kopenhagen, Navigator Consulting/Athen, Institut für Technik und Bildung (ITB)/Bremen, dazu wie bereits erwähnt QCA und BIBB.

<sup>2</sup>Dieser Strukturindikator wird von Eurostat regelmäßig ausgewiesen. Daneben wird der Anteil der 22jährigen, die mindestens den Abschluss der Sekundarstufe II erreicht haben, als Indikator verwendet. Dieser Indikator ist aber für internationale Vergleiche nicht uneingeschränkt nutzbar, weil der Stichprobenumfang in einigen Staaten zu gering ist. Alle Zahlenangaben nach Eurostat, Datenquelle Arbeitserhebung (Labour Force Survey).

gesetzte Benchmark (85%) bis 2010 erreicht werden. Der Ländervergleich zeigt, dass ein gut ausgebautes berufliches Bildungssystem dazu beiträgt, hohe Abschlussquoten im Sekundarbereich II zu erreichen und den Schulabgang ohne Abschluss zu verringern (Abbildung 1).

Die in vielen Ländern geringen Teilnahmeraten bei der beruflichen Weiterbildung bedürfen besonderer politischer Aufmerksamkeit, wenn lebenslanges Lernen Realität werden soll. In diesem Bereich stellt der europäische Benchmark (12,5 % Teilnahme an Weiterbildung, bezogen auf Personen im Alter von 25-64 Jahren) jedoch eine große Herausforderung für die meisten Staaten dar. Im Durchschnitt lag die Teilnahmequote 2002 bei 8,0 % (D: 5,8 %). Zwar zeigen die Daten für 2003 einen rapiden Anstieg auf 9,7 % an, der jedoch in erheblichem Maße auf die Veränderungen im Erhebungskonzept der zugrundeliegenden Befragungen zu erklären ist. Die Beteiligung an lebenslangem Lernen ist in der Vergangenheit nur sehr langsam gestiegen, in Deutschland beispielsweise von 1996 bis 2002 nur um 0,1 Prozentpunkt (Abbildung 2).

Die verfügbaren Daten und Analysen zeigen, dass Investitionen in Bildung zu hohen Erträgen führen – bei den Individuen (in Form von höherem Arbeitseinkommen und geringerer Arbeitslosigkeit), bei den Unternehmen (Wettbewerbsfähigkeit, Marktanteil, Anpassungsfähigkeit an technologischen Wandel), und für die Gesellschaft insgesamt (Wirtschaftswachstum, Gesundheit und Inanspruchnahme von Sozialleistungen, demokratische Teilhabe – um nur jeweils einige Bereiche zu nennen). Bei diesen Untersuchungen ist aber die Bedeutung der beruflichen Bildung nicht gesondert zu identifizieren. Und schließlich kommt es auch darauf an, wie die Investitionen in Bildung verteilt sind: Die Förderung des lebenslangen Lernens gerade bei denjenigen, die den größten Bedarf daran haben (gering Qualifizierte) lohnt sich auch aus ökonomischen Gründen – nicht nur mit Blick auf Gleichheitsüberlegungen und soziale Integration.

Wachsende Ausgaben für Berufsbildung sind dringend erforderlich. Höhere Investitionen in Bildung sind aber offensichtlich nicht immer eine hinreichende Bedingung zur Erzielung besserer Ergebnisse. Darauf deuten eine Reihe vorliegender Studien hin. Die Länderberichte, die eigens für die Maastricht-Studie erarbeitet wurden, widmeten sich auch dem Thema Effizienz, wobei die Mehrzahl der Länder Ineffizienzen benennt. Einige Länder haben Maßnahmen zur Steigerung der Effizienz beruflicher Bildung in die Wege geleitet oder geplant. Dabei werden häufig genannt:

- die Erhöhung der Gestaltungsfreiräume der Bildungseinrichtungen (insbesondere in den Bereichen Personalmanagement, Planung und Strukturen, sowie Ressourcenverwaltung);
- die Einbeziehung der Sozialpartner (um die Verbesserung der Ausbildungsqualität zu unterstützen und auf Veränderungen der Arbeitsmarkterfordernisse besser zu reagieren);
- Steuererleichterungen u.ä. als Anreize für Individuen und Betriebe, die Ausgaben für Bildung zu steigern;
- Fondsfinanzierung mit freiwilligen oder obligatorischen Beiträgen der Betriebe, gestützt beispielsweise auf Vereinbarungen der Sozialpartner.

#### *Mangel an aussagekräftigen, kohärenten Daten*

Zur Abschätzung der Effizienz beruflicher Bildung sind Daten zu den Ausgaben für diesen Bildungsbereich ebenso erforderlich wie zu seinen Ergebnissen – und hinsichtlich beider Bereiche besteht ein eklatanter Mangel an adäquaten Daten.

Die Ausgaben der öffentlichen Hand (in Relation zum Bruttosozialprodukt - BSP) werden regelmäßig ausgewiesen, allerdings lässt sich keine Aussage zum Anteil der Ausgaben für berufliche Bildung treffen. Direkte Ergebnisse zu den Leistungen der beruflichen Bildung in Schulen und Unternehmen liegen nicht vor – eine den PISA-Studien vergleichbare Kompetenzmessung bei Absolventen beruflicher Bildungsgänge gibt es bislang nicht.

Der Mangel an adäquaten und kohärenten Daten zu den Inputs wie zu den Ergebnissen der Berufsbildung ist ein ernstes Problem, das strategische Planungen behindert. Dieser Mangel ist dringend zu beheben. Dies ist die Voraussetzung für eine integrierte, kontinuierliche Berichterstattung über die Berufsbildungssysteme.

#### *Innovationen in den Lehr-/Lernprozessen*

Die im Rahmen der verstärkten Zusammenarbeit (Kopenhagen-Prozess) entwickelten Aktionslinien sind wichtige Hebel, um Politiken des lebenslangen Lernens voranzubringen. Sie sind jedoch in ihrer jetzigen Form unvollständig, insofern Innovationen im Lehren und Lernen darin nicht vorkommen.

Es findet – offensichtlich oft vermittelt über europäische Zusammenarbeit - in vielen Ländern ein Paradigmenwechsel hinsichtlich der Ziele und Inhalte von Ausbildung statt: breit angelegte berufliche Kompetenzen, die am Arbeitsplatz erworben werden, sind das Leitkonzept für eine Reihe curricularer Reformen.

Der Umgang mit Informations- und Kommunikationstechnologien wird in den meisten europäischen Länder am ehesten eingebettet in Arbeits- und Geschäftsprozesse erlernt, und nicht in simulierten Aktivitäten. Die Aktionen und Diskussionen zu E-Learning sollten – nach einem Schub von Investitionen in Hard- und Software – stärker auf eine pädagogisch sinnvolle Integration von E-Learning in komplexe Lern- und Arbeitsprozesse ausgerichtet werden.

Den Lehrern und Ausbildern kommt eine fundamentale Bedeutung für die Erreichung des Lissabon-Ziels zu. Deshalb sollte die gegenwärtig vorherrschende Fragmentierung in der Qualifizierung des Bildungspersonals überwunden werden. Eine stärkere grenzübergreifende Kooperation zwischen Einrichtungen der Lehrerausbildung könnte hier helfen.

In der Kopenhagen-Deklaration wurde der Qualitätssicherung Priorität eingeräumt. In den Mitgliedsstaaten haben sich sehr unterschiedliche Konzepte von Qualität und Qualitätssicherung entwickelt; am weitesten verbreitet sind Selbstevaluationen anhand gegebener Standards. Ein Transfer von Verfahren zwischen Mitgliedsstaaten mit langer Tradition in Qualitätssicherung und Beginnern scheint hier besonders sinnvoll.

#### *Kompetenzen für den europäischen Arbeitsmarkt*

Berufsbildung trägt entscheidend dazu bei, sozialen Ausschluss zu vermeiden oder zu überwinden. Besondere Programme für Benachteiligte sind zwar kostenintensiv, aber sie zeigen Wirkung. Beratungssysteme spielen eine wichtige Rolle, wenn es darum geht, Jugendliche in Ausbildung oder in Beschäftigung (zurück-)zubringen.

Die Beschäftigung älterer Arbeitnehmer (55-64 Jahre) stellt eine besondere Herausforderung dar. Das vorgegebene Ziel für 2010 lautet hier: mindestens 50 % der Altersgruppe sollen erwerbstätig sein. Während vor allem skandinavische Länder dieses Ziel weit übertreffen, liegt Deutschland (noch) knapp darunter (ca. 48 %). Viele Initiativen bieten Bildungsmöglichkeiten für ältere Arbeitnehmer, aber es gibt nur geringe Anzeichen für profunde Ansätze im Rahmen umfassender Strategien lebenslangen Lernens. Initiativen sollten sich darauf konzentrieren, die Arbeitswelt älterenfreundlich zu gestalten und spezielle Lernangebote für diese Zielgruppe zu entwickeln, die in dieser Phase des Berufslebens möglicherweise noch einmal neue Aufgaben wahrnimmt.

In der Europäischen Union entwickelt sich ein offenerer, europäischer Arbeitsmarkt. Berufliche Bildung kann Friktionen abmildern, die gegenwärtig die Mobilität von Arbeitnehmern und Lernenden behindern. Allerdings ist berufliche Bildung nicht die entscheidende Kraft, die tatsächlich mehr Mobilität herbeiführt; sie leistet hierbei eher einen bescheidenen Beitrag.

## **Ausblick**

Berufsbildung in Europa beruht auf Werten, Prioritäten und Infrastrukturen nationaler, sektoraler, regionaler und lokaler Subsysteme. Die wachsende Zusammenarbeit auf europäischer Ebene gibt Anstöße und Unterstützung für den weiteren Ausbau der Systeme im Hinblick auf ihre ökonomische und soziale Leistungsfähigkeit. Die seit Lissabon eingeführte offene Methode der Koordinierung zwischen Mitgliedsstaaten und EU-Kommission sollte künftig weitere Kreise von Politikern, Praktikern und Forschern einbeziehen; nur dann kann das gemeinsame Ziel auch erreicht werden.

## **Bisherige Ergebnisse**

Die Studie diente der Vorbereitung der Berufsbildungs-Konferenz der niederländischen Präsidenschaft Dezember 2004 in Maastricht. Ihre Ergebnisse wurden dort präsentiert und diskutiert und fanden in das abschließende Communiqué Eingang.

## **Veröffentlichungen**

Friederike Behringer und Georg Hanf: Der Beitrag der beruflichen Bildung zur europäischen Agenda 2010 - Erkenntnisse aus der „Maastricht-Studie“, in: BWP - 34 (2005), Heft 1, S. 26-29

Gesamtbericht und Länderberichte: [http://www.refernet.org.uk/index\\_copenhagen.asp](http://www.refernet.org.uk/index_copenhagen.asp)

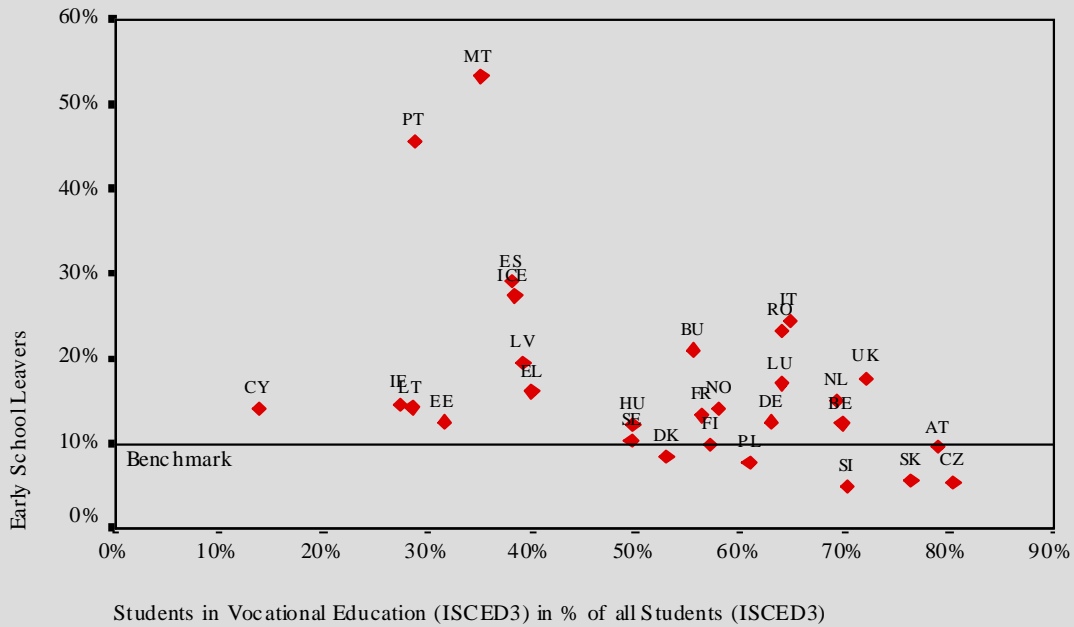
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Vocational education and training - key to the future. Lisbon-Copenhagen-Maastricht: mobilising for 2010. Cedefop synthesis of the Maastricht Study, Luxemburg 2004

La formation et l'enseignement professionnels: une clé pour l'avenir. Lisbonne - Copenhague - Maastricht: se mobiliser pour 2010. Étude de Maastricht - synthèse du Cedefop, Luxembourg 2004

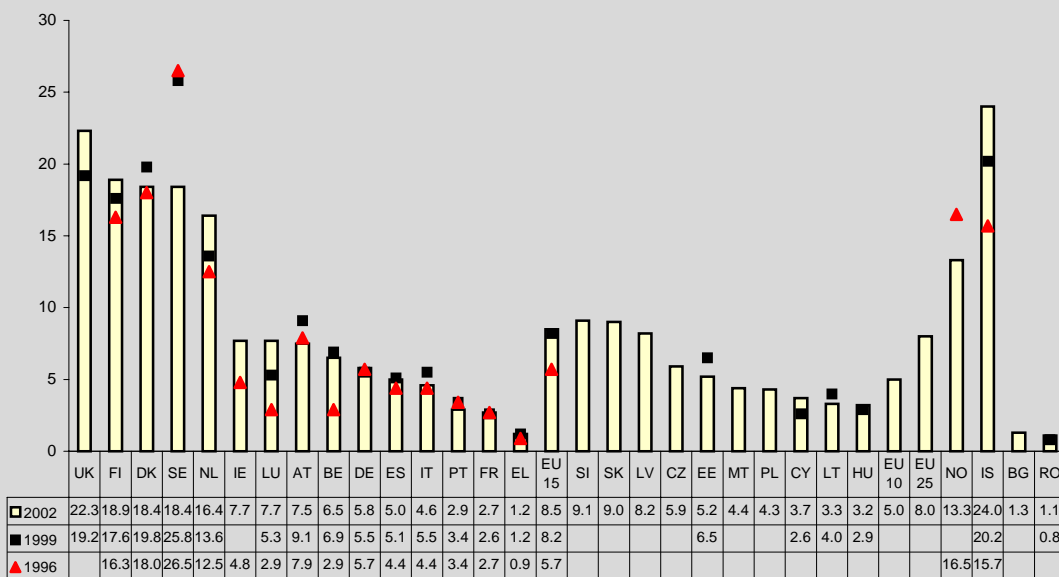
Anhang

Abbildung 1: Jugendliche in Berufsbildung/Berufsvorbereitung (Sekundarstufe II) und Frühabgänger, 2002



Source: Eurostat, New Cronos Data Bank, 30.07.2004. For Early school leavers: Structural indicators, Social cohesion IV.5.2/5.3. Unreliable or uncertain data for Slovenia, provisional value for United Kingdom. Early school-leavers: Percentage of the population aged 18-24 with at most lower secondary education and not in further education or training. Eurostat issues warning due to low sample size for DK, LU, IS, NO, EE, LV, LT, CY, MT, SI. For Students in Voc. Education: Own calculations relying on data from theme3-educ-educat-enrol1a\_t-isced3, isced3pv, isced3voc. Included in this analysis are EU-25, Iceland, Norway, Bulgaria and Romania. Students in Voc. Education: Students enrolled in Vocational or Prevocational Programmes as share of total students in ISCED3.

Abbildung 2: „Teilnahme am Lebenslangen Lernen“ (2002, 1999, 1996)



Source: Eurostat, Structural indicators, Employment I.5.1, 22.07.2004; estimated value for EU15 (1996/1999). For BE in 1999, for LT in 2002, for LU in 1998, for NL in 1999, for PT in 1998 and 2000, for FI in 2000 and for SE in 2001 break in series. For FR (all years), NL (until 1999) and PT (until 2000), the reference period is only one week. Lifelong Learning: Percentage of the population aged 25 to 64 participating in education and training over the four weeks prior to the survey. According to Eurostat comparable data are not available for US and JP.

**Achieving the Lisbon Goal:**  
The Contribution of Vocational Education and Training Systems

# Country Report: Germany

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This report is one of a series of European country reports. It has been written to support a larger report: **Achieving the Lisbon Goal: the contribution of VET**, prepared by the **Lisbon-to-Copenhagen-to-Maastricht Consortium** for the European Commission. This report is not intended as an official view. But rather independent insight into specific aspects of National VET systems in Europe.

**Theme 1:****Progress of national VET systems towards meeting the challenges of Lisbon****1. Strategies and barriers for improving the status, flexibility and attractiveness of Initial VET (IVET)***a. Raising the status of IVET*

Traditionally, the status of IVET in Germany, especially the status of apprenticeship training, is very good. A survey carried out by the Federal Institute for Vocational Training (BIBB) found out that the vast majority of school-leavers are aiming for this route.

**School-leavers' educational intentions**

Apprenticeship training is ...	...planned now or later	... a possible option	...not planned at all
	63%	20%	17%

Source BIBB, school-leavers survey 2003

The actual participation figures show that nearly two thirds of pupils on upper secondary are following the vocational route, the majority of which is in apprenticeships.

**Distribution of participants between IVET and general education at upper secondary level (2001)**

General (grammar) schools	Specialised Vocational schools	Apprenticeship training
36,7 %	12,1 %	51,2 %

Source: OECD, Education at a Glance 2003, Paris 2003

Some 20% of the students in general schools and nearly a half of the students in vocational schools are moving on to apprenticeships later, thus raising the number of those completing an apprenticeship to over 60% of the age cohort.

Over the recent years the demand for apprenticeships was always higher than the supply. Therefore, there is no need to raise the status of IVET.

*b. and c. Improving the attractiveness and flexibility of IVET*

There is widespread agreement among the parties responsible for vocational education and training that only modern occupations meeting the current qualification requirements of the labour market can ensure the attractiveness of the dual system in the interest of both the business enterprise sector and the young people wishing to pursue vocational training within the dual system. Between 1996 and 2002, training regulations for 125 occupations were revised and updated. Approximately 652,042 trainees were undergoing training in one of these occupations in 2002. Taking into account the 116,916 training places created in entirely new occupations as well, this meant that well over 47% of all trainees were undergoing training governed by the most up-to-date training regulations. On 1 August 2003 alone, new training regulations entered into force for 28 occupations, seven of which were completely new occupations. The drive launched a number of years ago to modernize



existing training occupations and develop new ones will therefore be resolutely continued. The consultations for the year 2004 between the participating experts of the social partners have progressed to the point where training regulations for about 30 occupations are expected to enter into force on 1 August 2004, seven of them for newly created occupations alone.

Over the course of the past several years, a new generation of training regulations has emerged that is marked by an innovative combination of new content and structural changes as well as the introduction of new examination concepts.<sup>1</sup> The structural innovations are particularly manifest in the codification of sector-specific concepts for a modular system in the third year of vocational training. Under these concepts it is possible to choose sector-specific sets which must then also be taken into account in the final examination. By opening up the possibility of choosing from among a number of options, they allow for both company-specific and individual differentiation of occupational profiles and help to effectively link initial and continuing training. This reorientation of regulatory policy has convincingly demonstrated that the framers of vocational training policy are in a position to swiftly take highly flexible action to adequately accommodate both the rapidly changing qualification needs of the business enterprise sector and the vocational preferences of school leavers.

Even in the early phases of vocational training, a stronger emphasis on modularization in the structuring of training regulations could further enhance flexibility. Utilization of the well-known instrument of multi-level training (certification possible after two and three years) in this context could also open up additional fields of activity for the dual system of vocational training.

The Federal Government remains committed in this context to ensuring that even occupational activities with less complex requirements involve training at the skilled worker level and constitute marketable occupations. In 2004 seven less demanding shorter training occupations are currently being developed which could open up opportunities for training within the dual system for disadvantaged young people in particular.

### **Improving permeability of educational pathways**

One of the Federal Government's core objectives to dramatically improve the **permeability of educational pathways** within the vocational education and training system and between the individual educational areas and to overcome the strict separation of different sectors of the education system in Germany, thus realising the equivalence of, and open access to, the various educational routes. The **transition routes** from vocational training preparation to vocational training proper and from initial training to continuing or upgrading training are becoming more flexible and linked more closely with each other and can be used in a flexible manner. The Federal Government – supported by employers and unions – is pushing the implementation of broader **access to the higher education sector for skilled and qualified employees** without the traditional university entrance certificate. It also intends to ensure that pertinent continuing training qualifications are recognised and credited to higher education study courses.

One way of improving the permeability of the higher education system is the credit point system for the accumulation and transfer of credit for successfully completed coursework and examinations that was introduced at higher education institutions under the Fourth Law

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<sup>1</sup> These include company job assignments as a practical form of final examination as well as the alternative examinations (authentic company job assignment or hypothetical job assignment) introduced for the first time in the industrial electronics occupations.

Amending the Framework Act for Higher Education of 20 August 1998. This system is being developed along the lines of the European Credit Transfer System (ECTS) and is to also allow for the possibility of accumulation of credit points outside the higher education sector in the future, for example for skills acquired through informal learning and through suitable further vocational training. To this end, on 28 June 2002 the Standing Conference of the Ministers of Education and Cultural Affairs of the Länder opened up the possibility of crediting skills and competences acquired outside the higher education sector – on a standardized basis, where appropriate – towards placement in study courses at higher education institutions and spelled out the conditions under which such crediting may be undertaken.

This arrangement is intended to apply above all to highly sophisticated qualifications in the field of upgrading vocational training, which include in particular the new IT further training occupations and qualifications<sup>2</sup> adopted on 3 May 2002 as well as certificates earned at trade and technical schools (*Fachschulen*) pursuant to the framework agreement of the Standing Conference of the Ministers of Education and Cultural Affairs of the Länder. Within the framework of upgrading vocational training, credit points are to be awarded for qualifications verified through examinations which can then be credited toward a study course by the given higher education institution. The autonomy of the higher education institutions, in particular to specify the requirements for study courses and assess equivalence, remains unaffected by this arrangement. The higher education institutions are called upon to assign the credit points earned for equivalent coursework and examinations in the vocational education and training sector a credit value that is commensurate with the performance requirements of the given higher education study course.

In their recommendation of 26 September 2003, the Federal Ministry of Education and Research, the Standing Conference of the Ministers of Education and Cultural Affairs of the Länder and the German Rectors' Conference committed themselves to improving the crediting of knowledge and skills acquired outside the higher education sector towards higher education study and called on the higher education institutions to credit further training examinations reflecting an adequately high academic standard towards higher education study course requirements.

### **Reform of the Vocational Training Act**

In February 2004 the Federal Ministry for Education and Research presented the points of reference for the planned amendment to the Vocational Training Act (BBiG) on the basis of which, after conferment within the Federal Government, a bill is to be presented.

Examples for reform approaches in the draft amendment to the Vocational Training Act:

- Given the drop in the number of training places in the business community, more and more young people are turning as an alternative to full-time school vocational training courses, only some of which lead to an initial vocational qualification. The Federal Government is, therefore, to examine ways of making it easier for the federal states to offer school vocational training courses which lead, in a more reliable manner, to a final examination in a recognised training occupation according to BBiG/HwO (Craft

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<sup>2</sup> The new model for multi-level continuing IT education and training (2002) has broken new ground in a number of respects. It defines upgrading profiles on three levels of qualification: specialists, operating professionals and strategic professionals. At the highest level – the level of the strategic professionals – two occupations based on upgrading training (IT systems engineer and IT business engineer) have been defined that are intended to represent a level of qualification comparable to academic bachelor or master degrees. (BMBF 2002)

Trades Ordinance) before the competent authorities in order to raise the direct labour market acceptance of full-time school vocational training courses.

- It will also examine improving the usability of partial qualifications, acquired for instance in vocational schools, in ensuing in-company training.
- The possibility of doing part of the training abroad, with the approval of the training provider, will be anchored in law.
- By extending the empowerment basis for trial ordinances, greater flexibility is to be introduced into the development and testing of new forms of training and training occupations.
- The possibility of doing parts of the final examination already during the training course ("extended final examination") is to be anchored in law as an alternative examination method. (In 2001 Government and social partners agreed that the so-called "extended" final examination (credit transferability of interim exams to the final examination) should be tested in twenty training occupations. During the past legislative period the Federal and Länder governments, together with workers and employers, also decided within the framework of the Alliance for Jobs, Training and Competitiveness to examine whether and how vocational school credits could be transferred to the final vocational examination.)

*d. Barriers to achieve the objective "Improving the permeability of educational pathways"*

There is a clear distinction between general education in grammar schools, IVET in vocational schools and apprenticeship. General schools and vocational schools are separate institutions with separate administration. Part-time vocational schools in apprenticeship training are institutionally integrated with full-time vocational schools. Both are under the same responsibility of the Länder. The company part of apprenticeship is under Federal Law.

The curricula of general schools and of vocational schools are designed separately by different groups of experts on Länder level. But general subjects are also part of the vocational school curricula. Curricula for apprenticeship are developed separately again by expert groups from industry on national level; but there is close parallel development of the curricula for the in-company part of training and the school curricula of the part-time school.

As a rule, once the decision for a certain type of school is made, pupils have to follow this track to the final exam. Switching from the vocational track to the general track is rather limited: You need to add on general subjects; this is extending the learning time. Whereas switching from the general track to the vocational track is much easier: the holder of an Abitur is exempted from the general subjects forming an integral part of the vocational qualification. This reduces the time of an apprenticeship by one year.

Almost all the qualifications in the German system are overall qualifications and not individual partial qualifications which can be separately acquired and examined. This hinders the possibility of switching between different tracks and providers.

These barriers are addressed in the reform of the Vocational Training Act.

## 2. Reducing the number of early school leavers

### Lower Secondary level

The number of young people, leaving school without a certificate, amounts approximately 8 percent.

Due to the bad results of the PISA-study, in which the middle results of the 15 year olds in Germany is well below the OECD-average, the Kultusministerkonferenz (Standing Conference of the Ministers for Cultural Affairs) defined the following fields of action:

- measures to improve the language skills already in the pre school
- measures for the better connection between the pre school area and the primary schools in view of an earlier school enrolment;
- measures designed to improve the primary education and continual improvement of the reading competence and the basic understanding for the interrelation between mathematical and natural science;
- measures for an active encouragement of educationally disadvantaged children, especially children and young people with a migration background;
- measures for a consequent quality development and assurance within the classes and the school itself via obliging standards and a result-oriented evaluation;
- measures designed to improve the professionalism of teachers, especially with a view to diagnostic and methodical competences as a part of a systematic school development;
- measures for the extension of school and extracurricular full-time offers with the objective of extended education and encouragement possibilities, especially for scholars with an education deficit and special capabilities. To support the *Länder* the government allocates 4 Mrd. € within the capital spending program "Zukunft Bildung und Betreuung" in the period 2004-2007 for the development and extension of full-time schools.

These measures are also supposed to reduce the number of early school leavers and to increase the education maturity of young people and the reduction of potential restrains in the vocational education and training.

### Upper secondary level / vocational training

Some 15% of the age group are not completing upper secondary education. To raise participation and completion rates on upper secondary level government is targeting low-achieving disadvantaged young people with a wide range of programmes and support structures. "Vocational education and training for everyone" is the motto of the approach taken to training disadvantaged youths. This concept foresees those young people who for a variety reasons are at a disadvantage in our society receiving in various ways the support they need to complete a course of formal vocational training. The **long-term objective** of these efforts is to integrate these individuals into society and the working world on a lasting basis.

For those who do not start a regular vocational course there is compulsory vocationally oriented **schooling** in a Berufsvorbereitungsjahr BVJ (year of pre-vocational training); their typical age would be 15 or 16. Participants are young people with social disadvantages, learning difficulties or handicaps and migrants with an inadequate command of German who need special assistance in order to begin and successfully complete a course of training. Young people who are not yet ready to enter vocational training have to participate in a full time Berufsvorbereitungsjahr BVJ (year of pre-vocational training), which serves as vocational orientation and as an introduction to one, two or three occupational fields.

Aside from the year of prevocational training offered at schools, the Federal Employment Services provides the most extensive offering of prevocational qualification options in Germany with its **prevocational training measures**. Offered by the vocational guidance services, these courses target young people who need some preparation before they embark on a course of vocational training – to help them, for example, make a sound choice of occupation, improve their academic groundwork or take care of personal problems that are an obstacle to starting a training programme. These measures combine **practical work** in various workshops, **remedial instruction** and **flanking youth work**. The various types of measures are tailored to specific target groups and last anywhere from a few months to three years.

Based on the second law for labour market reform a **vocational training preparation programme** has been introduced to give a second chance to young people who do not manage to find a place on a regular training programme first time around. Following a relevant amendment to the Vocational Training Act, this new form of vocational training was put into force with the training year 2003/2004. Training modules (Qualifizierungsbausteine) will lead young people step by step towards the target of apprenticeship, offsetting their weaknesses and building on their strengths under way. The partial qualifications based on the training regulations of recognised training occupations require attestation by trainers according to a standardised format. This is designed to increase the transparency and portability of the acquired skills and therefore enhance applicants' prospects of finding a training place when they leave the programme.

The recognition of (partial) qualifications and professional skills is currently at the trial stage. However, it plays a large role in the individual decision of a company of whether a trainee should be employed. There are current developments in Germany with the goal of introducing new systems for the formalisation and comparability of partial qualifications below the level of a completed vocational education and training. Such as the vocational choice pass, in which in-school and out-of-school projects and partial qualifications are documented / Vocational Training Preparation Certification Ordinance BAVBVO 16.7.03)

This raises the question whether attestations of completion of qualification modules are sufficient or whether they should not be credited to ensuing vocational training so as not to unnecessarily prolong the length of training for these young people and to raise acceptance for this offering.

In addition to the wide range of support options provided by the Federal Employment Agency under Book Three of the Social Code, the Federal Ministry of Education and Research launched the programme "Promoting skills – vocational qualification for target groups needing special support" (BQF programme) in the year 2001 (Bundesministerium für Bildung und Forschung 2002b). This programme is designed to enhance the efficiency of existing support measures, in particular to promote more successful integration in training and employment and more effectively orient support towards target groups such as migrants.

Within the framework of the BQF programme, the Federal Employment Agency and the Federal Ministry of Education and Research developed and tested a "new support structure" in a series of pilot projects that were implemented in 24 local employment agency districts. Starting in September 2004, the Federal Employment Agency will incorporate key elements of this "new support structure" into its nationwide system of measures.

The plan is to draw on the existing set of measures to create a qualification scheme that is appropriate for all target groups but marked by considerable inner differentiation to facilitate the development of individualized qualification pathways. All target groups who need assistance in order to gain entry into vocational training and employment are to begin with a basic stage, the most important elements of which are an assessment of skills, vocational guidance and career selection assistance, introductory internships, preparation of a support

plan tailored to the individual's needs, practice interviews, and basic skills development, especially media skills. After three months, the young person's situation is to be reassessed to determine the possibilities for transition to a vocational training programme or the need for further support measures. This basic stage can last no more than six months. If necessary, it can be followed by an orientation stage in which qualification modules serve as the key vehicle for skills development.

The series of pilot projects to develop and test this "new support structure" is to be continued until the end of 2005 and complemented by ongoing backup support. The core content is to thereby be adjusted in line with the advanced stage of development, and the results and experience gained from the pilot projects are to be taken into consideration in the further development of the new support structure once it has been introduced nationwide.

Parallel to these endeavours, the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth has launched the pilot programme "Competence Agencies" for disadvantaged young people. Between 2002 and 2006, competence agencies will be tested at 15 locations nationwide. Their aim is to develop timely – and in the long term effective – strategies for individualized planning of assistance to further the integration of disadvantaged young people in training. The Federal Ministry for Family Affairs, Senior Citizens, Women and Youth has earmarked a total of € 10.5 million for the testing of these competence agencies.

A virtual good-practice centre (GPC) has been established by the Federal Institute for Vocational Training (BIBB) for the documentation and dissemination of good examples in promoting vocational training for disadvantaged young people (<http://www.good-practice.de>). To support and further develop the innovation area "Improving the Vocational Qualification of Migrants", the "Initiative Vocational Qualifications for Migrants" (IBQM) was also set up in the Federal Institute for Vocational Training (BIBB) (<http://www.bibb.de/de/11839.htm>). Both the GPC and IBQM are funded by the ministry of Education.

### 3. Increasing VET at tertiary level

The rigid separation between the vocational and the academic spheres was considered a problem of the higher education system by the advocates of dual study courses. This separation leads to the tardy entry of graduates into the employment system compared to other countries. The rigid sequence of a four- to five-year study course and subsequent employment also to a certain extent fails to take into account the changes in individual choices with regard to education and way of life and ignores the demands placed on graduates by employers. Thus alternatives have been sought in the form of shorter, higher-quality forms of tertiary education and training allowing both academic and vocational knowledge and skills, i.e. theory and practice, to be taught (Reuling/Hanf 2004, pp. 47). This led to the concept of dual study courses on tertiary level.

On tertiary level there are two types of institutions providing initial vocational training: **Fachhochschulen** (universities of applied sciences) and **Berufsakademien** (professional academies). There is an important difference in the clientele: At Berufsakademien students as a rule start their studies straight after upper secondary school, whereas students at Fachhochschulen have acquired a vocational qualification on secondary level and some years of work experience. There are nearly 200 **Fachhochschulen**, 25% of which are not publicly maintained, but are to a large extent subject to the same legal provisions as state **Fachhochschulen**. As an alternative to institutions of higher education Germany's tertiary sector also includes 35 **Berufsakademien BA** (professional academies), which are either publicly or privately maintained.

Applicants for courses at the *Berufsakademien* require a general or subject-restricted higher education entrance qualification (*Hochschulreife* or *Fachhochschulreife*), depending on the regulations in force in the particular Land, and a training contract with a suitable training establishment. Depending on the Land legislation, applicants with professional qualifications but without the higher education entrance qualification can take an entrance examination.

Once the training contract has been concluded, applicants are registered at the study institution by the company responsible for training them.

The students at the *Berufsakademien* complete parallel training with a company in trade and industry, with comparable establishments in other sectors - particularly in the case of the liberal professions - or at institutions maintained by social services. During the training, periods of study at the study institution alternate with periods of on-the-job training in the training establishments. The companies bear the costs of on-the-job training and pay the students a wage, which is also received during the theoretical part of the training at the study institution.

The range of dual study courses, which has been considerably enlarged since the early 1990s, is offered primarily by *Fachhochschulen*. They are following the lead of the *Berufsakademien*. As at the *Berufsakademien*, the dual study courses at *Fachhochschulen* are aimed at people eligible for higher education; they are practice-oriented and prepare students early on for future occupations while allowing them at the same time to complete a study course. The main intention was to create a practice-based, time- and cost-saving alternative to traditional study courses. Also, the parties involved in the system of vocational education and training recognised in dual study courses a way of ensuring the attractiveness of the dual system. Vocational training courses were to be linked to higher education options (double qualification) in order to create an alternative to the time-consuming model of (1) *Abitur* – (2) initial vocational training - (3) study course.

The existing four types of dual qualification pathways and study courses are directed at different target groups, namely, at people interested in vocational education and training, on the one hand, and at people interested in continuing education and training, on the other (MUCKE 2001). The first two types come under vocational education and training. They mostly extend over four years and are offered above all in the subject areas of business management, IT and engineering. Young people with a higher education entrance qualification can either acquire a dual system qualification during the first stage of their study course and then continue with a placement on a part-time basis related to the subjects being studied, or they can practice an occupation on a part-time basis during the course (study course with integrated practical component). There are another two types which come under continuing education and training. They are tailored to the following target groups: People who have acquired vocational training qualifications and do or do not have a higher education entrance qualification, generally combine their study course from the start with a part-time company placement. People who have completed vocational training and who do or do not have a higher education entrance qualification can choose a study course with a parallel full-time job.

Dual study courses are a major step forward in bringing education on tertiary level closer to the world of work and in opening access to tertiary studies for those who started on the vocational track on secondary level. The success of the various models also depends on how the change between working and learning is organised and how the theoretical and practical knowledge is organised in the curriculum. Although dual study courses at *Fachhochschulen* were considerably expanded since the late 1990s, they nonetheless remain marginal in relation to the whole spectrum of programmes. It is expected in the future that the proportion of people who pursue dual qualification pathways and study courses will rise.

## Improving pathways

A new continuing training system was introduced for the IT sector at the beginning of 2002. Building on the skilled worker certificate, it paves the way for systematic vocational qualification on three levels: from 'IT specialist' to 'operator' and then to 'strategic IT professional' (BORCH et al., 2000; BORCH/WEISSMANN 2002; BUNDESMINISTERIUM FÜR BILDUNG UND FORSCHUNG 2002, p. 220f.). The first level is made up of 29 specialist profiles (customer advisor, software developer, technician, etc.). They will be accessible to holders of the four skilled worker qualifications and for entrants from outside the profession. The individual profiles or qualifications are clearly defined by their fields of work (no substitution possible); it will be possible to use them as entry qualifications for the next level up (operative professional level); qualification and certification should take about one year. An examination by the chamber is not envisaged; instead the qualification is certified by a private organisation, which is accredited by an accreditation body. However, the operative professional exam is also open to those who can make a convincing case that they have acquired the skills that justify them being admitted to the exam. This means that formal learning can be replaced by certification of work experience.

The second career level comprises four and the third career level two qualifications. For both levels a public exam in accordance with the Vocational Training Act is envisaged. The second career level (operative professional) covers IT skills, staff leadership/management, budget management, technical engineering, process engineering, project management and marketing. The staff leadership/management section is recognised as part of the trainer eligibility exam. At the third career level (strategic professional) the qualifications relate to the development of business policy and to planning resources, product lines or investments.

The vocational qualifications obtained on level two and three are to be largely comparable with those qualifications acquired by students in consecutive bachelor and master degree courses in the field of information science. Proving comparability and equivalence with the help of a vocational performance point system, based on university models, is not just useful here but is also, in the final instance, the precondition for crediting vocational qualifications in university courses or university degrees. This will lead to the creation of flexible transitions between the vocational and university sectors along the lines of lifelong learning.

## 4. Incentives for updating knowledge & skills

### a. Initiatives of the Government

#### The Upgrading Training Assistance Act

CVET in Germany is characterised by the pluralism of providers, a largely marketplace character, a comparatively minimal degree of regulation by the state. The state plays a subsidiary role at most, by promoting voluntary participation through financial incentives.

Since 1996, upgrading skills training has been regulated by the *Gesetz zur Förderung der beruflichen Aufstiegsfortbildung* (Upgrading Training Assistance Act). This law established the individual's statutory entitlement to financial assistance for vocational upgrading training, in other words, for master craftsman-level programmes or other courses that prepare the individual for a comparable level of advanced vocational qualification. The objective of this assistance – which is jointly financed by Germany's federal government and state governments – is to help individuals acquire (a supplementary/additional or enhanced) vocational qualification, motivate skilled workers to undergo further training, and provide incentive for individuals who could potentially start up a new business. This law has since been revised and the new law entered into force in January 2002 as the *Gesetz zur Änderung der Aufstiegsfortbildungsförderung* (Law to Amend the Upgrading Training



Assistance Act). This legislation established a new basis for the provision of assistance to skilled workers and potential entrepreneurs who are willing to undergo CVET. Examples of the changes include the inclusion of additional CVET courses, more financial assistance for families and single parents, plus larger grants to cover the cost of training courses and for persons starting up their own business. The number of applications for financial assistance has risen noticeably since this amendment went into effect. Statistics on recipients, their age, gender and level of education are available only for the period prior to the amendment.

Since the introduction of this assistance, the number of recipients more than doubled within a five-year period. Although the percentage has shifted slightly in the course of the years, 25-to-29-year-olds constitute the largest group of recipients, followed by 30-to-34-year-olds and 20-to-24-year-olds. The percentage of women who receive assistance has risen steadily since 1996: When assistance was first made available, women accounted for only one out of every seven recipients. Today, nearly one out of every four recipients is a woman. This increase tallies with the growth in the share of those individuals who had already acquired formal vocational qualification pursuant to the provisions of the Vocational Training Act and prior to receiving this financial assistance. The skilled trades – a male-dominated field – continue to account for the majority of persons receiving assistance. However, their share out of all recipients has shrunk by 12 percentage points since 1996.

### **Additional Qualifications**

For those acquiring an initial vocational qualification the German system offers the option of extending this qualification by ‘additional qualifications’ which can be counted as VET on post-secondary level. Additional qualifications were defined as qualifications that are provided by employers, vocational schools, chambers and other private educational providers in parallel with initial vocational education and training or directly after completion of training. An “additional qualification”, therefore, is any expansion of a standard qualification in the broadest sense, ranging from quite detailed additional units to hybrid and double qualifications (Berger (ed.) 2000 and Tuschke/Schröder 1999).

In principle additional qualifications are not subject to general state legislation but there are de facto access rules depending on the course chosen and/or the provider. Whilst 75 % of the courses offered by the chambers of industry and commerce are open to all trainees and only 25 % are specifically aimed at Abitur holders, in the case of the chambers of craft trades, 70 % of the courses require students to have passed the Abitur. For those courses run by the State education ministries, 80 % of additional qualifications are offered to particularly talented or high-achieving young people (with or without Abitur). In case that the initiative for an additional qualification comes from an employer and if the employer pays all the costs, then the company defines the access requirements.

A number of surveys have shown that additional qualifications can be capitalised both on internal and external labour market quite well. Studies have proved that they promote the transition from VET into employment, in many cases secure and stabilise the career and reduce labour market problems. Additional qualifications also allow for occupational mobility. An improvement of employment prospects is achieved by opening horizontal and vertical progression routes and easing a change to neighbouring occupations.

The willingness of companies to offer additional qualifications depends very strongly on the benefits they are expecting from these. A company survey by the Federal Institute for Vocational Training has shown: 50% of the companies see additional qualifications as an instrument to make the training profiles more tailored to the company’s needs. For nearly the same percentage they serve as a means to recruit high performing apprentices.

### *b. and c. Initiatives of Employers and other stakeholders*

The upgrading of knowledge and skills is stipulated by agreements between the social partners both on sectoral and company level. There are a large number of *collective agreements* that contain training provisions in one way or another. Often training is included in connection with other issues requiring regulation such as industrial safety and environmental protection, personnel and skills development, company and work organisation, remuneration arrangements, performance terms, working hours, job security, promotion of women and the family (cf. Faulstich 2003, p. 46).

The discussion about the inclusion of training matters in collective labour agreements began way back in the sixties and has become more animated recently. In the early phase training components were included in collective agreements mainly in connection with agreements to protect employees in the case of streamlining. It was primarily a question of job and earnings security. In the second phase of the discussion in the eighties prophylactic considerations entered the equation under the watchword "Qualify instead of laying off". The "Tarifreform 2000" of the IG Metall trade union comprises more far-reaching major wage policy projects; it was launched at the end of the eighties with the purpose of creating competence developing organisation of work and remuneration systems, but it was broken off in the context of German unification. As early as in 1988 the skeleton collective wage and salary agreement for the metal industry in North Württemberg/North Baden, notable also because of its area-wide validity, included training standards for employees. However, that collective agreement is seen as having more the character of an appeal in respect of in-company CVET.

More recently, the "Collective Agreement on Training" (Tarifvertrag zur Qualifizierung, TVQ) in the metal and electricity industry, in effect since 1.9.2001, has led the way. In Paragraph II of that agreement, continuing in-company training is defined in the sense of necessary qualification measures that serve to

- enable one to understand the constant development of specialised, methodological and social knowledge in the context of one's own field of work (maintenance qualification)
- enable one to meet the new requirements in one's own field of work (adaptation qualification)
- enable one to assume another, equally skilled or higher skilled task for workplaces to be filled. This is the case in particular when tasks are no longer required.

Employees who come within the field of application of the collective agreement are entitled to a regular talk with the employer at least once a year and by mutual consent more frequently. The purpose of the talk should be to determine whether there is need for qualification. Older employees and the unskilled and semi-skilled are given special attention.

Under the Works Council Constitution Act the employer is required, when called upon to do so by the Works Council, to determine the skill requirements of the employees and to discuss implementation with the Works Council. Experience has shown, however, that in-company continuing training plays a rather subordinate role in the activities of the Works Councils compared to other tasks such as ensuring adequate wages etc. According to TVQ the Works Council must be informed about qualification requirements agreed on in the talk with the employee and/or about the corresponding qualification measures by the employer. The two parties have to discuss the implementation of the measures at least once a year.

The CVET measures that are included in collective agreements are primarily "off the job" measures the purpose of which is higher wages and job advancement. Vocational adjustment and initial skills training concepts, i.e. "on the job" measures, on the other hand, are largely ignored in collective agreements.

The difference between the collective and the company action level plays a role in implementation. That means that the concrete implementation depends in large measure on the individual Works Councils. It stands to reason that in times of cyclical downturn the

Works Councils give higher priority to other fields of action such as wage demands or job security. In addition, the Works Councils are often not adequately qualified for dealing with matters of CVET. It should also be borne in mind that collective agreements only cover those companies that are members of the employers' association.

In addition to the collective agreements on sectoral/regional level there are a large number of *agreements* that are only valid for the company concerned. A document by the Hans Böckler Foundation for the late nineties notes 287 company agreements in which questions of continuing training are dealt with (cf. Heidemann 1999). As a rule, questions of the time frame for CVET and the assumption of costs are dealt with here as well.

#### *d. Examples of the contribution of VET to successfully promoting inclusion*

A special construct that should be mentioned here is **post-qualification**, which is targeted at young adults without vocational education and training, with the goal of delayed acquisition of a vocational training certificate. To a large extent it corresponds to extra-company vocational training but is more strongly oriented on the acquisition of qualification modules. Young adults are provided with an institutionalised form of personal and computerised support by the employment office.

Adults without a formal qualification may enter the final examination for the skilled workers certificate even if they have not participated in formal training (exceptional admission). They must be employed in the occupation for which the qualification is being acquired, and (as a rule) have spent twice the amount of time in the occupation as the length of the relevant training period.

(For more examples see Theme 11)

## **5. Meeting the challenges of an aging population**

The expert committee "Financing Life-long Learning" and BiBB examined the contributory factors to non-participation in continuing vocational training. This study identified the key differences between participants and non-participants in continuing vocational training. Surprisingly, age does not seem to be a significant factor for the group of employed and employment-seeking persons when it comes to participation. However, it should be borne in mind that the proportion of over 50s in this group has fallen considerably and those staying are the higher qualified ones (Beicht, Schiel, Timmermann 2004 pp.5).

To promote the extension of working life of the over 50 year olds through their participation in continuing training, a series of pilot projects in co-operation with companies has been launched, funded by the Federal Government:

- Organisational and personnel development in the second half of working life
- Developing and testing concepts for qualifying older employees
- Computer assisted modules for CAD for older employees
- Qualifying older employees in the metal and electro trades
- Experience based learning for CNC and SPS
- Self-organised and workplace related learning
- Shaping learning and working structures with heterogeneous age groups.

(For more initiatives concerning the ageing workforce see Theme 11.)

## **6. Effectiveness and efficiency of VET**

*a. Effectiveness*

**Performance indicators Germany/OECD**

	<b>Germany</b>	<b>OECD (average)</b>
<b>High range</b>		
Population 25-64 olds with at least upper secondary completion	82,6	69,3
Employed population 25-64 olds with at least upper secondary completion	86,3	74,2
Population 25-64 olds with upper secondary vocational qualification	59,4%	42,7
Employed population 25-64 olds with upper secondary vocational qualification	59,8%	44,3%
Participation rate in education and training 15-19 year olds	88,35	80,5%
Youth unemployment (15-24)	8,4%	12,0%
Participation in general continuing education (25-64)	13,4%	8,2%
<b>Low range</b>		
Participation of low-skilled in CVET (25-64)	9,1%	16,1%
Participation of medium-skilled in CVET (25-64)	26,2%	33,7%
Employment rate of low-skilled (25-64)	50,6%	58,8%
Employment rate of medium-skilled (25-64)	70,4%	77,1%

Source: Kloess, Hans-Peter/Weiss, Reinhold (eds.) 2003: Bildungs-Benchmarking Deutschland. Was macht ein effizientes Bildungssystem aus? Köln. Authors calculations based on Eurostat 2002; OECD 2002

**Unemployment**

Vocational training still considerably reduces the risk of unemployment. Amongst the poorly qualified (no certificate), almost one in five (19.8%) is unemployed. By contrast, only 6.4% of the gainfully employed with a vocational training qualification is affected. The unemployment rate amongst the gainfully employed with a degree from a university or a university of applied sciences is 3.3% (IAB 2003). Youth unemployment (15-24 year olds) is rather low as compared to the OECD average (8.4%). Without the apprenticeship system youth unemployment would be 5 percentage points higher.

**Successfully completed training and take-over rates**

Within the framework of the company panel of the Institute for Employment Research (IAB), companies regularly provide information on how many of their trainees have successfully

completed their training and how many of them have been taken over into permanent employment.

The take-over quota given below lists the proportions of graduates who, on completion of their training, were immediately given **an employment relationship in the training company** (dual training). Graduates, who switched to another company on completion of their training, are not included. According to the companies 57% were given a job in their training company in the old federal states. In the new federal states only 44% of the graduates were taken over into employment by the training companies.

### **Whereabouts of graduates after completing in-company training**

In a survey by the Federal Institute for Vocational Training 4,619 trainees were interviewed on completion of their course under the dual system in a written, postal survey throughout Germany about, amongst other things, their occupational entry on the second threshold and how they assess their future careers. Considerable time passed between the end of training and the survey of training graduates. This avoided including search unemployment and leads to a more realistic picture of the transition six months to one year after completion of training. Asked about their main activity, 73.5% of graduates indicated that they were working in the occupation they had learned or in another occupation that required dual training. 13.5% of the interviewees were unemployed, doing part-time work or doing a semi or unskilled job. 6.8% of the young skilled workers were undergoing retraining or continuing training and 4.5% were at university. (cf. Berufsbildungsbericht 2004; pp.288)

### **Utilisation of knowledge**

Surveys of BIBB (Federal Institute for Vocational Training) and IAB (Institute for Employment Research) examined how much of the occupational expertise and skills acquired during vocational training can be used in the current activity. They had to have obtained their certificate during the last ten years. 69% indicated "a great deal" or "quite a lot". There is a difference between the technical trades and the service sector; in the technical trade the figure is lower now (68,2%) than it was in 1985 (76,4%) whereas in the service sector it is now higher (71,6%) than in 1985 (69%). (Cf. BiBB/IAB Erhebungen 1998/99; Westdeutsche Erwerbstätige, 15-65 J.)

### *b. Efficiency (investment, benefits)*

#### **IVET**

Since the enterprises in Germany fund training for the most part themselves, with the exception of specific public support measures, willingness to provide training depends directly on the ratio between the costs and the benefits of the training (for the following cf. Beicht/Walden/ Herget 2004). For a smaller group of enterprises (13%) there are indications of rather problematical cost-benefit ratios. The inversion of that view is that it probably pays for the vast majority of the enterprises to do their own training. Proceeding from the distinction in education economics between production-oriented and investment-oriented training models, the results show that a clear majority (2/3) of the enterprises primarily have a longer-term investment interest in doing their own training.

The benefit of in-company education and training is not immediately identifiable and evades direct recordability. In principle the following three components of the benefit of training can be distinguished:

- During training a benefit for the enterprises is produced by those being trained in that returns are generated through productive work.

- When persons trained in the company are hired by the company, the company benefits because the qualifications imparted during training can be used to good purpose in the work process. Such benefit can only arise if the person trained by the company is indeed hired by the company. Benefit after training is most easily determined indirectly, by comparing it with the alternative possibility of recruiting personnel. Training benefit arises for the company only to the extent that it is cheaper for the company to do its own training than to recruit skilled workers from the external labour market. Quantity and quality of the external labour supply are thus an important determinant of the benefit the company can draw from doing its own training.
- A benefit of training also comes about owing to the very fact that the enterprise decides to carry out or offer training. Thus a renowned training-providing enterprise can be expected on principle to find it easier to obtain productive manpower for itself in other fields of qualification as well. A high degree of commitment to training also has a positive influence on the image of the enterprise among the public at large and among potential customers or business partners.

Many of the enterprises refer to company traditions as a motive for training or see their training performance as an obligation to the economy and society. These are clear indications that it is not just managerial cost/benefit criteria that legitimise doing one's own training.

The private sector and public sectors invest a great deal in the vocational training of adolescents and young adults. The gross costs (total costs without taking into account the productive input of the trainees) of in-company vocational training amount, according to full costing (total input of personnel and non-personnel resources required for training in the company) to on average € 16,435 per trainee and year in 2000. After deduction of the training yield of €7,730, net costs remain of on average € 8,705 per trainee and year.

Based on the average gross and net costs, the **total costs** of the private and public sectors amount for Germany as a whole to € 27.68 billion, the net costs reach a total of € 14.66 billion (Beicht/Walden 2002 pp. 38).

## CVET

Companies, the state, the Federal Agency for Employment and private individuals are all involved in financing continuing vocational training. This means there is a system of mixed financing for the continuing training sector. The total expenses for continuing vocational training in recent years sum up to some 37,36 billion € per year. The biggest share was covered by the employers (16,69 billion €), followed by individuals (13,9 billion €), the Employment Agency (4,78 billion €) and the State (1,99 billion € - not for State employees) (BIBB 2004b). Statistics show that the share of the companies was shrinking during the 90ies, whereas the share of the individuals increased.

According to a survey in 2002, 77% of the participants consider the continuing training they attended being of high value, 19% of good value, 4% saw only little value, 1% no value at all. Assessing the value more specifically, 69% saw the value in promoting personal development, 67% in better performance, 62% in better adaptation to new job requirements, 31% in better career prospects, 28% in better pay. (Beicht/Krekel/Walden 2004).

### *c. Main trends in investment in VET*

## IVET

Over time, a system of mixed financing has developed in the field of vocational education and training (VET). This applies to initial vocational education and training and even more so to continuing vocational training. During initial VET the government primarily finances education at vocational schools. This becomes particularly apparent in the dual system of vocational education and training where the government provides the funding for part-time vocational schooling, while business enterprises and public administrations are responsible for financing the in-company part of vocational training. In compliance with the social and economic policy objectives embodied in the constitution (Basic Law) the public authorities, i.e. the government and the Bundesagentur für Arbeit (BA - Federal Employment Agency), also have the subsidiary function of balancing any deficits in the vocational education and training system and in the training place market. They have to make sure, for instance, that minimum quality standards for vocational training are in place, that a sufficient number of training places are available and that the vocational education and training of disadvantaged young people receives adequate funding.

Between 1999 and 2001 the federal expenditure on promoting in-company training amounted to € 779 million on an annual average. Roughly three-quarters of this actual expenditure was used by the Federal Government to compensate for the shortage of in-company training places and to assist young people who required individual support when it came to accessing the training and labour markets. In total, the actual expenditure of the **Federal Government** on promoting **in-company** vocational training is shrinking (1999: € 834 million; 2000: € 767 million; 2001: € 734 million). However, if the federal funds to promote **school** vocational training are also taken into account, then an increase in the actual expenditure of the Federal Government can be identified from € 977 million in 1999 to approximately € 1.037 million in 2001.

The lion's share of **expenditure by the federal states** on financing vocational training is accounted for by vocational **schools**. Of the € 6.2 billion which the federal states spent on average every year between 1997–2001 for vocational schools, approximately € 3.1 billion alone were used every year to finance part-time vocational schools under the dual system. Given the strained training market situation, the federal states also made major efforts to promote **in-company** vocational training. This expenditure reached € 731 million on an annual average between 1997 and 2000 which was comparable to the volume of expenditure by the Federal Government. The actual expenditure of the federal states increased steadily from € 663 million in 1997 to € 793 in 2000. For 2001 the budgeted expenditure for the promotion of in-company training was earmarked at a total of € 618 million. On the basis of SGB III (Social Code III), the Federal Employment Agency (BA) also financed the promotion of vocational training. Between 1998 and 2001 expenditure on individual promotion of vocational training (including the disadvantaged) and the initial training of the handicapped increased from approximately € 2.6 billion to approximately € 3.3 billion.

The public sector (state and Federal Employment Agency), therefore, provided funding for initial vocational training totalling € 11 billion in the budget year 2000. The net costs for the business community for in-company vocational training were calculated by BIBB to be approximately € 14.66 billion on the basis of a representative survey for 2000. This shows that the public sector contributes on a comparable scale to financing vocational training (Berger2003pp. 6). For individuals IVET in Germany is free of charge.

## CVET

Public authorities play a subsidiary role also in financing continuing vocational training (CVT). Primary financial responsibility for CVT lies with business enterprises and the individuals participating in continuing vocational training schemes. Government is called upon to provide equal access to CVT schemes and courses and remove any financial barriers to education and training. In the context of labour promotion activities the Bundesagentur für Arbeit (BA;

Federal Employment Agency) also shoulders a substantial part of public expenditure on continuing education and training.



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## **Theme 2: Innovation in Teaching and Learning Processes**

### **7. Improvements in learning processes and contents**

Between 1996 and 2002, training regulations for 125 occupations were revised and updated. Approximately 652,042 trainees were undergoing training in one of these occupations in 2002. Training regulations were drafted in such a way that new developments in the world of work can be dynamically included in the training process (cf. also Theme 1.1 b&c).

Since vocational education has to be geared to the working process, the content and structure of vocational courses are developed further and improved both at the level of training and continuing education regulations and at the level of vocational training practice. The share of learning goals targeted at general, non occupation-specific skills (e.g. organisation of work, industrial safety, use of IT, communication, environmental protection) has increased (Bundesministerium für Bildung und Forschung 2003, Bundesministerium für Bildung und Forschung 2004).

To safeguard and extend training promotion in the field of innovative technologies, the Federal Ministry for Education and Research staged a first curtain-raiser event last year for its main programme providers from the areas nanotechnology, biotechnology, micro-systems technology and optical technologies. It drew attention to the major growth potential of these technologies as well as the considerable interest in and high need for training promotion and forward planning in the non-academic sector. (Bundesministerium für Bildung und Forschung 2004)

The characteristic feature of dual vocational training is its action-orientation; learning is geared towards application and practice of skills and competencies in real work situations. Since the mid nineties, a series of company based pilot projects (*“Prozessorientierte und erfahrungsgelitete berufliche Bildung”*) has been developing approaches and concepts for experience directed and process oriented training to promote thinking and acting in processes, thus moving away from specialist functional limitations of learning at the work place. New didactical ways, methods and instruments and new organisational arrangements were developed (cf. [www.vw-coaching.de](http://www.vw-coaching.de), [www.itb.uni-bremen.de](http://www.itb.uni-bremen.de), [www.mv-pro.de](http://www.mv-pro.de), [www.gala-gerlingen.de](http://www.gala-gerlingen.de), [www.dilo-modellversuch.de](http://www.dilo-modellversuch.de) ).

During the nineties a methodological trend towards self-guided learning processes has become noticeable which has influenced, in particular, the debate about the shaping of (initial) vocational training. (Pätzold et al 2003).

In the school sector attempts are being made to establish self-guided learning processes on a broad scale through the introduction of the learning field concept. Following the basic idea of this concept learning is to be organised along complex work contexts and not along subjects. The advantages of action-oriented or rather self-guided learning processes for competence and motivation development have been scientifically documented (cf. for the commercial sector Sembill et al 1998, Bendorf 2003 and for the industrial-technical sector (Nickolaus/Heizmann/Knöll 2004).

In the field of school pilot projects the Federal Ministry for Education and Research is promoting, together with the participating federal states, the programme: New Learning Concepts in Dual Vocational Training ([www.itb.uni-bremen.de](http://www.itb.uni-bremen.de)). This provides support for innovative projects to update learning processes and, by extension, to improve the results in vocational schools.

The programme activities in the narrower sense were supplemented by in-depth studies for instance on "Barriers and favourable conditions for implementing pilot project results in the field of learning concepts in vocational training" and two studies in conjunction with the implementation of the learning field concept in vocational training. In one third of the projects the focus of the most recent works was on curricular issues. The spectrum ranges from the development of individual learning areas down to completely integrated vocational training curricula. Special attention is given to considerations and approaches about how occupational reality can be integrated into learning field-based curricula and, in this way, rendered "teachable". The projects adopt different approaches but they all lead to usable tools., for example a procedural guide as a work aid for the construction of learning fields for the curricular framework committees.

## ICT

In 2000, within the framework of the action concept "Online – Offline. IT in Education", the Federal Ministry of Education and Research launched the "New Media in Education" funding programme. The funding areas in this programme include schools, vocational training and higher education. The aims of the programme are to integrate new media into instruction, permanently and throughout the country, as tools for teaching, learning, working and communicating, and to use new media to improve instruction quality. Federal funding of over DM 600 million has been earmarked for this support programme through 2004. In the area of general education, the emphasis is on projects of high pedagogical quality that meet the specific needs of both pupils and teachers in daily instruction: teachers' work is to be supported through computerised teaching tools that can be used in keeping with teachers' individual pedagogical preferences and approaches.

In the framework of a spearhead programme "Nutzung des weltweit verfügbaren Wissens für Aus-und Weiterbildung und Innovationsprozesse" (Making use of world-wide knowledge for VET and innovation processes) the Ministry of Education and Research funded 78 projects in five thematic areas, e.g. Creation of the technical and organisational infrastructure of internet-based continuing training (LLL<sup>3</sup>), Service-networks for knowledge management (SENEKA). Between 1999 and 2004, 71,6 Mio € were made available from the federal government, companies providing another 20 Million €..

The numbers of those actually opting for the wide range of opportunities offered by computer-assisted, tele- and networked learning directly in the workplace are few. This is the conclusion of the study on the "learning-conducive design of workplaces for skilled workers on the basis of eLearning", conducted by the Federal Institute for Vocational Training (BIBB). In contrast, in enterprises which have adopted eLearning, learning on the basis of electronic media carried out directly in the workplace already accounts for over 50 % of the overall training effort offering a wide range of eLearning opportunities. A majority of the surveyed small and medium and nearly half of the bigger enterprises do not use eLearning and has no plans to introduce eLearning in the future. The main reason is a lack of experience with this new form of learning. Personnel managers and trainers do not feel adequately prepared for eLearning: three quarters of this group would welcome assistance in practical planning and decision-making. (cf. Zinke et al. 2004)

In project entitled "*Master craftsman qualification online*" (<http://www.gmd.de/PT-NMB/>) the central office for Continuing Training in Crafts (ZWH) and the *Bildungs-GmbH* of the Association of German Chambers of Industry and Trade (DIHK) are to jointly develop quality standards, training software and eLearning models with a view to the creation of a common standard for the overall master qualification. (including the trainer certificate).

(For an overview of company-based pilot schemes funded by the federal government see <http://www.bibb.de/de/1291.htm> .)

## 8. Improving the integration of different learning sites; integration of formal and informal learning

### Integration of learning sites on secondary level

#### *National level: training regulations/framework curricula*

In the dual system, a combination of learning and working provides the basis for teaching vocational skills. The In-company training takes place according to the requirements of the training regulations; school courses are carried out according to the outline curriculum and – if applicable – State-specific curricula.

During the development phase national training specifications, examination requirements and framework curricula are co-ordinated and approved by four-partite Committees including the social partners, the Federal government representatives and representatives from the Länder for the school side. Training regulation and outline curriculum prescribe the goals of training to be implemented by the companies providing training and the vocational schools.

A new step towards more integration could be the foreseen transferability of vocational school credits to the final vocational examination, based on an inter-Länder draft agreement and intended by the Reform of the Vocational Training Act.

#### *Länder-level*

The Länder committees for vocational training are made up of representatives of employers, employees and the relevant Länder governments. They are charged especially with promoting co-operation between school-based and in-company vocational training and with taking account of vocational training in overall development of schools.

#### *Regional/local level*

At the regional/local level, where the company training plans and the syllabus allocation plans of the vocational schools come together, the competent bodies/chambers establish vocational training committees, each of which comprises six employers' representatives and six employees' representatives and (in an advisory capacity) six vocational-school instructors. Vocational training committees must be informed and heard about all important matters related to vocational training no matter where it takes place.

The regional vocational training committees are to be extended into a central **communication platform for vocational training in the regions**. This "joint vocational training committee" will be assigned the new task of regional vocational training planning. The goal is to bring about common understanding of the measures which are required in order to strengthen the labour and training markets in the region. That's why other regional stakeholders like, for instance, the employment services, the communities, the schools and the providers are to take part and be given a voice in the deliberations of the joint vocational training committee. (Bundesministerium für Bildung und Forschung 2004)

To improve the integration of different learning sites two clusters of pilot projects both in schools and companies were launched in 1999 in tandem, funded by the Federal

government and the Länder (Co-operation between learning venues in vocational training ([www.blk-kolibri.de](http://www.blk-kolibri.de))). The projects make an exemplary contribution to co-operation between learning venues (vocational schools, companies and training centres). Topics of general importance are structural issues like the consequences of learning venue co-operation for personnel management in schools or the potential of school development to intensify and institutionalise learning venue co-operation, co-operation as a means of developing modular training courses and the transfer of the learning field idea to full-time vocational schools. The focus is mainly on the content-didactic level as, particularly through the increased introduction of new training occupations and contents, major demands are made of learning venues and training staff. Learning venue co-operation takes on particular importance through the introduction of open training ordinances and curricula oriented towards the learning field. This probably cannot be achieved without close and constructive co-operation. The elaboration of concrete recommendations to improve the institutional and personnel framework conditions of learning venues also plays an important role when elaborating concrete recommendations. In this way a major contribution can be made to intensifying and anchoring learning venue co-operation. (Berufsbildungsbericht 2004)

### **Tertiary level**

On tertiary level dual study courses represent an approach to overcome the rigid separation between the vocational and the academic sphere. They allow for both academic and vocational knowledge and skills, i.e. theory and practice, to be taught in a combined programme based on close co-operation of *Fachhochschulen* (universities of applied sciences) and companies. They follow the example of the *Berufsakademien* (vocational institutes on tertiary level); they provide an even more institutionalised cooperation with the participating businesses compared to the *Fachhochschulen* (cf. also Theme 1.3).

### **Integration of formal and informal learning**

Informal learning is becoming increasingly important for individual skills development. Formal qualifications are, however, not being replaced by informal learning or skills development, but supplemented by them.

The Federal Ministry of Education and Research is supporting a number of R&D projects on ways of more effectively implementing informal learning in the various areas of continuing education and training. The programme "Learning Culture of Skills Development" identifies and structures focal areas for future research and development tasks in the field of continuing education and training. Essentially this involves designing and further developing a systematic approach to skills development and ultimately also implementing a more complex understanding of continuing education in industry and society. Elements of the programme are basic research and specific development and design projects with scientific back-up in the following thematic areas: learning in the process of work, learning in the social environment, learning in continuing education and training institutions and learning on the Net and with Multimedia. The programme "Learning Culture of Skills Development" creates the prerequisites for investigating more closely the documentation and certification of informally acquired skills. At present there are only a few first attempts in Germany to show how such skills might be systematically recorded, documented and recognised on a broad basis and thus how the individual needs of the workers and the demands of the employment system can be met. The planned measures include projects relative to measuring competencies and to organisation of learning by learners themselves, projects for implementation of different types of in-company learning cultures and model projects on maintenance of competencies through activity-related, continuous learning in a social environment and on transformation of institutions for further vocational training into learning services providers. A total of some €18 million annually, including the ESF funding, has been earmarked for the project throughout its duration (2001 to 2007).

## 9. Evaluation and quality assurance of VET provision

### Individual level

Traditionally in the German IVET system all qualifications require a final examination to be passed. The general framework for the interim and final examinations for the dual vocational qualifications are part of the training ordinances. The exam is in detail carried out by the chambers or the corresponding authority. The apprentice is to maintain a logbook for the training. The final results of the vocational schools testing and exams are only mentioned but no decisive part of the qualifications exam, which has his own theoretical and practical part.

By the so-called “extended” final examination (credit transferability of interim exams to the final examination) shall be tested in twenty training occupations. The pilot regulations for five training occupations were issued on 1 August 2002. Pilot regulations for another fifteen occupations are planned to be issued in the current legislative period. As this pilot model is of fundamental importance it will be evaluated by external experts.

During the past legislative period the Federal and *Länder* governments, together with workers and employers, also decided within the framework of the Alliance for Jobs, Training and Competitiveness to examine whether and how vocational school credits could be transferred to the final vocational examination. In late 2002 the *Länder* governments submitted an inter-*Länder* draft agreement designed to lay down the necessary prerequisites for ensuring a minimum of equality in assessing school achievements and their recognition in the final vocational examination. Following this agreement common competence standards are now being developed for all levels of education.

### Institutional level

The examinations also serve as an indicator of the quality of training achieved. The regional chambers are responsible for monitoring quality. No specific methods for quality management are stipulated.

School evaluation is now established in one form or another in Germany, though in a more qualitative than quantitative sense. Several states have instructed their schools to draw up school development programmes, and to take regular stock of what has been achieved in relation to these programmes. Evaluation has also become an integral part of experimental projects and programmes. School evaluation services are available on the market, as are instructions and materials for school self-evaluation. The main quality assurance activities are focused on monitoring compliance with a given set of input criteria (compliance with syllabuses, school and lesson attendance). Results-based quality assurance methods such as evaluation of school performance have been tried out only in the last few years (eg. centralised tests at *Land* level, comparative studies, cross-*Länder* evaluation of examination questions in individual subjects, etc.). Such methods are embedded in overall strategies towards quality evaluation and quality assurance, which are aimed, among other things, at increasing the autonomy of individual schools. With the increasing independence and autonomy of schools and the greater efforts to improve the quality of the lessons and internal school development, the demand for in-service training programmes has increased in recent years. Preparation, execution and subsequent evaluation is available in some *Länder* from in-service training institutions and advisers from school supervisory authorities.

As yet, quantified performance assessments have played practically no role in the context of school evaluation in Germany – partly due to the lack of suitable instruments. Following the recommendations of the *Forum Bildung* fundamental changes have been initiated under

which special importance is attached to the various efforts for quality assurance. In the school sector, the measures shall lead from input-oriented control based on the political and administrative regulations for school education to output-oriented control. The quality of school education is to be assured through the introduction of nationally binding educational standards and a result-oriented evaluation of the knowledge, abilities and skills pupils shall dispose of at a certain stage of their school career.

Assessment of the quality of higher education teaching has only been mandatory since the amendment to the Higher Education Framework Act in 1998 graduates who stay on. In the last few years, evaluation structures have been established for all institutions with the objective of further improving teaching. In 1999, the national Accreditation Council was established. The task of the Accreditation Council is to specify the basic requirements and the framework for accreditation procedures implemented by agencies officially approved by the Accreditation Council. Accreditation by the agencies confirms compliance with minimum standards with regard to teaching and subject matter as well as the occupational relevance of the different qualification stages. (OECD 2003)

### **System level**

Notwithstanding the general political and governmental responsibilities the Ministry of Education and Research and the Federal Institute for Vocational Education and Training (BIBB) are at the centre of organizing and continuously evaluating the German VET system. BIBB is charged or can charge other institutions with evaluative studies on all levels and in all dimensions of the vocational education and training process respecting the special competences of the Länder concerning the schools. The main instrument is a comprehensive annual monitoring report on vocational education and training (*Berufsbildungsbericht*) with a general part submitted to parliamentary discussion and a second part with further information in detail and statistics. At the focus of more or less regular evaluations are the national standards of skills and competences and the training regulations and their corresponding exams. There is a special focus on distance learning products, from projects and programs to learning methods, materials and arrangements and institutions.

### **CVT**

To ensure the transparency and quality of continuing education and training the Federal Government strives to establish a nation-wide certification system for continuing vocational training schemes funded under labour promotion law. It is intended to ensure the quality of education and training programmes by introducing a certification process for education and training providers (section 84 of the Social Code III, amended) as well as for programmes and schemes (section 85 of the Social Code III, amended). This certification process will be conducted by an expert agency. Social Code III will also have an impact on the practice on the (not publicly funded) remainder of continuing vocational training. By launching the initiative for transparency and quality in 2001 and supporting a department for testing education and training courses which was set up at Stiftung Warentest, the Federal Ministry of Education and Research has taken new steps to improve the quality of continuing vocational education and training not funded under the Social Code III. These steps are aimed at strengthening the position of applicants for continuing vocational training and at supporting the quality efforts made by providers of continuing vocational education and training. (Berufsbildungsbericht 2003)

Skill development as a learning culture includes the profiling qualification of continuing vocational education and training staff and the registration and utilisation in practice of existing exemplary tools for measuring and certifying skills and competences (comprehensive lists of an individual's skills, on-line and multimedia tools to record skills, profiling strategies). The Federal Government will examine whether the planned



development towards a more modular continuing vocational education and training system and towards certification in the field of quality assurance will require amendments to the Upgrading Training Assistance Act (BBB 2003).

### **Indicator-based National Education Report on the way**

A general evaluative concept for the system as a whole based on scientific benchmarks and indicators did not exist so far. In June 2004 the Federal Government and the *Länder* established a scientific advisory committee for a National Education Report. The committee is going to provide the expertise for an independent, integrated, comprehensive reporting system across all areas of education: primary and secondary schools, dual vocational training, higher education, continuing education and training, non-formal and informal education. Reports shall be based on sets of sound indicators. Preliminary work has already been carried out in a number of feasibility studies (Bundesministerium für Bildung und Forschung 2004). Future reports will capture the context, process and outcome dimensions of the education system both in an institutional and individual perspective and will be compliant internationally. The first report is due in 2006 and will have a focus on the integration of children, youth and employees with a migration background.

## **10. Professional development and status of teachers and trainers**

### **Trainers**

One characteristic feature of the education and training staff in vocational education and training in Germany is the clear distinction between the in-company trainers (nearly 600.000 trainers and ca 200.000 master craftsmen) and the teachers in vocational schools (ca. 46.000 in 2000) and thus the substantial differences with regard to role, status, education and activity. Nearly 60.000 trainers passed their exam in 2003.

A trainer in terms of the Vocational Training Act is the person imparting skills and knowledge to trainees in the company thus the person responsible for carrying out education and training. Since 1976 trainers had to prove their specialist vocational and their pedagogical knowledge and skills according to the *Ausbildereignungsverordnung* (AEVO) (Trainer Aptitude Regulation). In 2003 the Federal Government has annulled this regulation for five years. This allows companies without formally qualified trainers to take on apprentices. This act was part of the training campaign 2003 and is supposed to pave way for up to 20.000 additional training places.

To be a trainer is not an occupation in the original sense. The group of trainers in IVET is a heterogeneous assemblage in general (94% corresponding to estimations of BIBB) doing the training job part-time in addition to their specialist tasks in the company. Full-time trainers, on the other hand, are "only" entrusted with education and training tasks. Most of the full-time trainers, by far, are occupied in in-company training workshops, training laboratories, training offices etc. or in inter-company training centres.

In the course of the introduction of ICTs there are new skill requirements for the personnel in training enabling them to prepare apprentices/students for working and living in the knowledge society. Most recently continuing training for trainers is focussing on this issue. There are three types of competencies to be acquired: Media competence: The ability to handle modern media in a self directed and reflective way and even design those media. Media competence means to understand how media are made, to understand their contents and to make use of them adequately, Change competence: Trainers have to be prepared to facilitate the environment for e-learning: technical equipment, space for e-

learning at the work place etc. Trainers have to be trained to guide and monitor the interactive learning process between databases / the Internet and the learner. They have to take on the role of moderators of knowledge acquisition. Appropriate curricula are being developed for pre-/and in-service training programmes.

On demand of the Federal Association of Professional Vocational Trainers ("Bundesverband Deutscher Berufsausbilder") a BIBB study established ways of professionalisation of trainers with an AEVO qualification. This career pathway is based on training experience in combination with special pedagogical qualifications and is leading to a certification by the chamber at the level of the master qualification. It gives access to the teacher profession in vocational schools. Another project developed a two years advanced pedagogical qualification for in-company trainers. This qualification is responding to the growing demand of general and special pedagogical competencies in the training area.

## Teachers

The teachers at vocational schools, both at part-time vocational schools and full time vocational schools are usually civil servants for life and are educated at university level institutions with the additional prerequisite for admittance to the course of study of at least twelve months of on-the-job training in companies in the field. Due to a low influx into the VET teacher profession in the nineties Germany is facing a serious shortage of teachers for certain sectors in the industrial-technical area.

In order to guarantee the standard of pedagogical training for teachers in vocational schools, the section Vocational and Business Pedagogy of the German Society for Educational Science has approved a basic curriculum that is also designed to provide for the qualification of people switching to this profession from other fields (certified engineers etc.).

Concepts for qualifying teachers at vocational schools focus on pedagogical and didactical issues and competences with less regard to administrative and judicial aspects and the professional requirements of an expanded autonomy for vocational schools. (*Buchmann, U./A Kell, A 2001*). In this context the Federal Government and federal states are conducting a programme for innovative further training of teachers in vocational schools involving, amongst other things, pilot projects on new qualification and learning concepts in the 2<sup>nd</sup> phase of training of vocational school teachers (probationary period). This includes innovative further training strategies for learning at work (further training as the 3<sup>rd</sup> phase of teacher training), too. The programme also encompasses new forms of organisation, changing learning cultures and extended co-operation in the 2<sup>nd</sup> phase, pedagogical-didactic qualification of future teachers without any pedagogical training (people who switch to this career), in-depth professionalisation and justification of sustainable further training strategies for newcomers to the profession, innovative technical-didactic qualification concepts for adaptation to current developments in communication processes and curricular structures as well as future-centric personnel development for new tasks and roles in changing vocational schools. (Further information can be accessed on [www.itb.uni-bremen.de/projekte/blk/programmtraeger.htm](http://www.itb.uni-bremen.de/projekte/blk/programmtraeger.htm) , [www.blklibri.de](http://www.blklibri.de) , [www.innovelle-bs.de](http://www.innovelle-bs.de) ).

## Training personnel in CVET

Insofar as CVET takes place in public establishments such as specialised colleges of higher education or universities, education, recruitment and activity of the persons teaching there follow the criteria set by the state for teachers and college teachers. In all other areas and institutions of continuing vocational education and training there are no

regulations for the teaching personnel, working mostly on a part-time job. People working in continuing education and training currently have no specific qualification and no recognised career path.

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## Theme 3 Building European Competences for a European Labour Market

### 11. Challenges and policies in relation to Lisbon strategy

#### a. Main challenges

The German overall employment rate and the rate for women are above the EU average but still below the Lisbon targets. The employment rate for older workers is lagging behind too. Unemployment and especially long-term unemployment remain among the highest in the EU.

#### Lisbon employment targets and current figures in Germany

	Lisbon 2010	Germany 2000	Germany 2002
Employment rate (15-64 years)	70%	68%	68,7%
Women	60%	56%	58%
Older (55-64 years )	50%	48%	47,3%
Older (65 years and older)		2,7%	2,9%
Unemployment rate (15-64)		9,6%	10,2%

Source: Reinberg/Hummel (2003), p.4

According to a forecast for 2010 by the *Institut für Arbeitsmarkt- und Berufsforschung* (Institute for labour market and occupation research) the qualification structure of the workforce is going to change: there will be a shrinking demand for unskilled work and a rising demand for skilled and high-skilled work (cf. Dostal/Reinberg 1999). On the German labour market, therefore, there is not only a need for higher employment rates, but a need for a higher qualification level too.

As regards education and training the Kok-report recommends to improve basic education levels, strengthen efforts to integrate immigrants, develop lifelong learning strategies with particular attention to increasing participation by the low skilled and older workers.

#### b. Policies and strategies

With its **JUMP initiative** (“**Jugend mit Perspektive**”, meaning “young people with prospects”), the federal government has been determinedly reducing unemployment amongst young people since 1999. Within four years, the program has provided some 600,000 young people with new opportunities. In reducing unemployment among the young, therefore, Germany is on average half that of the European Union. The main causes for unemployment amongst the young are the lack of a school qualification and dropping out of training. And it is exactly here that JUMP makes financial means available so that young people can at least finish their school certificate or train with a specific goal in mind. Finding a job is often easier because the JUMP program can offer employers a wage subsidy of 60% or 40% for up to two years. The programme offers, inter alia, support for:

- Promotion of training places
- Training programmes for job seekers
- Full dual training programmes outside companies
- School leaving certificate courses
- Work and training preparation
- Additional qualifications

In 2003, the programme was extended for another year (JUMP+) to help another 100.000 acquiring a qualification and a job. 30% of active labour market promotion were spent on the under 25 year olds, in 2002 alone 4,4 billion €, 1 billion of which were provided through JUMP (co-funded by ESF). The programme directs a major part of the funds to the

municipalities for local activities carried out by “case managers”. They are aiming at individual solutions for individual problems (cf. Dietrich 2004)

As of 1 January 2002, the **Job-Aktiv Law** introduced a number of key innovations in German employment promotion law. The Job-Aktiv Law has provided a new instrument for supporting unskilled and semi-skilled employees. The Job-Aktiv Law made it possible to reimburse employers, either partly or completely, for costs incurred in granting unskilled employees paid leaves for purposes of vocational training while hiring unemployed workers at the same time.

In 2002, the **Hartz-Kommission** (group of high level experts, established by the Federal Government) published the reform concept “New services in the labour market” which then was put into force by a series of laws (2003 onwards). The report of the *Hartz-Kommission*, in one of ten modules of the labour market reform package, was addressing the problems of young unemployed people, most of which don’t have any qualification. Another module was dealing with continuing training for the unemployed, most of which are low-skilled.

To early identify and promote learning potentials in general schools the Federal Government and the *Länder* agreed to establish **full day schools** on primary and lower secondary level. At the same time **national performance standards** were to be introduced to raise the education level. Another important issue was the creation of **less demanding initial VET programmes** (two years instead of three; more practically oriented) for low achievers. To offer a step-by-step entry for young people having difficulties to take up a full regular training, **training modules** were developed on the basis of existing national qualifications. These training modules are a core element of **vocational training preparation**, which was **integrated into the Vocational Training Act** – before preparation was part of labour market schemes with no formal link to regular training. The modules are to be documented and might be credited when starting an apprenticeship.

**Continuing vocational training** for the unemployed funded by the Employment Agency saw a complete paradigm change **from a supply oriented funding system to demand oriented funding**. Before the Agency sent the unemployed into courses paid by it; now the unemployed get **vouchers** for a predetermined learning target and a fixed length of a course. Vouchers are only to be used for courses, which are expected to guarantee an **integration rate** (employment 6 months after the course) of at least 70%; regional labour market situation and special risks of certain target groups were to be taken into consideration. To make labour market CVET more efficient, costs were to be related to national average costs for similar contents. The length of courses was to be shortened, training courses were to be organised in modular form, companies were to be engaged in re-training measures. Providers had to apply a quality assurance system and they had to be accredited by an accreditation agency. Employees have to undergo a profiling procedure where their special training needs are identified upon which tailored modules are to be selected instead of longish courses. In this context the payments to the participants in continuing training measures were reduced.

For the employed workforce the most relevant instrument for the low-skilled and the older workers is the establishment of learning-time accounts. Various proposals for the reorganisation of the relationship between working time, leisure time and learning time are currently being discussed. In this respect, learning time accounts appear to be an attractive institutional variant, particularly when they are linked to existing working time accounts and continuing education and training demands. Working time accounts form the basis for dealing with collectively or individually negotiated normal working hours in a variable manner. Within predetermined ranges, normal working hours can be allocated differently along the time axis. Additional work can be registered as time credit and deficit work as time owed. According to a corporate survey in 2001, approximately 11% of working time accounts (Cf. Ahlne/Dobischat 2001). Looking at companies actively engaged in CEVT, participation in

continuing training is significantly higher in companies with learning accounts than in those without (59% to 45%); the low-skilled get included to a higher degree.

### **Demography Initiative**

From 1996 to 2000 the Ministry of Education and Research funded a series of projects on the impact of demographic change on the world of work. Research identified three clusters of problems: Balanced age structures and innovative ability of companies, ageing-appropriate work and personnel policy, employment and new fields of occupation for older employees. Research also found that there was a lack of strategies to manage the relationship between ageing and innovation. To overcome this gap the Ministry funded transfer activities and launched the “Demography Initiative” (in 2002) aiming for corporate strategies for an employment and personnel policy that spans the different generations and takes the aspect of ageing into account. 127 businesses got involved into this initiative to implement solutions. To name a few:

- Old and young in company workforces. Intergenerational personnel policy as a competitive factor.
- Dynamic job design for younger and older innovators.
- Growing innovation with and for all age groups
- Intergenerational teams in the innovation process.
- Sensitization of non-public labour market mediators to the problems confronting older employees.

The most important options available to companies include:

- Ongoing updating of the knowledge base by implementing lifelong learning;
- Avoiding lopsided specialisation and, in contrast systematically promoting the development of a range of competences by ensuring that people carry out a variety of tasks;
- Supporting the intergenerational transfer of know-how in companies and systematically exploiting the complementary, age-specific skills of younger and older workers.

Strategies and examples are documented in the booklet series “Demography and Employment” (cf. Buck/Kistler/Mendius 2002; Buck/Dworschak (eds.) 2003).

For examples of good practice see also a compendium produced by the “proage” project [www.proage-online.org](http://www.proage-online.org) (Bertelsmann Foundation/Confederation of German Employer’s Associations (eds.) 2003).

### **Support for Continuing Education and Training for Employees over 50**

This financial support is intended to facilitate continuing vocational education and training of older employees for enterprises with up to 100 employees. By acquiring skills relevant for the labour market, experienced employees keep their skills up to date; this is meant to prevent skills-related dismissals.

Elderly employees attending an education measure recognised as worth supporting by the employment office can obtain supplements if they

- are 50 years of age or older when attendance begins,
- remain entitled to wages for the duration of participation in continuing education and training and are released from work by the employer in order to participate and
- are employed in an enterprise with up to 100 employees.

Support is provided for participating in continuing education and training offered outside the enterprise to which the employees belong. Knowledge and skills must be provided that go beyond job-related adaptation qualification.

The employment office reimburses the employee for the continuing education and training costs and in individual cases pays a supplement for necessary accommodation away from home.

### *c. Obstacles*

Both the employers and the trade unions were rather critical about the proposals of the *Hartz-Kommission*. The proposals for young people were criticised especially by the trade unions because training modules are contradictory to the ruling concept of a full qualification on skilled workers level (Beruf) as the norm; on the other hand programmes with less academic subjects were considered as depriving young people of the education they needed. The CVET proposals were rejected because they were interfering with market interests of the social partners: both sides are CVET providers and their business came under threat by a more customer oriented and performance based funding system.

As regards the measures to raise the basic education level it is too early to assess any impact; this also holds true for the training preparation modules and the low-key programmes for low achievers. The supply with training places (apprenticeships) continues to be a serious problem.

One year after the new CVET regulations were launched the integration rate was only 38%. Because of the general labour market situation it is merely impossible to raise the integration rate, especially for handicapped, migrants, offenders and other problem groups. There are problems with the vouchers, too: 20% are not used because people cannot find the right course on their own. There is a lack of transparency of courses on offer; there are big differences in the regional provision structure, and a good guidance and counselling infrastructure still needs to be developed, accomplishing the services of the Agency. (cf. Jann/Schmid 2004).

Statistics show that integration into the labour market is not just a matter of qualification: where unemployment is high, like in East Germany, the majority of people in need are formally qualified. Qualification remains a necessary even though not sufficient condition for gainful employment. The success of all attempts to raise the competence level of the low-skilled depends on the possibilities of skill-full employment. As long as the workplace does not require higher skills the motivation to learn will stay low. It is clear that not all low-skilled are willing and/or able to be qualified because they cannot fulfil the demands.

To assess and improve the new regulations, the Ministry of Economics and Labour has commissioned a feasibility study for the detailed in-depth evaluation of the impacts of the labour market reforms (Hartz-Kommission). An interim report is due by mid 2005, and a final report by mid 2006. The report will contain all statistical data, an analysis of the improvements in the labour market services, a micro-economic assessment (effectiveness and efficiency) of integration measures, a macro-economic assessment of labour market policy.



## 12. Involving Stakeholders

### 12 a Role of stakeholders and social partners in planning of VET

The main feature of the German VET system is the close partnership between employers, trade unions and the government. This partnership is expressed through the involvement of employers and trade unions in the formulation of the goals and content of vocational education and training. "Social dialogue" and codetermination are considered of crucial importance for the acceptance of reforms. Of particular importance is the institutionalised form of a close involvement of management and labour in the planning and implementation of in-company vocational education and training. Committees at all levels have been established for this involvement. These bodies deal with basic principles and individual details of implementation and development of vocational education and training.

On *Federal* level management and labour exert considerable influence on content and form of vocational education and training, since the state has only set forth the framework conditions with the Vocational Education and Training Act. This influence ensures that the practical requirements are sufficiently considered and that the interests of the employees are likewise taken into account. Responsible action of all participants, over and above each group's particular interests, is a precondition for the efficiency of the dual system of vocational education and training.

On *Länder* level there are committees for vocational training, with equal representation of employers, employees and the authorities. They advise the *Länder* governments on vocational training issues in schools. This does not give management and labour any co-determination in vocational school matters. However, they can advise the state government in this way and also to a certain degree influence concepts, for example those for providing support for disadvantaged youths, and opportunities for additional qualifications requiring school training.

The *Workplace Labour Relations Act* (private sector) and the *Staff Association Act* (public service) grant works councils or staff councils numerous co-determination and involvement rights at the company level both in the field of initial and continuing training. The fields in which these rights are exerted include collective bargaining on the remuneration of trainees, planning and implementing in-company training, appointing the instructors, realising special in-company education and training measures, concluding employment contracts upon completion of training, continuing training leave.

#### **New forms of co-operation between institutions and stakeholders of qualification systems - The example of the IT sector**

A continuing training system for the IT sector was launched in the Federal Republic of Germany in 2002. Work process-oriented qualifications with competence-based examination procedures were developed. Different domains of responsibility and forms of co-operation were created to regulate these qualifications, particularly to ensure both their timely responsiveness and their responsiveness to the needs of the target groups. (REULING/HANF 2003). The design of the qualifications was the responsibility of the IT sector committee ([www.it-sektorkomitee.de](http://www.it-sektorkomitee.de)). The members of this IT sector committee are "interest groups for accreditation and certification in the area of information and communications technology". The members are nominated by the social partners coming from the umbrella organisation of the chambers of industry and commerce, two trade associations<sup>3</sup> and two individual trade

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<sup>3</sup> Bundesverband Informationswirtschaft, Telekommunikation und neue Medien e.V. (BIT-KOM) and Zentralverband Elektrotechnik- und Elektronikindustrie e.V. (ZVEI).

unions<sup>4</sup>. The central authority for quality assurance in provision and certification is the Trägergemeinschaft für Akkreditierung GmbH (TGA, [www.tga-gmbh.de](http://www.tga-gmbh.de)). The TGA is a member of the German Accreditation Council (Deutscher Akkreditierungsrat – DAR, [www.deutscher-akkreditierungsrat.org](http://www.deutscher-akkreditierungsrat.org)), an institution of the Federal and State governments and the business community. In order to ensure international recognition of the TGA certificates, it has also concluded multilateral agreements via the DAR with the International Accreditation Forum (IAF) as well as the European Co-operation for Accreditation (EA). The IT sector committee mentioned above is a committee under the aegis of the TGA, which provides the competence for the certification of IT specialists.

A mix of public and private control of qualifications was introduced linking work experience based competence development and formal further/higher qualifications.

## 12 b Actions of the Social Partners to anticipate and recognise qualification needs

Within the framework of the early recognition initiative by the German Federal Ministry of Education (<http://www.frequenz.net>) both the employers and the trades unions are running projects to anticipate and recognise qualification needs. **FreQueNz** is a research network sponsored by the German Federal Ministry of Education and Research in which various institutes and institutions contribute to the early identification of qualification needs. FreQueNz undertakes the networking of the research projects conducted in parallel. The common strategic objective is the early identification of qualification needs and the development of recommendations for action based on the changes observed in the world of labour. The projects of the partner institutes and institutions participating in the research network cover a large variety of research fields ranging from direct observation of changes at the workplace to an international comparison of early recognition activities in competitor countries. An important aspect is the resulting plurality of research concepts and methods characterising the research network. In total there are 12 research institutes involved, one being co-ordinated by the VET umbrella organisation of the German employers (KWB), another one co-ordinated by the trades unions umbrella organisation (DGB).

*1. Business Sector-Specific Information System for the Early Recognition, initiated by the Kuratorium der Deutschen Wirtschaft für Berufsbildung KWB (Board of Curators for Vocational Education in the German Business Sector) Branchenspezifisches Informationssystem zur betrieblichen Qualifikationsentwicklung unter Nutzung der Netzwerke der Wirtschaft*

The KWB implemented from 1998 to 2001 the project „Dauerbeobachtung der betrieblichen Qualifikationsentwicklung“. The aim is to recognise the changing qualification needs of companies in different sectors in time and comprehensively by using the adviser and expert networks of the employers. Overall trends in qualification are recorded to be able to take them into account into vocational training policies. The results also present the need for action and solutions seen by the experts in initial and continuing vocational training at different levels of action (e.g. legal or individual measures). These efforts are continued in the framework of a follow-up project.

*2. LeA - Leben und Arbeiten - Qualifizierung und Beratung im Dialog, initiated by the Deutsche Gewerkschaftsbund DGB (German Trades Unions Umbrella Organisation) LeA – Life and Work: Qualification and Counselling in Dialogue*

In this project tools for the early recognition of qualification needs are elaborated in an exemplary way in the metal and electro industry as well as in the health care services. In dialogue with the employers a concept for guidance and counselling based on individual needs (“bilans des competences”) is developed. The project is creating the new profile of a

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<sup>4</sup> Industriegewerkschaft Metall (IGM) and Vereinigte Dienstleistungsgewerkschaft (ver.di).

“training coach”. The project is a joint venture of the *Fraunhofer Institut für Arbeitswirtschaft und Organisation* (FhIAO) (Institute for Work Economics and Organisation) and the *Berufsbildungswerk des DGB Hamburg* (bfb) (Continuing VET organisation of the trades unions).

### **13a/b Measures to develop a credit/qualifications framework**

Improving the permeability of the individual sectors of the education system is one of the main priorities of the Federal Government's vocational education and training policy. This applies to the transition from vocational training preparation to vocational training proper as well as to the transition from initial training, followed by employment, to further and continuing training leading as far as the higher education sector. It is also an essential step in the creation of a better framework for lifelong learning (Bundesministerium für Bildung und Forschung, 2004, p.40).

Last year's model for multi-level continuing IT education and training has broken new ground in a number of respects. It defines upgrading profiles on three levels of qualification: specialists, operating professionals and strategic professionals. At the highest level – the level of the strategic professionals – two occupations based on upgrading training (IT systems engineer and IT business engineer) have been defined that are intended to represent a level of qualification comparable to academic bachelor or master degrees. The IT sector in Germany provides a rudimentary qualifications framework and can be considered as a for-runner for such a system in other sectors and on national level (cf. Reuling/Hanf 2004, pp.60)

One way of improving the permeability of the higher education system is the credit point system for the accumulation and transfer of credit for successfully completed coursework and examinations that was introduced at higher education institutions under the Fourth Law Amending the Framework Act for Higher Education of 20 August 1998. This system is being developed along the lines of the European Credit Transfer System (ECTS) and is to also allow for the possibility of accumulation of credit points outside the higher education sector in the future, for example for skills acquired through informal learning and through suitable further vocational training. To this end, on 28 June 2002 the Standing Conference of the Ministers of Education and Cultural Affairs of the Länder opened up the possibility of crediting skills and competences acquired outside the higher education sector – on a standardized basis, where appropriate – towards placement in study courses at higher education institutions and spelled out the conditions under which such crediting may be undertaken (Bundesministerium für Bildung und Forschung, 2004, pp.46).

This arrangement is intended to apply above all to highly sophisticated qualifications in the field of upgrading vocational training, which include in particular the new IT further training occupations and qualifications adopted on 3 May 2002 as well as certificates earned at trade and technical schools (*Fachschulen*) pursuant to the framework agreement of the Standing Conference of the Ministers of Education and Cultural Affairs of the Länder. Within the framework of upgrading vocational training, credit points are to be awarded for qualifications verified through examinations which can then be credited toward a study course by the given higher education institution. The autonomy of the higher education institutions, in particular to specify the requirements for study courses and assess equivalence, remains unaffected by this arrangement. The higher education institutions are called upon to assign the credit points earned for equivalent coursework and examinations in the vocational education and training sector a credit value that is commensurate with the performance requirements of the given higher education study course.

In their recommendation of 26 September 2003, the Federal Ministry of Education and Research, the Standing Conference of the Ministers of Education and Cultural Affairs of the Länder and the German Rectors' Conference committed themselves to improving the crediting of knowledge and skills acquired outside the higher education sector towards higher education study and called on the higher education institutions to credit further training

examinations reflecting an adequately high academic standard towards higher education study course requirements.

### **13c Measures to implement Europass**

Until the end of 2003 ca. 65.000 copies of the Europass were issued in the whole of Europe. Germany alone issued 35.000. Mostly they were handed out to participants in LEONARDO or SOKRATES exchanges, but also to “free-lancers” travelling without support from the European Union abroad to acquire additional competences or even qualifications. In Germany there are 10 different issuing organisations, co-ordinated by InWent/Cologne (International Continuing Education and Development), reporting to the European Commission. Surveys with different target groups were carried out to find out more about the acceptance of Europass. A massive advertising campaign was launched: publication of reports, press conferences, radio spots, key rings, stickers, post cards, posters, conference folders etc.). The main aim was to address certain target groups like VET stakeholders, providers, LEONARDO/SOKRATES exchange organisations etc. This strategy is continued to inform the (potential) holders about the background, aims and benefits of the pass. Many times the German National Contact Point (NCP) is presenting its strategy to the NCPs in other countries where Europass is less common than in Germany. Further measures are in preparation: a brochure on the various transparency instruments, meetings with NCPs in other countries, an advertisement clip for cinemas, events with the universities and with multipliers.

As to the “new Europass”: Germany was one of the first countries - since 1996 - providing “certificate supplements” (qualification/training profiles) in three languages. They are published in the German official journal together with the training ordinances. To date they are available for some 200 qualifications. Various institutions awarding different types of qualifications are in charge for the provision of the supplements.

So far there were no measures taken on national/sector level to implement the new Europass. The national discussion on the re-organisation of the various institutions involved, their role and co-operation in the future framework is still going on.

Finally it should be mentioned here that a proposal for a national continuing education passport including certification of informal learning (*Weiterbildungspass mit Zertifizierung informellen Lernens*) was presented in 2004, inspired by the European CV and supposed to be compatible with European developments (BUNDESMINISTERIUM FÜR BILDUNG UND FORSCHUNG 2004).

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