

Germany

Overview of the Vocational Education and Training System

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Title: Germany: overview of the Vocational Education and Training System in 2005

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Abstract:

This is an overview of the VET system in Germany. Information is presented according to the following themes:

1. General policy context - framework for the knowledge society;
2. Policy development - objectives, frameworks, mechanisms, priorities;
3. Institutional framework - provision of learning opportunities;
4. Initial education and training - pathways and transition;
5. Continuing vocational education and training for adults;
6. Training VET teachers and trainers;
7. Skills and competence development and innovative pedagogy;
8. Validation of learning - recognition and mobility;
9. Guidance and counselling for learning, career and employment;
10. Financing: investment in human resources;
11. European and international dimensions: towards an open area of lifelong learning.

This overview is part of a series produced for each EU Member State (plus Norway and Iceland). Each report is prepared by Cedefop's national network member (ReferNet) and is updated on an annual basis: this one is valid for 2005. Later editions can be viewed at http://www.trainingvillage.gr/etv/Information_resources/NationalVet/ where more detailed thematic information on the VET systems of the EU can be found.

Keywords:

training system; training policy, initial training, continuing vocational training, training of trainers, skill development, vocational guidance, recognition of competences, validation of non formal learning; financing of training

Geographic term:

Germany

THEMATIC OVERVIEWS



Germany

01 - GENERAL POLICY CONTEXT - FRAMEWORK FOR THE KNOWLEDGE SOCIETY

0101 - POLITICAL AND SOCIO-CULTURAL/ECONOMIC CONTEXT

Germany is a republic and a democracy; it is a federal state based on the rule of constitutional law and social justice. During its founding phase it opted for a social market economy, combining free enterprise within a competitive economy with social progress. This central idea is reflected in the conviction that a social market economy is most successful when controlled by market forces, with State intervention only as a corrective or supportive measure.

The constitutional decision in favour of a federal state implies that not only the country as a whole but its 16 constituent parts, the Länder, have some of the features of a state. Each has its own powers, though they are restricted to certain spheres, which it exercises through its own legislature, executive and judiciary. There is a distinct cooperative federalism within the State sector, both horizontally between the Länder and between the Länder and the federal government.

While there is a general consensus among all political groups that State involvement in the vocational education and training system is necessary, the form and scale of this involvement is very much a subject of debate. The role of the State in vocational education and training depends to a considerable extent on how the weaknesses of market forces and political control are perceived and judged politically in the context of social and economic objectives. Apart from this, vocational training in enterprises has developed a third system situated between market and State, in the form of joint control. Since World War II the German political system has been characterised by this social partnership.

0102 - POPULATION AND DEMOGRAPHICS

Demographic changes in recent years have been characterised by lower birth rates, stable mortality rates, higher life expectancy and a positive migration balance. Population trend indicators suggest a significant decrease in the number of children and young people between the ages of 6 and 18, shrinking numbers of young people in the 20-to-25-year age cohort – the most important for entrants to the workforce – and a substantial rise in the number of over-65s up to the year 2030. Future generations of the working population will therefore have fewer younger people but more older people to support. Further, the falling proportion of people of working age in the population from the year 2010 may well mean there are too few people to work in certain regions, sectors and occupations. The restructuring of the overall supply of goods and services, demographically determined and demand mediated, will significantly change the structure of the demand for occupational skills. It remains to be seen to what extent the trend towards more education and higher qualifications, accompanied by falling cohort numbers, will affect the demand for vocational education and training.

COUNTRY SIZE	357.022km ²
POPULATION 2003	82.532.000

Population at the end of year; increase since end of previous year

1991	1996	2001
79.753.000	81.817.000	82.440.000
+37.000	+46.000	+180.000

Age-specific demographic trends				
	2000	2005	2010	2025
0-24	20.946.700	20.146.800	19.033.900	16.844.000
25-59	39.571.500	39.499.000	38.988.600	34.800.800
60+	19.357.600	20.247.000	20.864.900	25.126.100

Source: Federal Statistical Office

0103 - ECONOMY AND LABOUR MARKET INDICATORS

Fundamental structural changes are prevailing in the German economy and society. This is amply demonstrated by the shrinking of established industries, restructuring in former and new 'industries of the future', growth trends in the service sector, and also by markets becoming globalised and ecological. For Germany, traditionally poor in raw materials and heavily dependent on importing natural resources and exporting manufactured goods and services, the human capital of the workforce is proving to be the crucial raw material for safeguarding its future as a production site.

It is striking how gross domestic product (GDP) rose in real terms from 1991 to 2001 by 30%, and the rate of unemployment increased considerably at the same time. Economic development is characterised by changes in the composition or structure of the output of the overall economy according to sector, and the division of the workforce among these sectors and according to skills. The primary sector's share has fallen to 2,6%, and the joint share of the private and public service sector has grown to 65%. The change in the structure of the labour market primarily affects workers with few or no qualifications, older workers, workers hampered by health problems and migrants, then specialised occupations in shrinking sectors, and finally structurally weak regions. The trend reveals falling demand for basic qualifications and a rising demand for higher qualifications. The need for skilled workers will probably stagnate.

Economic composition (GDP) and employment (active work force) by sector 2003	
ECONOMIC COMPOSITION (GDP)	
SECTOR	CONTRIBUTION TO GDP
Agriculture	1,1%
Production	28,6%
Services	70,2%
EMPLOYMENT (ACTIVE WORK FORCE)	
SECTOR	EMPLOYMENT
Agriculture	2,4 %

Production	27,1 %
Services	70,5 %

Source: Federal Statistical Office

EMPLOYMENT RATES			
ALL PERSONS 15 - 64	MEN	WOMEN	
73,3 %	80,3 %	66,1 %	
UNEMPLOYMENT RATES			
ALL PERSONS 15-64	MEN	WOMEN	YOUNG PEOPLE 15-24
11,5 %	12,3 %	10,6 %	8,7 %

Source: Federal Employment Agency

Percentage expenditure on education and training (related to GDP)		
1996	2000	2002
4,1 %	3,9 %	4 %

Source: Report of Vocational Education 2004

0104 - EDUCATIONAL ATTAINMENT OF POPULATION

LEVEL OF EDUCATION			
	ISCED 0-2	ISCED 3-4	ISCED 5-6
EU-15	35%	43%	22%
GERMANY	17%	61%	22%

ISCED 0-2: Pre-primary, primary and lower secondary education
 ISCED 3-4: Upper secondary and post-secondary non-tertiary education
 ISCED 5-6: Tertiary education

Source: Eurostat, Newcronos, Labour Force Survey

Percentage of the population, aged 18 to 24 years having left education and training with a low level of education (2000, 2002)

GERMANY		
2000	2002	2003
14.9	12.5 (2001)	

Low level of education: pre-primary, primary and lower secondary education - levels 0-2 (ISCED 1997)

Source: Eurostat, Newcronos, Labour Force Survey

02 - POLICY DEVELOPMENT - OBJECTIVES, FRAMEWORKS, MECHANISMS, PRIORITIES

0201 - OBJECTIVES AND PRIORITIES

The central goal of the Federal Government's vocational education and training policy is to offer people long-term employment opportunities through initial and continuing education and training.

The dual system of vocational training has traditionally figured prominently within the German system of vocational education and training. For the overwhelming majority of young people between the ages of 16 and 20, this type of vocational qualification continues to form the basis for entry into the working world and working life.

But the significantly lower percentage of young people undergoing vocational training within the dual system is certainly a response to the decline in the supply of training places. Since the inclination to pursue higher education is concurrently becoming more pronounced, the question arises as to whether the attractiveness of the dual system of vocational training has diminished again, especially for young people who are eligible to pursue other post-secondary educational options.

The loss of jobs and training places in traditional sectors of the economy evidently cannot be offset quickly enough by gains in new growing sectors to yield a supply of training places that meets both the qualification needs of the business enterprise sector and the demands of young people.

At the second "training summit" on 9 October 2003, the Federal Government, the employers' associations and the trade unions agreed among other things to begin talks within the framework of a working group at state secretary level to determine what additional steps must be taken to ensure a permanent supply of training places and promote structural improvements in the system of initial and continuing vocational education and training. One focus will be to ascertain how the individual parts of the education system can be better coordinated at local level, for example at the point where pupils leave the general-education schools and begin vocational training or, if necessary, enrol in a vocational preparation scheme.

In February 2004, the Federal Ministry of Education and Research presented a set of basic principles for the planned amendment of the Berufsbildungsgesetz (BBiG, Vocational Training Act). The sharp decline in the number of new contracts concluded for in-company training cannot be attributed to cyclical causes alone. It is indicative of structural changes in the system of vocational education and training as well. The reform of the Berufsbildungsgesetz (BBiG, Vocational Training Act) targets five major areas:

- **Transferability of credit earned through different education pathways.**

A focus will be to address the issue of improving the marketability of full-time vocational school training courses that constitute an equivalent alternative to vocational training courses under the dual system. Graduates of such training courses should be afforded the opportunity to take a final examination administered by the competent bodies.

- **New opportunities for the disadvantaged**

Ever since the beginning of 2003, preparation for vocational education and training has been an integral part of the Vocational Training Act. This allows companies to offer qualification modules enabling disadvantaged young people to acquire the initial basic skills that are necessary in order to function satisfactorily in the workplace. An ordinance governing the precise design of these qualification modules entered into force in August 2003.

- **Safeguarding international competitiveness**

The option of completing parts of training abroad with the consent of the training employer will be placed on a firm legal foundation. In contrast to the situation in some other European states, a part of training completed abroad is to not simply be credited toward the individual's vocational education and training but instead form an integral part of such training. This also means that the contractual relationship between the trainee and the training employer will continue to exist and that both parties to training contract must fulfil their obligations thereunder. At the same time,

flexible arrangements will ensure that the competent bodies can perform their supervisory duties in a suitable manner.

When new training occupations are created or existing ones are updated, moreover, it will be determined whether and to what extent "European content" (such as foreign languages) must be imparted in the course of training. In addition, it will be determined whether periods of training abroad can constitute optional modules under the training regulations for the given training occupations.

- **Promoting regional responsibility and cooperation**

The system of vocational education and training lives from constructive cooperation among all the players. It is precisely the regional alliances for training that show what potential exists for tapping new sources of training places and assuring quality in the regions. The success of such alliances cannot be mandated by legislation but instead hinges first and foremost on the willingness to cooperate, the commitment and the innovativeness of the parties involved.

The Vocational Training Act can offer support structures for such cooperative action, however. The vocational training committees are to develop a central communication platform for vocational education and training in the regions. This "joint vocational training committee" will then be assigned the new task of regional planning in the field of vocational education and training. The aim is to foster a common understanding of the measures that are necessary in order to reinforce the labour and training market in the given region.

- **Modernization of initial and continuing vocational education and training**

Training regulations pursuant to the Vocational Training Act must guarantee that people who successfully complete their training and enter the labour market can be employed in a wide variety of areas – irrespective of regional and company differentiation. In the context of modernization of training occupations, the time-tested principle of consensus between employers and unions cannot be permitted to lead to a situation where individual feasible proposals for the modernization or creation of training occupations founder solely on the opposition of one of the parties. The Federal Government therefore calls on employers and unions to agree on suitable mediation procedures. It will, however, proceed without general agreement if this is necessary in order to fulfil its responsibility to society.

The aim of the proposed amendments to the Berufsbildungsgesetz (BBiG, Vocational Training Act) is to safeguard and increase the flexibility of the system of vocational education and training. The challenge in the future will be to more fully utilize this flexibility beneath the level of statutory regulation as well. Examples:

- Agreement among the Länder concerning the definition of competence standards in the area of vocational schools;
- Broader and uniformly regulated access to higher education for skilled and qualified employees; issues pertaining to the crediting of vocational qualifications towards higher education study are also to be discussed in this context;
- Streamlining and acceleration of the coordination procedure in the context of creation and modernization of training occupations;
- Improvement of the possibilities for vocational integration of disadvantaged young people through orientation of the vocational preparation schemes financed by the Federal Employment Agency towards the vocational training preparation schemes implemented under the Vocational Training Act ("new support structure");
- Consolidation of the individual instruments developed at European level – such as the EUROPASS Training, the European curriculum vitae, the diploma supplement, the certificate supplements (training profiles) and a credit transfer system for the area of vocational education and training as well – into a single European framework for transparency of qualifications and competences;
- Continuation of the modernization of training regulations through the implementation of optional modules and a selection of mandatory modules as well as the tailoring of training regulations to work process-oriented learning.

In addition to the ongoing updating of the further training certificates regulated by the Federation, endeavours in the field of continuing education and training focus on the following:

- Linkage of initial and further training, such as acquisition of additional qualifications during initial vocational training as a first step towards a further training certificate and acquisition of marketable continuing education certificates that can be credited towards a further training certificate
- Utilization of further vocational education and training opportunities for the acquisition of top-level qualifications (certificates above the Meister and Fachwirt level), higher education access for qualified employees, and the crediting of vocational qualifications towards higher education study courses;

- Evaluation of the competent bodies in regard to the tasks that have been assigned to them;
- Broadening of the range of possibilities for crediting qualifications acquired through other educational pathways towards further training examinations;
- Steps to open up access to parts of regulated further training courses for persons who have successfully completed other forms of further training;
- Recognition of further training certificates as equivalent to higher education study and examination certificates through allocation of credit points.

03 - INSTITUTIONAL FRAMEWORK - PROVISION OF LEARNING OPPORTUNITIES

0301 - ADMINISTRATIVE FRAMEWORK

A number of bodies are responsible for ensuring that the provisions of the Berufsbildungsgesetz (BBiG; Vocational Training Act) and the Berufsbildungsförderungsgesetz (BerBiFG, Promotion of Vocational Training Act) are enforced on the federal, Länder and regional (chambers districts) levels. The social partners are granted considerable rights of participation, structuring and decision-making. Co-operation of the four parties (Federal Government, Länder governments and social partners on the federal, Länder, regional and enterprises levels – based on an assumption of mutual responsibility for planning, implementing and developing vocational education and training – has proved very successful in the past.

NATIONAL LEVEL

Within the Federal Government, it is the Bundesministerium für Bildung und Forschung (BMBF; Federal Ministry of Education and Research, that is responsible for policy, coordination and legislation regarding out-of-school vocational training and continuing education, training assistance, the general principles of the higher education system, as well as the expansion and construction of institutions of higher education. Vocational education and training (and science) is also part of the work of most of the other Federal Ministries, first of all the Ministry of Economics and Labour, but also of the Interior, of Justice, of Agriculture, of Health, the Ministry for Family Affairs, Senior Citizens, Women and Youth and the Ministry for Economic Cooperation and Development.

The core institution on national level for consensus building between all parties involved in VET is the Bundesinstitut für Berufsbildung (BiBB; Federal Institute for Vocational Education and Training). The Bundesinstitut für Berufsbildung conducts research and development in the sphere of in-company vocational training and fulfils mandated service and consultancy functions to the federal government and vocational training providers. The four-partite main board advises the federal government on fundamental issues of in-company vocational training. A subcommittee is responsible for harmonising the national training regulations and the school skeleton curricula of the individual Länder.

LÄNDER LEVEL

The Grundgesetz (GG; Basic Law i. e. Constitution) provides that competence for school education – vocational and general, as well as university and higher education – lies with the Länder Ministries of Education and Cultural Affairs. This overall responsibility both entitles and obliges them to cooperate with one another and to work together with the Federal Government. The Ministers of Education and Culture of the Länder cooperate in the Standing Conference of the Länder Ministers of Education and Cultural Affairs to ensure a certain measure of uniformity and comparability, especially in school and higher education policies of national significance. The decisions of the Standing Conference are recommendations and only become legally binding when passed by the individual Länder parliaments. The Länder have committees for vocational training, with equal representation of employers, employees and the highest Länder authorities. They advise the Länder governments on vocational training issues in schools.

REGIONAL LEVEL

On the regional level the autonomous administrative organisations of industry, the Zuständige Stellen (Competent bodies), have considerable powers. The competent bodies include about 83 chambers of industry and commerce for the industrial sector, about 56 chambers of crafts, and the appropriate professional boards for the liberal professions. The tasks of the competent bodies are to ensure the suitability of training centres, monitor training in enterprises, support vocational training with advice to training enterprises, instructors and trainees, to establish and maintain a list of training contracts, and to institute the system of examinations and hold final examinations.

The competent bodies also have vocational training committees, which are made up of six representatives each from employers, employees and vocational school teachers, who have to be notified of and consulted on important matters of vocational training. These bodies can establish legal requirements for the implementation of vocational training and offer Training programmes in CVET with corresponding Certificates in their fields and their regional jurisdiction. These Certificates are not state-recognised. This is regulated in the Berufsbildungsgesetz (BBiG, Vocational Training Act).

LOCAL LEVEL

Local self-government as enshrined in the Grundgesetz (GG; Basic Law i. e. Constitution, Art. 28) covers issues pertaining to the local community such as the construction and maintenance of public service areas, such as school buildings.

The local authorities are also responsible i. e. competent for adult education (in contrast with the regulated Further Education) and youth welfare and help promote and support cultural activities by providing over half of public expenditure in this area. In order to meet these responsibilities, local authorities are entitled to levy their own taxes and charges (property and trade tax, consumer and expenditure taxes).

0302 - LEGISLATIVE FRAMEWORK FOR VOCATIONAL EDUCATION AND TRAINING

The system of vocational education and training in Germany is founded on a legal system with differing levels and specifications of regulations. Initial training in enterprises is regulated by a series of federal Laws and regulations, which affect it directly or indirectly. The most significant framework conditions are the free choice and practice of an occupation, as provided for in the Grundgesetz (GG; Basic Law (Article 12 (1))) and federal government competence for legislation on out-of-school vocational training. This is also laid down in the Grundgesetz (Article 72 (1), (2) and Article 74 (1)). The following Laws are also particularly important for the organisation of out-of-school vocational training: the Berufsbildungsgesetz (BBiG; Vocational Training Act) of 14.8.1969; the Handwerksordnung (HwO; Crafts Code) of 28.12.1965; the Berufsbildungsförderungsgesetz (BerBiFG; Promotion of Vocational Education and Training Act) of 23.12.1981, and the Ausbilder-Eignungsverordnung (AEVO; Instructors' Aptitude Ordinance) of 20.4.1972. Continuing vocational training is essentially governed by the Arbeitsförderungsgesetz (AFG; Employment Promotion Act) of 25.6.1969, amended 1.4.1997, the Sozialgesetzbuch III (SGB III; Social Code III) of 24.03.1997 complemented by regulations in the Betriebsverfassungsgesetz (BetrVG; Works Constitution Act) and the Jugendarbeitsschutzgesetz (JArbSchG; Youth Protection Act) of 12.04.1976. Please find a complete list and some more details in the attachment.

Länder legislation forms the legal basis for school education, including vocational schools and the – quantitatively insignificant – private schools. Article 7 (1) in conjunction with Article 30 and Articles 70 to 75 of the Grundgesetz confers legislative competence in these areas on the Länder and thereby constitutes German educational federalism.

Continuing vocational training is legally regulated on both the federal and Länder levels. Among the federal laws the following, mentioned above in the context of initial training, are also relevant: the Berufsbildungsgesetz (BBiG; Vocational Training Act), the Arbeitsförderungsgesetz (AFG; Employment Promotion Act), the Aufstiegsfortbildungsförderungsgesetz (AFBG; Upgrading Training Assistance Act) and the Fernunterrichtsschutzgesetz (FernUSG; Protection in Distance Education Act). Here, too, the Betriebsverfassungsgesetz (BetrVG; Works Constitution Act) plays a complementary role. In 14 of the 16 Länder, Laws on continuing and adult education, passed between 1974 and 1995, regulate primarily general education and – more marginally – continuing vocational education and training. Finally, 11 of the 16 Länder have passed Laws on training leave that provide for the short-term release of employees to attend continuing training courses.

For further information see the [related file](#)

0303 - ROLE OF SOCIAL PARTNERS

The main feature of the German VET system is the close partnership between employers, trade unions and the government. "Social dialogue" and codetermination are 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. 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 national level social partner involvement is established with the *Hauptausschuss* (Main Board) of the *Bundesinstitut für Berufsbildung* (Federal Institute for Vocational Education and Training) on a four-partite basis (Federal Government, States, Employers, Employees). As stated in the *Berufsbildungsgesetz* (Vocational Training Act) the Board has to advise the Federal Government on all VET issues. One outstanding task is the involvement in the setting of standards and designing of training regulations.

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

On regional level, the *Zuständige Stellen* (competent bodies) play an outstanding role. Above all they are the chambers of industry and commerce, the chambers of crafts, etc. but also various federal and *Land* authorities. In every competent body there is a vocational training committee which is made up of tripartite representation of employers, trade unions, teachers. It has to be informed and consulted on all important issues of vocational training. Moreover, the committee has to decide which legal regulations are to be passed by for the implementation of vocational training. The most important duties of the competent bodies in vocational training are:

- setting up and keeping the directory of apprenticeships;
- promoting vocational training by providing counselling to enterprises and trainees;
- supervising the implementation of vocational training;
- conducting intermediate, final and further training examinations.

The *Betriebsverfassungsgesetz* (BetrVG; Works Constitution Act) (private sector) and the *Personalvertretungsgesetz* (PVertrG; Staff Representation 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.

	RESPONSIBILITIES OF SOCIAL PARTNERS	TYPE OF ROLE (ADVISORY/DECISION-MAKING, DIRECT/INDIRECT)
NATIONAL LEVEL	Setting national standards and designing training regulations Giving recommendations on all subjects of VET	Direct advise to the Federal Government
REGIONAL LEVEL	Länder level Giving recommendations on all subjects of VET; co-ordination between schools and companies; special offers for disadvantaged Competent body level Counselling, supervising the implementation of training in companies; conducting examinations; awarding qualifications	Direct advise to the <i>Länder</i> (States) Governments Advisory Decision making
SECTORAL LEVEL	Contractual bargaining on supply with training places; remuneration of apprentices	Decision making
ENTERPRISE LEVEL	Planning and implementing in-company training, appointing instructors	Decision making

04 - INITIAL VOCATIONAL EDUCATION AND TRAINING

0401 - BACKGROUND TO THE IVET SYSTEM AND DIAGRAM

In Germany the duration of full-time compulsory education (compulsory general education) is 9 years (10 years in five of the *Länder*) and the subsequent period of part-time compulsory vocational education for apprentices is 3 years. For those under 18 not in apprenticeship or school otherwise there is one year of compulsory full-time vocationally oriented school.

The transfer from primary school to one of the different lower secondary school types takes place depending on Land legislation after four or six years. The decision is taken by the parents based on a vote of the primary school, but for certain school types it is dependent on pupils ability and/or on the capacity available in the desired school. School entrance on upper secondary level depends on the qualifications and entitlements obtained at the end of lower secondary education.

For entry into tertiary level students must have obtained a higher education entrance qualification through either upper secondary school or evening classes or distance learning.

Ratio of graduates to total population at typical age of graduation For Tertiary level in percentage; 2001						
3A	3B	4A	4B	TERTIARY-TYPE B	TERTIARY-TYPE A AND ADVANCED RESEARCH PROGRAMMES	
33	58	9,3	5,5	11	21	

Source: OECD, Education at a Glance 2003

At secondary level 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.

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.

Lower secondary education is portrayed in line with the distribution of the school population in grade 8 (14 year olds) as per 2002/03 taken as a national average:

HAUPTSCHULE	22,4%
REALSCHULE	23,3%
GYMNASIUM	28,7%
INTEGRIERTE GESAMTSCHULE	9,3%

Source: Federal Statistical Office, Bildung im Zahlenspiegel 2004

For the 17 year olds the figures are:

BERUFSSCHULE (DUAL TRAINING AND VOC. PREPARATION)	34,4%
BERUFSFACHSCHULE	12,5%
BERUFSOBERSCHULE/FACHOBERSCHULE/FACHGYMNASIUM	5,8%
GYMNASIUM	24,8%

Source: Federal Statistical Office, Bildung im Zahlenspiegel 2004

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

The figures show that nearly two thirds of pupils on upper secondary are following the vocational route, the majority of which is in apprenticeships. The figure for the grammar schools is rising slowly but constantly; the figure for vocational schools is also rising (more recently). The apprenticeship figure is even raised by young people who move on to apprenticeship after grammar school which brings the apprenticeship figure up to about 60% of the cohort. Over time the figure for apprenticeship is sinking.

Five (qualifications) subsystems can be defined in broad terms, which each follow different requirements and logical structures (initial vocational qualifications are in bold characters):

- General education qualifications acquired at the upper secondary level,
- Vocational qualifications acquired in the dual system of vocational training,

- Vocational qualifications acquired at full-time vocational schools at the level of upper secondary education,
- Qualifications acquired at higher education institutions,
- Advanced vocational qualifications acquired outside of higher education institutions for the purpose of career advancement.

Vocational schools on upper secondary level are organised in the form of school centres, all different types are „under one roof“: vocational foundation year, part-time vocational school, specialised vocational full-time school, vocationally oriented grammar school, specialised institute. Both initial and continuing VET are offered, but only CVET leading to state recognised vocational qualifications. The curricula comprise general and vocational subjects.

School centres are organised on a regional basis (in big cities locally) and by occupational fields. Most of the schools are public; with the Berufsfachschulen (full-time specialised schools) some 15% are private. In apprenticeship training the practical training is organised by the single company or by a group of companies. For the SMEs there are inter-company training centres offering certain parts of the programme which cannot be covered by the single companies.

Companies have total autonomy in the decision whether they provide training at all and in the management of training. They are bound to the national curricula and they have to deliver the qualifications which are set as a minimum programme in the training ordinances. Beyond this they are free to set additional curricula and deliver additional units/qualifications. There is internal assessment but apprentices have to sit final exams with the chamber for external assessment.

As for the “other programmes” funded by the employment service and offered in training centres (vocational preparation programmes and entire dual training programmes) the providers are mostly NGOs, private training organisations, but also companies. They have to be accredited by the employment service.

[Diagram and Glossary](#)

0402 - IVET AT LOWER SECONDARY LEVEL

Lower secondary education comprises the courses of education from grades 5 to 10 or 7 to 10 of school. The function of all the courses of education at lower secondary level is to prepare pupils for courses of education at upper secondary level. Accordingly, lower secondary education is predominantly of a general nature. Lower secondary level covers the age group of pupils between 10 and 15 years old.

Lower secondary education is public and free of charge.

At the Hauptschule und the Realschule an introduction to the professional and working world is a compulsory component of all courses of education at lower secondary level. The instruction is given either in a separate subject (Arbeitslehre - pre-vocational studies) or as part of the material used in other subjects. Work experience placements, especially for pupils in the two last grades at Hauptschule and Realschule, aim to provide first-hand insight into the working world and guidance in choosing an occupation. The Länder have continuously developed their activities in order to communicate a basic knowledge of the world of business and commerce. This has also taken place outside of lessons, for example, via model businesses set up by pupils (Schülerfirmen) or cooperation projects between the schools and the world of business and commerce.

After finishing lower secondary level education and satisfying the period of general compulsory schooling (in some Länder 9 years, in some 10 years), pupils may enter into vocational training in full time schools or within the framework of the dual system (duales System) or seek employment.

For those who do not start a regular vocational course there is compulsory vocationally oriented schooling in a Berufsvorbereitungsjahr (BVJ; pre-vocational training year); their typical age would be 15 or 16. Participants are young people with social disadvantages or learning difficulties 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, which serves as vocational orientation and as an introduction to one, two or three occupational fields.

0403 - IVET AT UPPER SECONDARY EDUCATION (SCHOOL-BASED AND ALTERNANCE)

The courses of education provided within the upper secondary level lead either to a higher education entrance qualification or a vocational qualification for skilled work. The vocational track means that pupils may enter into vocational training in full time schools or within the framework of the dual system (duales System), or seek employment.

School-based IVET on upper secondary level includes the Berufsfachschule, the Fachoberschule, the Berufliches Gymnasium or Fachgymnasium, the Berufsoberschule.

BERUFSFACHSCHULE (FULL-TIME VOCATIONAL SCHOOL)

Berufsfachschulen are full-time schools which prepare pupils for employment or provide them with vocational education and at the same time further general education. They offer a very wide range of courses. There are Berufsfachschulen, amongst others, for business occupations, occupations specialised in foreign languages, technical occupations, home-economics related and social-work-related occupations, artistic occupations, health sector occupations. Education at Berufsfachschulen varies in duration depending on the intended career specialisation from one to three years.

FACHOBERSCHULE (SPECIALISED VOCATIONAL GRAMMAR SCHOOL)

The Fachoberschule covers the two successive years, 11th and 12th, and builds on a Realschule leaving certificate or a qualification recognised as equivalent (Mittlerer Schulabschluss). It equips its pupils with general and specialised theoretical and practical knowledge and skills and leads to the Fachhochschule entrance qualification (Fachhochschulreife). There are Fachoberschulen for technology, business and administration, nutrition and domestic science, agriculture, social work, design, seafaring etc.

Practical training takes place in grade 11, i.e. in the first year of this school type, on four days a week for the whole year.

Grade 12 (second year of the Fachoberschule) comprises at least 30 periods per week of general and specialist instruction. The compulsory subjects are German, social studies, mathematics, natural sciences, one foreign language and sports. 18 to 20 periods a week are taken up by classes in general subjects, which are the same for all pupils.

The programme at the Fachoberschule concludes with a final examination after the 12th grade. This exam covers three general subjects (German, mathematics, foreign language) and individual specialised subjects (e.g. in engineering, business or administration). On passing the exam, pupils receive the certificate of Fachhochschulreife, a higher education entrance qualification qualifying them to proceed to Fachhochschulen.

BERUFSOBERSCHULE (SPECIALISED VOCATIONAL GRAMMAR SCHOOL)

In association with the deliberations of the "Ständige Konferenz der Kultusminister der Länder" (Standing Conference of the Ministers of Education and Cultural Affairs of the Länder) on the equivalence of general and vocational education, the Berufsoberschulen have achieved greater importance. They have been established in some Länder in order to enable those who have completed vocational training in the dual system to obtain a higher education entrance qualification. Providing two years of full-time education, the Berufsoberschule leads to the Fachgebundene Hochschulreife and, with a second foreign language, to the Allgemeine Hochschulreife. Attendance of the Berufsoberschule can also be on a part-time basis for a correspondingly longer period.

Admission to the Berufsoberschule requires the Mittlerer Schulabschluss and at least two years' successful vocational training or at least five years' relevant practical experience. The Berufsoberschule covers specialisations in technology, economy, agricultural economy, nutrition and domestic science, social professions and design. The pupils are assigned a specialisation in accordance with the first vocational training or practical experience they have already completed.

In the 2-years Berufsoberschule, instruction covers a total of 2400 periods (approx. 30 periods a week). Pupils are taught German, a compulsory foreign language, social studies (with history, politics, economics), mathematics as well as specialised subjects (Profilfächer) in accordance with the chosen specialisation, and natural sciences including information technology.

BERUFLICHES GYMNASIUM/FACHGYMNASIUM (UPPER LEVEL OF THE GYMNASIUM WITH A VOCATIONAL BIAS)

This type of school is called Berufliches Gymnasium in some Länder and Fachgymnasium in others. Unlike the Gymnasium, which as a rule provides continuous education from the 5th to the 12th or 13th year, the Gymnasium with a vocational bias offers no lower or intermediate level. In some Länder, this kind of school takes the form of a gymnasiale Oberstufe (upper level of the Gymnasium) with career-oriented specialisations and offers a three-year course of education.

The Berufliches Gymnasium/Fachgymnasium leads, as a rule to Allgemeine Hochschulreife (Abitur), a general entrance qualification for higher education. Apart from the subjects offered at a Gymnasium, these schools have career-oriented subjects like business, engineering, nutrition and home economics and agronomy, as well as health and social studies, which can be chosen in place of general subjects as the second intensified course and are examined in the Abitur.

Students in upper secondary education by programme orientation (general / vocational), 2000	
GERMANY	
UPPER SECONDARY EDUCATION TOTAL ENROLMENT	2725260
UPPER SECONDARY EDUCATION VOCATIONAL PROGRAMMES (%)	64%
UPPER SECONDARY EDUCATION GENERAL AND PRE-VOCATIONAL PROGRAMMES (%)	36%

Upper secondary education: ISCED 97 level 3

Source: Eurostat, Newcronos, Education statistics based on ISCED 97

0404 - APPRENTICESHIP TRAINING

The dual system of vocational education and training, which is chosen by the majority of young people after leaving the general education system, is a training system where the (training) company, the inter-company vocational training facility and the respective specialised vocational school (part-time vocational school, vocational training centre, company vocational school) cooperate in training on the basis of officially regulated training and school curricula. About one third of the duration of traineeship is spent in school.

The recognised training occupations are generally available supra-regionally to all applicants everywhere in the Federal Republic of Germany. Due to the economic structures, however, some professions are concentrated in certain regions.

Vocational education and training usually takes three to four years. There are already professions with a shorter duration of training, however. The duration of training depends on the one hand on the requirements and regulations of the training ordinances and on the other hand on the skills requirements.

The goals regarding content and specialist knowledge which have to be reached by the young trainees and the training companies in the individual training years during vocational education and training are prescribed by law in the training ordinances. Additional regulations are contained in the examination ordinances for the individual occupations' final examinations. The young people have to acquire the syllabus content completely if they want to pass the examinations successfully. The companies, enterprises and organisations providing training guarantee to impart the relevant professional content. This imparting is a claim that can be prosecuted and the provisions of the training ordinances are therefore legally actionable.

Young people who undergo training have the status of employees, unlike young people who continue to go to school. This status is based on their training contract which they have entered into with the company, enterprise or the civil service. It has the character of an employment contract. The trainee in this system receives agreed remuneration (training pay). The amount paid depends on the training occupation and on the collective wage agreement. Despite their status as trainees, in the company and social reality these young people often bear a very high responsibility compared to their age group peers attending higher education schools or other establishments of general or higher education, since they are responsible for expensive and valuable equipment and have to fulfil demanding tasks on their own, although under supervision.

As a general rule there are no formal access restrictions for individuals to training in the German dual system of vocational education and training. There are no entrance examinations either. Usually training takes place after having finishing attending the secondary schools. However, even a large number of young people with an intermediate-level or upper secondary school leaving certificate opt for training within the dual system of vocational education and training. The average age of trainees is 17 years, for this reason. Since the individual occupations have, at least in part, quite different requirement levels and/or different prestige, the situation arises that for occupations with high requirements young people with higher education certificates are hired by preference.

The dual system of vocational education and training has been implemented in all industry sectors everywhere in the Federal Republic. This means, at least in theory, that every young person has access to the desired course of training. However, since the supply of training places does not usually meet the demand for them, the theoretical freedom of choice is not always given in practice, in particular not in economically underdeveloped regions like the eastern Federal States and also not for disadvantaged young people. Many young people who cannot find a training place after leaving the secondary schools therefore start attending a full-time school.

In Germany there are 361 (August 2004) recognised training occupations. There are slight fluctuations in the total number of occupations, since training occupations are again and again newly created, combined or abolished. Normally there are about 1.6 million people undergoing education and training in the dual system at any given time.

In the terms of the Vocational Training Act, initial vocational education and training should impart "a broad range of basic professional skills and the specialised skills and proficiencies necessary for performing qualified professional work" and "allow the acquisition of the requisite professional experience". Initial vocational education and training therefore does not qualify for specific tasks or jobs; instead, it enables the trainees to do qualified professional work in a broader field of employment. In addition it attempts to create a foundation for further vocational development. Corresponding to the broad range of professional skills, trainees have the opportunity to work in different specialised departments and fields of activity during their training.

In-company training takes place according to the requirements of the training regulations; school courses are carried out according to the skeleton curriculum and – if applicable – State-specific curricula.

The training regulation determines:

- the designation of occupation,
- the duration of traineeship (from 2 to 3.5 years),
- the provisions for an intermediate examination (which takes place in the 2nd year of training and serves to assess the learning success up to that point),
- the provisions for the final examination,
- the skills, in particular the learning goals, to be imparted during training.

Learning goals describe professional tasks or activities which the trainees should be able to fulfil on their own at the end of training. The proficiencies and skills required to do this have to be imparted during training as well, but they are not specifically listed.

Some of the learning goals apply to all occupations – for example in the field of environmental protection. Other learning goals are typical for certain groups of occupations and are therefore included in whole groups of training regulations (e.g. commercial occupations) in similar or identical wording. Finally there are learning goals which deal with tasks specific to a particular occupation.

The training regulations do not prescribe the methods to be used to impart the learning goals. The imparting, however, has to be done in such a way that the trainees are enabled to do qualified professional work. This includes, in particular, autonomous planning, execution and controlling.

Skeleton curricula are the guidelines for school education and training. The curriculum at the part-time Berufsschule, like that of full-time vocational schools, breaks down into general and vocational classes. 12 periods a week are spent in class, 8 of which generally cover material specific to the occupation in question. The Ministers of Education and Cultural Affairs of the Länder are responsible for drawing up the curricula. The Rahmenlehrpläne (framework curricula) for vocational instruction at Berufsschulen are worked out jointly in a coordinated procedure by federal and Land authorities with the agreement of the employers and unions on the basis of the training

regulations (Ausbildungsordnungen) for on-the-job training. The skeleton curricula for vocational school education are drawn up in such a way as to be closely harmonised with the requirements for in-company training.

Training regulation and skeleton curriculum prescribe the goals of training. They are implemented mainly by the companies providing training and the vocational schools. Both documents stipulate minimum requirements.

Companies can also impart competence, skills, and proficiencies not prescribed in the training regulation but necessary and useful for working in the company, if they have the possibility to do so.

The cooperation between the two vocational education and training providers – company providing training and vocational school – is not regulated by law. Politics and associations are emphatically in favour of a coordination between the two establishments. However, whether there is an efficient dialogue on location between companies and enterprises depends on the local circumstances. Companies providing training, even if located in the same region, often have very different views on how to organise school education and which training content should be particularly focused on in the school courses.

The exchange of ideas between companies and vocational schools has been intensified, all in all, during the past ten years. For example, more teachers than before attend in-company practical training; companies and associations allow teachers to participate in occupation-specific continuing education and training activities, and learning projects are carried out in close coordination between companies and schools.

Education and training terminates with an examination taken at the responsible institution of vocational education and training (the professional associations). The vocational school has a consultative capacity in the examination. The certificates have the same value all over the Federal Republic. They are recognised by the state. The certificate proves that one has passed the journeyman's examination (in the trades and crafts) or the assistant examination (in the commercial occupations) and certifies the corresponding professional status. This makes one recognised in the industry as skilled worker or skilled specialist, which serves as a prerequisite for further qualification, for example to becoming master craftsman in the trades sector or master industrial craftsman. Generally it is also possible to enter into academic education and training pathways with these and other certificates. However, there is still much left to do to ensure recognition of in-company vocational education and training in this field.

The examination system within the dual system is based on a differentiated examination system regulated by law in the Vocational Training Act and in the Crafts and Trades Regulation. The following examinations are distinguished:

- **Intermediate examinations** (in all recognised occupations): There must be at least one intermediate examination according to the Training Ordinance. It usually takes place midway through training and serves as an assessment of training progress. Pedagogic aspects are therefore the main focus and not the selection of the trainees. The intermediate examination has no legal implications whatsoever for the training agreement.
- **Final examinations** (in all recognised occupations): They have a very high prestige as skilled worker examinations (journeyman examination for all trades and crafts occupations, final examination for all other occupations) and are proof of a uniform federal quality level. The final examination, unlike the intermediate examination which serves a pedagogic function, therefore has a function under public law. Final examinations are comparable and uniformly recognised throughout the country owing to the stipulation and control of qualification standards. Requirements for admission to the final examination are the completion of the duration of traineeship, a correctly maintained report portfolio and the participation in the intermediate examination.
- **Extern examination:** This examination only applies to externs who have worked in an occupation at least for twice the normal duration of traineeship. They prepare autonomously and outside a dual course of training for their final examination.

0405 - OTHER YOUTH PROGRAMMES AND ALTERNATIVE PATHWAYS

0406 - VOCATIONAL EDUCATION AND TRAINING AT POST-SECONDARY (NON TERTIARY) LEVEL

For those acquiring an initial vocational qualification the German system offers the option of extending this qualification by **Zusatzqualifikationen (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 – qualifications which are at a higher level than the standard qualification or which concern knowledge and skills other than those prescribed by the standard qualification and which are or can be certified. Since additional qualifications are aiming at deepening and broadening qualifications horizontally and vertically they are enriching the training profile, provide transitions into continuing training and can be acknowledged when acquiring further qualifications.

An "additional qualification", therefore, is any expansion of a standard qualification in the broadest sense, ranging from quite detailed additional units to hybrid and **Doppelqualifikationen (double qualifications)**, i.e. the combinations of qualifications for skilled employees and general school qualifications or dual study course qualifications (combining an apprenticeship and studies on tertiary level).

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.

In terms of the subject taught, foreign languages top the list, well ahead of all other topics. Together with other international subjects, they account for about 40% of the courses; they are followed by subjects such as more in-depth knowledge of processing and manufacturing methods, management techniques, and information and communications technology. In schools, customer services/advice is a particularly prominent subject besides foreign languages and more in-depth knowledge of methods. (Other courses: teamwork, presentation/moderating, controlling, environmental protection technology, basic commercial skills for technical professions, electrical engineering for metal workers, etc.).

0407 - VOCATIONAL EDUCATION AND TRAINING AT 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.

FACHHOCHSCHULEN (UNIVERSITIES OF APPLIED SCIENCES)

Today, two thirds of the students at tertiary level are studying at universities, one third at **Fachhochschulen**.

Fachhochschulen fulfil their own specific educational function, characterised by a practice-oriented bias in the teaching, a usually integrated semester of practical training, and professors, who have, in addition to their academic qualifications, gained professional experience outside the field of higher education.

Since 1997, **Fachhochschulen** have adopted a similar approach to the **Berufsakademien** and, particularly in the fields of engineering and business management, have also introduced courses that combine academic studies with on-the-job training or employment, along the lines of a dual system (**duales System**). These courses are called dual courses of study (**Duale Studiengänge**). The students have training or employment contracts. The periods of study and work experience are distributed according to various models (sandwich or consecutive model) and subject to the **Studienordnung** (study regulations). A Diplomgrad, to which the word **Fachhochschule** is added, is awarded upon completion.

The **prerequisite for admission** to a Fachhochschule is either the **Allgemeine Hochschulreife (Abitur; general higher education entrance qualification)** or **fachgebundene Hochschulreife (higher education entrance qualification restricted to a specified field of study)** on the one hand or the Fachhochschulreife on the other, which as a rule is acquired after 12 ascending grades at a Fachoberschule.

ESTABLISHMENTS OUTSIDE HIGHER EDUCATION – BERUFSAKADEMIEN

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, and which are to be found in 8 Länder.

They have taken the principle of the dual system of vocational training - the combination of practical professional training in the workplace and theoretical training at a **Studienakademie (study institution)** - and applied it to the tertiary sector. Since the nineties, the **final qualifications** awarded by the Berufsakademien in Baden-Württemberg, Berlin and Sachsen have been recognised as tertiary sector qualifications that fall under the EU directive on higher education degrees.

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.

05 - CONTINUING VOCATIONAL EDUCATION AND TRAINING FOR ADULTS

0501 - BACKGROUND AND MAIN TYPES OF CONTINUING VOCATIONAL EDUCATION AND TRAINING FOR ADULTS

The field of CVET is of great importance in Germany and is therefore called the fourth pillar of the educational system – next to general education and vocational schools as the first pillar, the institutions of in-company initial education and training as the second pillar and post-secondary technical colleges and universities as the third pillar. Unlike the other three, CVET is characterised by: the pluralism of providers, a largely marketplace character, a comparatively minimal degree of regulation by the state, which plays a subsidiary role at most, by voluntary participation and by multi-functionality.

Continuing education and training for adults can be classified into two categories: continuing general education and continuing vocational training. The latter again can be classified as:

- Retraining
- Occupational promotion
- In-firm training for a job
- Adaptation to new occupational tasks
- Other purposes

Since the 1970ies most Länder passed continuing and adult education legislation, the main thrust of which was to establish the responsibility of the public sector for continuing education and/or the basis for state support. The first study leave and employment release legislation dates from the same period. Furthermore, specific issues relating to continuing education were regulated in collective bargaining contracts, company agreements and contracts of employment.

From the efforts to expand continuing education into a sector of the education system in its own right grew the realisation that the state, industry and social forces and especially the institutions and associations which maintain continuing education had to join in order to bring this expansion about. Therefore, at the end of 1987 the then Federal Minister of Education and Science established the Konzertierte Aktion Weiterbildung (KAW; Concerted Action Campaign for Continuing Education). This is a unique platform for communication and co-operation between the parties active in Germany in the area of continuing education, namely maintaining bodies in the private and public sector, associations and organisations, institutions of higher education, social partners and those in the Federation, Länder, municipalities and districts with responsibility for continuing education.

The Federal Government is striving to develop a systematic and consistent concept for establishing the conditions for supporting individual commitment and companies' commitment towards training, lifelong learning and continuing education throughout working life. Transition between different types of initial and continuing education and training are to be made much smoother, and links are to be established to other areas of education, such as higher education institutions, as is currently the case in continuing education in the field of IT.

The Federal Ministry of Education and Research has set up an action programme entitled "Lifelong Learning for Everyone", which includes sub-programmes "Learning Regions - Support for Networks" and "Learning Culture of Skills Development". The key elements of further education and training policy include a concentrated strategy comprising measures towards improving quality, transparency and professionalism. Emphasis is put onto the information and communication technologies as an effective tool for self-organised learning, which is characterised by the individual taking responsibility for his or her learning process. Over the next few years, greater support will be given in particular to measures towards ensuring the quality of continuing education.

There is general social agreement that life-long learning and thus also continuing education is increasingly assuming a key role in today's information and knowledge society.

0502 - PLANNING AND ORGANISATION OF LEARNING

Continuing education in Germany is regulated by the state to a lesser degree than other areas of education. The justification given for this is that the diverse and rapidly-changing demands on continuing education can best be met by a structure which is characterised by diversity and competition among the institutions and the range of courses and services on offer. The aim is that the wide range of institutions should meet the diverse interests of those in continuing education. A central principle of continuing education courses is that attendance should be voluntary.

The activities of the state in the field of continuing education are restricted to laying down principles and to issuing regulations relating to organisation and financing. Such principles and regulations are enshrined in the legislation of the Federal Government and the Länder. State regulations are aimed at establishing general conditions for the optimum development of the contribution of continuing education to life-long learning.

The responsibilities of the Länder include powers to regulate and promote:

- continuing general education,
- continuing education leading to school-leaving qualifications,
- continuing academic education at higher education institutions, and
- some areas of continuing political education and continuing vocational training.

The prerequisites and principles for the promotion and funding of continuing education are laid down in continuing education legislation and employment release legislation. Continuing and adult education legislation describes continuing education as an independent education sector which incorporates continuing general and political education and continuing vocational training and the development of which is the responsibility of the public sector. Continuing education legislation guarantees a diverse range of institutions maintained by a variety of organisations and lays down a state approval procedure for such institutions. All Land legislation includes regulations which recognise their freedom in the preparation of curricula and independence in staff selection. However, most legislation stipulates the qualification requirements demanded of the teaching staff.

In addition to continuing education legislation, school legislation at Land level contains regulations on continuing education within the school system (e.g. the attainment of school-leaving qualifications) and higher education legislation regulates the development of academic continuing education. In 12 of the 16 Länder legislation allows employees to attend continuing education courses (paid educational leave - Bildungsurlaub) for several working days per year (usually five) with no loss in earnings, provided that certain conditions are fulfilled.

The **Federal Government's responsibilities** include in particular:

- continuing vocational training outside the school sector,
- the principles of continuing academic education at higher education institutions,
- basic regulations for the protection of those on distance learning courses which are offered under private law, some areas of continuing political education,
- research and pilot schemes within the scope of educational planning - in some cases jointly with the Länder - in all sectors of continuing education,
- statistics on continuing education,

- international cooperation in continuing education, including within the European Union.

Responsibility for the promotion of continuing vocational training under the Federal Government's Sozialgesetzbuch III (SGB III; Social Code III) lies with the **Bundesagentur für Arbeit** (BA; Federal Employment Agency). Promotion under the Sozialgesetzbuch III includes the following measures:

- Further vocational training: schemes to assess, maintain, extend or adapt the vocational knowledge and skills of adults who have a vocational qualification or appropriate work experience.
- Vocational retraining leading to a qualification in a recognised occupation requiring formal training (anerkannter Ausbildungsberuf): targeted mainly at unemployed people with no vocational qualifications.

With the entering into force on 1 January 1996 of the Aufstiegsfortbildungsförderungsgesetz (AFBG; Upgrading Training Assistance Act), a new comprehensive funding instrument was created in Germany for financing training designed to lead to promotion at work. This means that those who take part in career advancement training programmes have a legal right to state funding that is comparable with student funding in accordance with the Bundesausbildungsförderungsgesetz (BAföG; Federal Training Assistance Act). The aim is to support further vocational training following completion of a first course of vocational education in the dual system or at a Berufsfachschule. This includes, for example, providing journeymen and skilled workers with further training to qualify them as master craftsmen or as foremen, and also as state certified technicians, designers or business administrators. Another improvement for the promotion of professional career advancement has been adopted for 2002.

Under the Berufsbildungsgesetz (BBiG; Vocational Training Act) and the Handwerksordnung (HwO; Crafts Code) responsibility for examinations in continuing vocational training generally rests with the chambers (e.g. chambers of crafts and chambers of industry and commerce). The content of examinations is laid down by regulations of the competent bodies or by ordinances passed by the Federal Government.

PARTICIPATION RATES FOR 2000

Participation rates by vocational qualification		
	CONTINUING VOCATIONAL EDUCATION	CONTINUING GEN. & VOC. EDUCATION
ISCED 2B	9	19
ISCED 3B/4A/4B	27	40
ISCED 5B	42	54
ISCED 5A	43	63

Participation rates by age

	CONTINUING VOCATIONAL EDUCATION	CONTINUING GEN. & VOC. EDUCATION
19-34	31	47
35-49	36	49
50-64	18	31

Participation rates by gender

	CONTINUING VOCATIONAL EDUCATION	CONTINUING GEN. & VOC. EDUCATION
MEN	34	45
WOMEN	23	40

Source: Ministry of Education and Research, Berichtssystem Weiterbildung VIII, 2003

0503 - DELIVERY MECHANISMS AND PROVIDERS

The continuing education schemes on offer cover a broad spectrum of courses in continuing general, political and cultural education and continuing vocational training, which are supported by a diverse range of institutions - state and private-sector, non-profit-making and profit-orientated, in-company and public - and of institutions attached to the Protestant and Catholic Churches, the trade unions and other social groups. Radio and television also fulfil responsibilities in the field of continuing education.

Continuing vocational training is targeted at groups with the widest possible range of educational qualifications, from unemployed people with no school-leaving or vocational qualifications to executives. The aims, content and duration of courses vary accordingly. Only some of these courses are designed to lead to qualifications which are recognised by law or awarded by industry's self-governing organisations (chambers).

Under the continuing education legislation of some Länder it is the task of the Volkshochschulen, the local adult education centres, to take care of basic provision of continuing education courses in the field of general continuing education, in other words to provide a regular and comprehensive range of courses which meets the most diverse social requirements and individual needs.

Fachschulen offer courses lasting between one and three years. Provided that the Berufsakademie laws at Land level contain the necessary provisions, the Berufsakademien may also offer continuing education courses.

According to the amendment of the Hochschulrahmengesetz (HRG; Framework Act for Higher Education) of 1998, in addition to providing research and first degree courses, the main responsibilities of higher education institutions is to provide continuing education in the academic and creative field. Continuing education courses offer people the opportunity to specialise, to extend existing knowledge or to obtain an additional vocational qualification. The entry requirement is usually that participants have a degree, though sometimes continuing education courses are also open to applicants who have achieved the necessary skills through a period of employment or another means. Courses last from a few weeks or months to several semesters, with modular courses also being offered increasingly in the area of continuing education. Certificates and even occasionally degrees are awarded. Through continuing academic education, higher education institutions also contribute to regional development in cooperation with partners from industry.

Distance learning offers adults in employment the opportunity to take up continuing education on a flexible basis while remaining in employment. Distance learning courses offered by private organisations have required state approval in the Federal Republic of Germany since 1979 under the Fernunterrichtsschutzgesetz (FernUSG; Protection in Distance Education Act). The decision to approve a distance learning course is taken by the Staatliche Zentralstelle für Fernunterricht (ZfZ; Central Office for Distance Learning) of the Länder of the Federal Republic of Germany. Under an approval procedure checks are carried out not only on the factual and didactic quality of the teaching material in relation to the course objective, but also on advertising and on the form and content of the distance learning agreement which has to be concluded between the student and the distance learning institute.

The use of new information and communication technologies as an effective tool in self-organised learning is also becoming an increasingly important aspect of adult education/continuing education.

Various forms of cooperation have evolved between continuing education institutions, organisations which maintain continuing education and social partners (local authorities and Länder authorities, companies, employers' and employees' representatives, chambers of industry and commerce and other self-governing organisations within industry). However, this does not affect the freedom of institutions to take decisions relating to the courses they organise or the teaching staff they select.

0504 - ACCESS TO LEARNING OPPORTUNITIES AND PROGRAMMES

The occupational inclusion of young people with special needs, social disadvantages and learning disabilities, including many migrants, is supported with individually-tailored support measures during the transition from school into the working world. Special programmes are provided for rehabilitation and re-integration. The measures pursuant to the Arbeitsförderungsgesetz (AFG; Employment Promotion Act), the Sozialgesetzbuch III (SGB III; Social Code III) and the JobAQTIV Act cover job-preparing training schemes, assistance throughout vocational training and employment and off-company training schemes accompanied by educational measures.

The principle "**vocational education and training for everyone**" has taken on even greater importance against the backdrop of the more limited supply of training places. For in times marked by fewer choices, disadvantaged young people have increasingly slimmer chances of finding a training place in a suitable occupation.

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. 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.

Ever since the beginning of 2003, preparation for vocational education and training has been an integral part of the Vocational Training Act. This allows companies to offer **qualification modules** enabling disadvantaged young people to acquire the initial basic skills that are necessary in order to function satisfactorily in the workplace. An ordinance governing the precise design of these qualification modules entered into force in August 2003.

It is usually possible to acquire school-leaving qualifications later in life at evening classes (Abendhauptschulen, Abendrealschulen, Abendgymnasien) and in what is called Kollegs. Abendhauptschulen prepare adults in a one-year course (two semesters) for the acquisition of the Hauptschulabschluss. Abendrealschulen take adults through to the Mittlerer Schulabschluss in evening classes (four semesters). Abendgymnasien allow suitably capable adults to obtain a higher education entrance qualification (Hochschulreife) usually in a three-year period. Applicants must provide evidence of a vocational qualification or evidence that they have been in steady employment for at least three years. They must also be at least 19 years old and usually have to complete a half-year preliminary course before entry to the main course. Course members must be in employment except during the last three half-years. Kollegs are full-time schools where adults can obtain the Hochschulreife. The admission conditions are the same as for Abendgymnasien. Those attending such schools are not allowed to combine their study with work.

Since further training of semi-skilled and unskilled workers is often very difficult if they have to give up their jobs to participate, the Job-AQTIV Act creates special incentives to enable such further vocational training to take place within the framework of an existing employment contract. If an employer grants leave to workers who are in an existing employment contract but have not yet finished their vocational training to acquire belated qualifications, the employer can receive wage cost subsidies during the time the worker spends on continuing training. Foreign workers who are persistently highly unemployed because on average they are considerably less highly qualified than the German workforce, will especially benefit from this new act.

A rather new way of making access to learning opportunities easier are job rotation schemes. Job rotation projects such as exist in Denmark and The Netherlands are still at a rudimentary stage in Germany. First job rotation projects were begun in 1996, when Berlin harnessed the European Community initiative ADAPT to release employees from small and medium-sized enterprises for skills upgrading. During this period and beyond, unemployed people replaced those taking part in the project. The cost of further training for the substitutes in the enterprises concerned is borne by the Federal Labour Office, as is their maintenance allowance. The employees released for continuing training continue to receive their pay from the enterprise, while the continuing training measure is financed from ADAPT funds together with money from the budget of the Land.

With the new labour market legislation a critical barrier has been overcome: when participating in schemes run by the employment service, unemployed persons may now undergo longer practical training in enterprises. Decision-making structures are being partially decentralised through the Sozialgesetzbuch III (SGB III; Social Code III) amendment which allots 'experiment budgets' to the local employment services. In principle, §89 Sozialgesetzbuch III (SGB III; Social Code III; Practical training) has greatly improved the legal foundation of job rotation for the utilisation of substitutes in enterprises in comparison to the Arbeitsförderungsgesetz (AFG; Employment Promotion Law) regulations. The substitutions are usually organised through programmes run by the Federal Employment Service and they are given a period of practical work experience in an enterprise for the duration of the substitution.

0505 - BRIDGING INITIAL AND POST INITIAL EDUCATION AND TRAINING

Compared to other countries, a much greater proportion of people in Germany choose to gain qualifications via vocational training on account of the evolved structure of the German education system. Consequently, the Federal Government is striving to develop the structures for acquiring "top qualifications" via vocational training, occupational experience or via continuing education and training. The aim is not to make occupation-based training more "academic", but rather to promote recognition of the level of qualification, compared to a university course, that can be reached via this route, namely via a skilled occupation and upgrading training.

With the creation of the new continuing IT education and training system new ground was broken in more respects than one: The new system defines upgrading profiles on three levels of qualification, i.e. specialists and operating and strategic professionals. The continuing IT education and training system was put in place in May 2002, the specialist profiles were published in June 2002. In the private sector, industry-wide recognition of specialist qualifications is ensured by a personnel certification process according to EN and ISO standards.

Two occupations based on upgrading training are on a strategic level which is why they are called strategic professionals. Their tasks involve handling either strategic product development and technology decisions (IT systems engineer) or business policy and corporate strategies (IT business engineer) in the corporate management of SMEs or the management of business units of larger companies. These upgrading profiles are intended to achieve comparability, at least at the level of professionals, with academic bachelor or master degrees.

Federal Government and the Länder have agreed on making higher education much more widely accessible to people with vocational qualifications as well as creating closer links between vocational education and training and university courses. For this, it will be necessary to review the existing provisions of Länder law pertaining to access to higher education for those with vocational qualifications, to enlarge the range of study courses within the dual system of vocational training, and to improve the status of qualifications gained through initial and continuing vocational training.

These efforts are being reinforced by the amendment of the Aufstiegsfortbildungsförderungsgesetz (AFBG; Upgrading Training Assistance Act), which took effect on 1 January 2002. This law not only provides for better conditions for supporting training through higher payments and subsidies towards subsistence allowances or towards funding for the various schemes. Among other things, more people will become eligible for funding, families and single parents will receive greater support, motivation for starting a business and creating jobs and training places will be boosted, the continuing education opportunities also for foreign employees in Germany will be increased and implementation greatly simplified.

See 0406 - Vocational Education and Training at post-secondary (non tertiary) level: Additional Qualifications and Doublequalifications.

0506 - RE-EDUCATION AND RE-TRAINING NEEDS DUE TO LABOUR MARKET DEVELOPMENTS AND MOBILITY

06 - TRAINING VET TEACHERS AND TRAINERS

0601 - GENERAL BACKGROUND

There are significant differences between the various types of personnel active in VET at the level of: formal qualification, legislation governing their activities, type of work contract, salary etc.

The basic distinction between both roles can be characterised as follows:

- On-the-Job Trainers are subjects of the "industrial world" governed by economic considerations and profit-making objectives and vulnerable to economic developments and dismissal;
- Teachers are subjects of a non-profit "educational world" with life-long job guarantee and with salaries not based on achievement considerations.

0602 - TRAINING OF TEACHERS/TRAINERS IN EDUCATIONAL ESTABLISHMENTS

The teachers at the vocational school, are usually civil servants for life, just like the teachers at other public-sector schools. Their education and their professional careers are determined by the training and career guidelines established by the State. Education and training, career, tasks and remuneration are regulated uniformly, all in all, though there are differences in some details. The teachers at the part-time vocational school, unlike the trainers, are therefore a uniform group. The way they see themselves is first and foremost derived from their position as teachers at a public-sector school and their labour law situation as civil servants.

The teachers at vocational schools, both at part-time vocational schools and full time vocational schools as well are educated at universities and colleges of the same status (technical university/college, polytechnic university). The curricula at the universities differ in details, because the German Federal states exercise autonomous control over the domain of education. However, a common basic pattern can be observed. Eight to ten semesters are the prescribed time for completion of the course of study, just like in almost all other university courses; however, in practice the studies take two to four semesters longer. Prerequisite for admittance to the course of study is not only the certificate of aptitude for higher education but also at least twelve months of on-the-job training in companies in the field.

Teachers at vocational schools usually teach the theory of the vocation or vocations which they are specialised in, as well as the subject areas Technology, Technical Mathematics and Technical Drawing in the technical vocations or Business Management, Business Administration, Business Mathematics etc. in the administrative and commercial vocations. The high academic level of the training for teachers at vocational schools is an essential prerequisite for a type of education that must have the goal of reflecting the current state of technology, if possible.

IN-SERVICE TRAINING

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. In order to meet this demand, the offer of centralised and decentralised in-service training has increased in the individual Länder. In each of the Länder the Ministry of Education and Cultural Affairs is responsible for in-service teacher training.

In-service teacher training within schools is carried out by schools for their own teaching staff or some members of their teaching staff. In-service training courses are thus conducted through cooperation between the parties concerned.

In-service training within schools is essentially organised by individual schools, although assistance with its preparation, execution and subsequent evaluation is available in some Länder from in-service training institutions and advisers from school supervisory authorities. In some Länder the Ministry of Education and Cultural Affairs is informed of the content and dates of courses held within schools and in other Länder in-service training sessions within schools are offered by the central institutes of the Länder in cooperation with the school supervisory authorities.

Every teacher who fulfils the formal admission criteria is entitled to attend the in-service training courses if attendance will be of benefit to him in his teaching duties and if teaching commitments do not prevent him from attending. Where appropriate, teachers are released from their teaching commitments on full pay in order to attend in-service training courses.

The range of subjects covered by in-service training is extremely broad. Course content can relate to school subjects, types of school or educational and teaching goals. The subject matter includes topics relating to general and school education, sessions on subject-related didactics and studies, courses dealing with key current issues (e.g. intercultural learning or new technologies) and introductions to new curricula. In central in-service training in particular, many courses are aimed at head teachers, counselling teachers, heads of department at teacher training institutes and school supervisory officials. In some Länder the main target group of central in-service training are the subject advisers who themselves organise and hold in-service training courses for teaching staff.

0603 - TRAINING OF TRAINERS/TEACHERS AT THE WORKPLACE (APPRENTICESHIP TRAINING AND CVET IN ENTERPRISES)

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 on the one hand and the teachers in the part-time vocational school on the other. One has to remember in this context that the trainers do their job in private businesses or (in smaller numbers) in inter-company training workshops or training centres, while the teachers work in a public-sector school, namely the part-time vocational school. This results in substantial differences with regard to role, status, education and activity.

While there were 46 334 teachers at part-time vocational schools in 2000 in Germany, the number of trainers was substantially larger. A total of 587 683 personally and professionally suitable persons were registered as trainers with the responsible authorities in Industry and Commerce, Crafts, Public Service, Agriculture, Liberal Professions, Home Economics and Maritime Traffic. The trainee-to-tutor ratio is lower for in-company training than for vocational schools. The size of classes in vocational schools varies between 15 and 30 pupils depending on place, vocational school and vocation. Compared to this, one trainer is on average responsible for two to three trainees. The relation between trainers and trainees vary very strongly, depending on the size and the industry sector of the company providing training. The big difference between teachers and trainers is that trainers are not only full-time trainers but also, and in substantially larger numbers, part-time trainers - only one out of ten is actually working full time as trainer, the others being involved in training occasionally.

The occupation of a trainer is not an occupation in the original sense. Trainers are usually at first skilled workers, master craftsmen or businesspeople, in other words, specialists with several years of on-the-job experience, before they start assuming training tasks in a company or an inter-company training centre.

The group of trainers is a heterogeneous assemblage. It comprises those trainers doing it part-time, which are by far the majority, and those working full-time as trainers. In addition to their specialist tasks in the company, for example as specialist in the commercial field or as skilled worker or journeyman in the technical field, part-time trainers pass on vocation-specific skills and knowledge to the trainees. 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.

This functional differentiation within the group of trainers must not be confused with the definition of trainer in terms of the Vocational Training Act (*Berufsbildungsgesetz*). According to this, a trainer is the person imparting skills and knowledge to trainees in the company, or in other words, the person responsible for carrying out education and training.

0604 - TRAINING OF TEACHERS AND TRAINERS IN CONTINUING EDUCATION AND TRAINING (OUTSIDE ENTERPRISES)

Insofar as continuing vocational education and training 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.

The work in continuing education and training – be it in the companies, be it in extra-company institutions – is mostly done as a part-time job. Full-time employees in continuing education and training, of which there are comparatively few, usually work in education management, and therefore not or only to a small extent as teachers. Like the instructors, people working in continuing education and training currently have no recognised career path. Usually they are experts who are highly qualified and possess work experience in the field which is the subject of their teaching position in continuing education and training.

07 - SKILLS AND COMPETENCE DEVELOPMENT AND INNOVATIVE PEDAGOGY

0701 - MECHANISMS FOR THE ANTICIPATION OF SKILL NEEDS

Modernisation of training occupations is an ongoing process aiming at developing new, flexible elements for in-company training and at integrating necessary key qualifications into all training courses.

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 coordinated with the framework curricula for part-time vocational schools (*Berufsschulen*) entered into force for 28 occupations, seven of which were new occupations.

Training regulations are issued and changed via legal ordination by the Federal Ministries responsible for the field. However, representatives of the social partners and the Federal States are heavily involved in the preparation of training regulations. This participation contributes decisively to the consideration of labour market requirements in the design of occupations.

Training regulations are usually changed or newly created based on a common initiative of the social partners. Following a joint suggestion of the employer and employee sides the basic elements of training (especially designation of occupation, duration of traineeship, specialisations, important training content) are set forth by the relevant Federal Ministries in agreement with the social partners and in coordination with the Federal States.

Reliable and constantly updated knowledge of the qualification development is a central prerequisite for the creation of new state-recognised training occupations. In this context it is especially important to determine the respective qualification requirements and their changes within the newly created vocational and occupational fields at the earliest possible stage. In the past few years, several research institutions have carried out pilot surveys on the development of an early identification system. Different complementary tools are developed and tested for the determination of qualification requirements, such as job advertisements analysis, company surveys in connection with reference operating systems, recording and analysing of innovative further training offers, creation of a reference system for suppliers of further training measures, with which (regional) markets for further training opportunities and their offers can be evaluated with a view to new qualification offers.

0702 - BRIDGING PATHWAYS AND NEW EDUCATIONAL PARTNERSHIPS

One of the Federal Government's core objectives is 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 need to become more flexible and linked more closely with each other. The possibilities of step-by-step upgrading within the system of continuing vocational education and training have to be extended and the access of qualified workers to university study courses must be opened up to a greater extent.

FRAMEWORK OF PREPARATION FOR VOCATIONAL EDUCATION AND TRAINING

Upon the entry into force of the Second Modern Services on the Labour Market Act on 1 January 2003, preparation for vocational education and training was enshrined in the Vocational Training Act as an independent part of vocational training. Under these new statutory provisions, the core of any preparation for vocational education and training consists of qualification modules, i.e. learning units of limited duration offering specific content drawn from the content prescribed by training regulations for recognized training occupations. An adolescent or young adult who participates in a vocational training preparation scheme receives a certificate for the qualification modules completed under the scheme; details are spelled out in the ordinance on the certification of basic vocational skills within the framework of preparation for vocational education and training (Berufsausbildungsvorbereitungsverordnung, BAVBVO).

As a result of the incorporation of vocational training preparation with qualification modules into the Vocational Training Act as an independent part of vocational training, companies can now for the first time also independently offer qualification modules of their own and, within the framework of such vocational training preparation, qualify young people for occupational activities that are part of a recognized training occupation.

CREDIT POINT SYSTEM OUTSIDE THE HIGHER EDUCATION SECTOR

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.

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.

0703 - RENEWAL OF CURRICULA

The development of new **state-recognised occupations** is subject to VET standards based on a number of resolutions by the BIBB Board follows three stages:

- the preliminary stage, during which the occupational characteristics for the respective training standard are investigated and determined,
- the developing and adjusting stage, in which the contents of the standard and the curricula (company and school) are developed,

- the issuing stage, during which the responsible Federal Ministry informs the labour market and issues the training regulations while the cultural ministers of the states (Länder) pass the curriculum for part time school.

Co-operation between government and social partners is a constituting element for all standard setting. Employers and trade unions jointly formulate the employment requirements for the standard. In the practice of vocational training, all co-operation is based on consensus, no regulations concerning initial or further vocational training may be issued against the declared will of either of the two social partners.

The preparation and issuing of advanced training regulations governing advanced vocational qualifications is carried out by the Federal Government. The procedure is in principle the same as for initial dual training regulations - leaving out the development and co-ordination of the school curriculum.

Curricula for initial and advanced vocational qualifications regulated by the Länder. Applications for college-based initial and advanced training courses can be filed by public or private education bodies or by registered associations. Draft documents are drawn up by the Ministers of Education of the Länder. The officers drafting the documents ensure to the best of their ability that a demand does actually exist for the qualification in question or that such a demand can be generated in the future. Individual Länder can arrange for new priority fields to be incorporated within a particular specialism. The finalised draft is published by the Minister of Education of the state concerned as a ministerial decree.

A NEW PARADIGM FOR THE CREATION OF VOCATIONAL PROFILES

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. 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.

08 - ACCUMULATING, TRANSFERRING AND VALIDATING LEARNING

0801 - VALIDATION OF FORMAL LEARNING: GENERAL CONCEPTS AND SCHEMES

The responsibility for validating/accrediting qualifications is determined by the federal structure of Germany. Hence, the individual Länder are responsible for qualifications from schools, vocational schools and higher education institutions. By contrast, the Federal Government is responsible for the legislative framework in the higher education sector and for qualifications from non-institutional initial and continuing education and training. This means that, to coordinate the national qualifications system, there has to be consultation between the individual Länder, between the Federal Government and the Länder, and (in the case of advanced vocational qualifications) between the Federal Government and the social partners.

The body responsible for co-ordination between the Länder is the Standing Conference of Ministers of Education and Cultural Affairs (KMK). All decisions by the KMK must be unanimous and have the character of recommendations which have to be subsequently implemented into Land law by the responsible ministers. In most areas of the school and higher education system, cooperation between the Länder within the KMK has led to uniform and comparable developments in the design and accreditation of qualifications.

The qualifications in the field of initial vocational education and training are accredited by the Federal Government on the basis of the Vocational Training Act of 1969 and the craft trade regulations (Handwerksordnung) of 1953. The Länder Ministries of Education are accrediting the school component (training in part-time vocational schools) based on an agreement between the Federal Government and the Länder in order to reach coordinated decisions. Formally, responsibility for adapting the qualifications to changing requirements and/or new goals lies with the Federal Government. However, the opinion of the social partners carries considerable weight in the decision on the accreditation of qualifications.

Advanced vocational qualifications (Meister, Fachwirt, etc.), which are governed by federal law, are also subject to a formal procedure. The organisations interested in such a qualification have to submit an application to the Federal Ministry of Education and Research through leading organisations of the social partners. After examining the need for regulation, experts from the social partners are commissioned, with the involvement of the BIBB, to elaborate a new draft. The Federal Government reaches a decision after consulting the main board. The social partners also wield considerable influence in the modernisation of qualifications.

In the case of qualifications organised at chamber level, the regional chamber decides on the accreditation. However, in some cases, individual regulations vary considerably, and it would be inaccurate to say that there is a uniform qualifications system in place. Where the regulations are of supra-regional importance, they must be harmonised in accordance with federal law.

All in all, it is the vertical links between qualifications which have prevailed in the German qualifications system well into the 1990s. Thus the Abitur is the admission requirement for the acquisition of higher education qualifications. Qualifications gained within the dual system of vocational training or from full-time vocational schools are a necessary stepping stone on the way to advanced vocational qualifications. The reason for this is that the latter qualifications are fully defined in terms of aims, content, duration, learning location and exam regulations and are therefore not very flexible. As mentioned above, it is possible for holders of either of the two types of vocational training qualification to also acquire advanced general qualifications or double qualifications which allow admission to higher education.

The horizontal links between the general education and vocational qualifications are less evident. For example, a qualification from the dual system or a full-time vocational school is equivalent to a Realschule or Hauptschule leaving qualification, depending on the marks gained. Advanced vocational qualifications can also render a person

eligible for admission to university, although under extremely limited circumstances. All in all, however, true equivalence between general and vocational qualifications has so far not been achieved.

0802 - VALIDATION AND RECOGNITION OF NON-FORMAL AND INFORMAL LEARNING

Traditionally in the German VET system all qualifications require a final examination to be passed. Non-formal and informal learning in the relevant occupation may count towards eligibility to enter the final examination in the dual system of vocational training. For admission to a vocational school or eligibility to enter an examination for a Meister qualification, this form of learning (job experience) is a necessary condition. Mechanisms to accredit prior learning are of relatively minor importance so far.

With the shift towards more open and flexible learning paths these mechanisms are gaining ground. For long the main scheme was the Externenprüfung (external examination) according to Section 40 of the Vocational Education and Training Act (Berufsbildungsgesetz) and Section 37 of the Crafts Ordinance (Handwerksordnung). By this recognition is accorded to several years of vocational activity to the extent that it entitles a person to take part in a regular examination for vocational training in the dual system of vocational education and training. The prerequisite is a certificate showing that the candidate has worked at the trade for twice the period that is required as training time or credible evidence that the necessary knowledge and skills have been acquired. The competent agencies, generally the Chambers of Industry and Commerce and the Crafts Chambers, are responsible for admissions to and the holding of the examination.

More weight is to be attached in continuing education and training to certified qualifications acquired through further training arrangements in the process of work. Informal learning at work is used for targeted continuing vocational education and training in the continuing training occupations of the new information technologies as well. In the IT continuing education and training system, which makes it possible to acquire skills directly during the work process, continuing education and training profiles have been defined at three levels: specialists, operative professionals and strategic professionals. A documentation-centred examination procedure with which the acquisition of skills within and outside one's specific trade is tested on the basis of project documents is being developed by the Fraunhofer Institute for Software and Systems Engineering. The newly-established agency Cert-IT is responsible for IT personnel certification on the basis of international standards for the 29 specialist profiles from 2003 onwards. With the IT continuing education and training system, Germany is treading new paths with regard to both curricula (reference projects as the basis for qualification) and certification.

A large number of individual approaches to the identification and documentation of non-formal and informal learning for various target groups are currently being developed and tested in Germany, and often procedures and experience from abroad are adopted. The following projects and instruments are examples:

Instruments have been developed in several German states for the choice of a vocation and vocational orientation. The "QUALIpass" from Baden-Württemberg combines outside assessment of practical activities of school boys and girls in clubs, enterprises etc. with a coaching concept, and the "career choice passport" from the northern German states contains spreadsheets for self-assessment and record sheets for practical activities.

Forms of self-assessment and outside assessment of family skills as personal development potential have been developed and tested in a project of the German Youth Institute (Deutsches Jugendinstitut).

At the enterprise level, the skills informally acquired at work and in one's vocation are at present registered mostly in work certificates and in various assessment procedures. Certificates are outside assessments and give a general insight into the skills of the employee. Primarily they contain a list of the predominant tasks and activities and an evaluation. Assessment procedures are used within the framework of overall personnel work and development. New assessment procedures provide for greater involvement of the employees in the process. The assessment procedures cited have a meaning for the individual enterprise only.

09 - GUIDANCE AND COUNSELLING FOR LEARNING, CAREER AND EMPLOYMENT

0901 - STRATEGY AND PROVISION

Vocational guidance is a public service of employment promotion and is provided by the Federal Employment Services (Bundesanstalt für Arbeit) with its employment offices pursuant to the German Social Code (Sozialgesetzbuch – SGB Book III). The employment office has to offer vocational guidance to both young people and adults. This service is first and foremost meant to provide advice for people's personal decision-making.

Apart from vocational guidance the Federal Employment Services are also obliged by legislation to provide extensive vocational orientation. This is supposed to prepare schoolchildren for choosing a profession and lead them into vocational guidance.

The statutory duty to provide vocational guidance is based on the fundamental right to freely choose one's vocation, place of work and place of study or training (Article 12 of the German Basic Law). It is therefore the goal of the vocational guidance service to support young people in their transition from school to training and employment, if possible extensively enough to enable them to exercise this fundamental right consciously and autonomously.

The employment services offer various vocational guidance services, the central element of which is counselling young people in their choice of vocation. Inclinations, suitability and performance of the young advice-seekers as well as the available employment opportunities have to be considered in the consultations. Assistance to young people in choosing their vocation is mostly provided as individual counselling in the form of personal talks in which the parents can participate as well. The counselling talks can take place via phone, during open consulting hours, at school or in the employment office, and also on request by making a prior appointment.

The vocational guidance service of the employment services gave advice to 2.18 million people in 2001/02 alone. Almost 3.4 million counselling talks took place (3.4 per cent more than in the preceding year).

Apart from vocational guidance, employment offices are supposed to prepare young people for choosing an vocation by providing vocational orientation. This takes place in various ways:

- by providing extensive printed information material about vocations and courses of study,
- media packages preparing for choosing an vocation,
- opportunities to inform oneself especially in the careers information centres (BIZ) and
- by having vocational guidance counsellors offer vocational orientation measures, especially as group talks in schools, parents' conferences, exhibitions about vocations, lecture events in co-operation with representatives from training practice as well as by participating in company tours and company traineeships.

The schools offering general education also have to prepare students for the choice of an vocation in the context of orientation towards the world of business and work, especially in the "introduction to the world of work" classes. Since this sphere of introduction to the world of work varies from one Federal state to the next with regard to curriculum and organisation of lessons, co-ordination between the school and the employment office is particularly important and necessary.

The Social Code (SGB Book III) placed special emphasis on counselling for employers with the introduction of "labour market counselling". Close and initiative cooperation of the vocational guidance service in this field is an important precondition for obtaining training places and workplaces in the enterprises.

Since October 1998 the Training Opportunities Information Service (Ausbildungsstellen-Informationen-Service, asis) has been available free of charge in the employment offices and on the Internet for those seeking advice and training opportunities. "asis" has been extremely well received by enterprises and advice-seekers and is making a substantial contribution to transparency on the training opportunities market.

The various tasks of the vocational guidance and vocational orientation services are carried out by vocational guidance counsellors in the employment offices. They receive their training at the Federal University of Applied Sciences, Labour Management Department in Mannheim.

0902 - TARGET GROUPS AND MODES OF DELIVERY

The vocational guidance provided by the Federal Employment Services (Bundesanstalt für Arbeit - BA) is meant not only as a service for choosing an initial vocation but in fact as a career counselling service for the whole of one's working life. This includes in particular processes of vocational change and mobility, unemployment, continuing education and training, returning to employment after a family rearing phase, professional rehabilitation and employment or education and training abroad.

Clients and target groups of the BA's vocational guidance are:

- young people in general-education and vocational schools facing the choice of occupation
- parents and teachers as important multipliers in the process of occupational choice
- trainees
- students and graduates of establishments of higher education
- employed people, unemployed, people seeking advice on returning to occupational life after a family rearing phase
- people with disabilities
- employers and companies (filling of jobs and training positions, promotion of employment, development on the labour market, in-company initial and continuing education and training)

The vocational orientation includes personnel measures such as lectures, group information in schools and for unemployed persons, seminars, information ex-changes, parents' events, vocational information afternoons, and "talk in the Berufsinformationszentren (BIZ; careers information centres)".

The school discussion is a mandatory event some two years prior to school leaving and establishes contact between young people choosing a vocation and the vocational guidance service of the BA. It thus becomes a central marketing element in taking advantage of qualified assistance in deciding what career to choose. In vocational information and study information lectures, representatives of businesses, administrative bodies, universities or trade organisations deal with specific educational opportunities, occupations and employment prospects.

Special seminars treat such topics as job applications, assessment, tests, choice of a profession for young women, and discontinuation of studies.

To supplement the school discussions the vocational guidance service offers events for parents in which information is provided about training opportunities, career prospects in particular professions, continuing education opportunities and financial support.

In events for teaching staff, trainers and multipliers, emphasis is placed on close co-operation with schools, universities and businesses.

The Berufsinformationszentren (BIZ; careers information centres) of the BA are part of an internationally appreciated system for self-information. The 181 careers information centres at the employment offices and 32 mobile careers information centres belong to this system.

Since October 2002 additional Internet centres have been opened at the careers information centres; when the expansion process is completed, in the year 2004 at the latest, 13,000 computers will be available.

Increasingly, people are taking advantage of vocational guidance services not only when first choosing a career but in the following phases of vocational development as well. Owing to the problems on the vocational training and employment market, multiple contacts are becoming more frequent. The proportion of guidance-seekers with specific problems is increasing, especially among young people with a migration background, dropouts from education and training or studies, and those changing their courses of studies.

Vocational training placement is one of the essential statutory tasks of the vocational guidance service in the employment offices. Close co-operation with the enterprises and the chambers is a central prerequisite for this task.

SERVICES OF VOCATIONAL GUIDANCE IN FIGURES, IN THE REFERENCE YEAR 2001/02	
advice-seekers cared for	2,178,427
counselling talks conducted	3,397,002
applicants for training places cared for	711,400
training places reported for individual placement	526,200
visitors to open consulting hours	1,184,860
out-of-office contacts with companies	304,677
telephone contacts with companies	351,525
participation in fairs, job fairs etc.	8,327
vocational orientation measures	231,000
visitors to careers information centres (BIZ)	ca. 5,000,000
psychological assessments and standardised aptitude tests	144,333
medical assessments	31,892

Source: Federal Employment Services (Bundesanstalt für Arbeit), Amtliche Nachrichten, Sonderheft 2003

In the training places information-service of the employment offices (**Ausbildungs-Stellen-Informationen-Service - asis**) that has been available since October 1998, the number of positions offered by businesses nation-wide in 2002, averaged out over the year, was over 200,000.

Another task of the vocational guidance service of the BA is promoting vocational education and training. This comprises pre-vocational education and training measures for helping aspirants to obtain initial training and for

helping specific groups of persons, above all young emigrants and foreigners, people with disabilities and disadvantaged young people with scholastic or social problems.

In view of the increasing mobility in the European home market, the "European dimension" has an ever-increasing role to play in the vocational guidance counselling provided by the BA. It maintains 24 **Europäische Berufsberatungszentren (EBZ; European vocational guidance centres)** for that purpose, each responsible for a country of the EU, the EER and the group of EC membership candidates. They provide information and advice for Europe-related mobility in education, training and studies for domestic and foreign guidance-seekers. The EBZ of the BA work closely with corresponding facilities in the partner-countries within the "Euro-guidance" net-work. In the year under review, approximately 15,000 guidance-seekers accepted this offer. Satisfaction with the services is extraordinarily high, as an evaluation study has shown (cf. Ertelt/Muswieck 2000).

0903 - GUIDANCE AND COUNSELLING PERSONNEL

In 1972, the Federal Employment Services (BA) together with the University Mannheim established the first and up to now the only academic course for training vocational guidance counsellors in Germany.

The three-year course of study at the University of Applied Sciences, Labour Management Department in Mannheim leads to the vocational qualification to provide counselling services in the sense of active promotion of employment in vocational orientation, vocational guidance, counselling for businesses, training placement and job placement. This qualification involves not just science-based expertise but also – in the spirit of the business-philosophy of the BA – personality formation with reference to an integral way of thinking, social and problem-solving competence, the will to participate in decision-making and the ability to work in a team.

The course of study lasts 36 months, including 18 months of specialised studies and 18 months of job practice study time (practical training periods primarily in employment offices). The entrance prerequisites are a high school diploma or Higher National Certificate, completion of vocational education and training and at least two years of practice outside the BA. After successfully completing the course the students receive a (college) diploma and career entitlement for the senior public service with the BA.

Guided practical courses in employment offices and enterprises both inland and abroad (EU and accession countries) between semesters allow new experience to be transferred to and acquired by the students for questions at the following academic events.

The current curriculum development is focusing even more strongly on the core tasks of vocational guidance counselling, in fields of activity in and outside the BA. Modularization and credit granting (ECTS) offer an improved profile formation with reference to counselling and placement, information management, human resource management and Lifelong Counselling.

For the future vocational guidance counsellors in the senior service of the BA (for graduates and college students), there is a trainee programme with a total duration of nine months. The participants must already have a university degree.

This programme consists of three practice phases in the employment office (28 weeks altogether) and five seminars (two weeks each) in the leadership academy of the BA (10 weeks altogether).

The content of the seminars in the "information phase" relates to the BA in its economic and socio-political surroundings, the organisational structure of the BA and basic legal structures, and in the "introduction to the subject matter" to vocational orientation, trainee placement, counselling, marketing, higher education policy and labour market and employment developments. In the "subject matter consolidation" phase the students specialise in either "high-school graduates" or "university graduates" as target groups, with special attention given to European references.

Click on the link below to see services of vocational guidance, in figures.

[Services of vocational guidance, in figures](#)

10 - FINANCING - INVESTMENT IN HUMAN RESOURCES

1001 - BACKGROUND INFORMATION CONCERNING FINANCING ARRANGEMENTS FOR TRAINING

Financing of VET in Germany is spread over many shoulders.

The **Federal Ministry for Education and Research** is funding inter-company training centres, additional training places and training personnel especially in the eastern Länder. The Ministry is giving grants to students in initial training as well as for advanced training and adult education, it is funding VET research and pilot schemes, modern equipment and media for vocational schools, exchanges and marketing activities. The Ministry of Economics is funding inter-company training centres, additional training places and continuing training for SMEs.

The **Federal Labour Office** is responsible for the funding of its diverse tasks such as career guidance, training schemes for people with special needs (handicapped, migrants, otherwise disadvantaged), training in employment schemes and advanced vocational training; funding includes individual grants as well as institutional subsidies.

The competent **Länder ministries**– the Ministries of Labour, Economics or, more rarely, the Ministry for Education/Cultural Affairs decide on financial support for enterprise-based training (additional training places in times of deficit). The Ministries for Education/Cultural Affairs are responsible for funding initial and continuing vocational education in schools, i.e. basically the salary of the teaching personnel. They also pay grants for students in initial and for adults in advanced training.

The **local governments** are responsible for funding the vocational school facilities, equipment, media as well as the non-teaching personnel. Furthermore they are fully funding the Volkshochschulen (adult education centres).

Companies are voluntarily funding the entire in-company training and continuing training (personnel, facilities, remuneration of apprentices). Sector training funding is concentrated in the construction sector; it originated in a

collective labour agreement which came into force on 1 May 1976. At present, every employer has to pay a total of 2.8% of the gross wages and salaries of all blue-collar workers into an "equalisation fund".

There is a clear trend towards more public funding of VET. Because of the present economical crisis the state is not only increasing its expenses for employability schemes but also for securing the necessary supply of training places. Federal government has launched funding programmes for modernising the equipment of vocational schools and for e-learning. Last but not least more money is made available for promoting advanced vocational training through individual grants.

1002 - FUNDING FOR INITIAL VOCATIONAL EDUCATION AND TRAINING

Over time, a system of mixed financing has developed in the field of vocational education and training. 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.

Financing of Vocational Education and Training 2000		
	IN MILLION €	
TOTAL	20 920	
STATE		
VOCATIONAL SCHOOL (PART TIME)	3 050	13%
SCHOOL VOCATIONAL TRAINING (FULL TIME)	3 179	14%
ENTERPRISES	14 700	73%

Source: BIBB

FUNDING OF SCHOOL-BASED IVET

The historically rooted distinction between internal and external school affairs in the German public school system leads to a division of funding responsibilities among different levels of government. Internal school affairs are the responsibility of the Länder and include supervision, curriculum planning, determination of school structures, teacher training and – the largest outlay – teachers' salaries. The Länder also subsidise the costs of school buildings by the municipalities. External school affairs, such as some construction work, maintenance and renovation of school buildings, acquisition of teaching and learning materials, and provision of administrative and non-teaching staff, are the responsibility of the municipalities.

FUNDING OF APPRENTICESHIP

Total expenditures on dual-system vocational training amounted to about 21,8 billion € in 2000. Business enterprises pay nearly two-thirds of expenditures on vocational training. Vocational schools and the Federal Employment Services each pay about one-sixth.

Parts of training which cannot be provided by the single firm are provided in inter-company training centres. They are run by the chambers and related autonomous organisations of industry. Training in these workshops is financed by general contributions to the chambers and by special levies, which are based on business profit or anticipated tax revenue. The levies are collected from all member enterprises of a chamber, district crafts association or guild but are distributed in different ways. They can be taken from general contributions as own resources of the organisation; they can be refunded to training enterprises according to the number of trainees; training enterprises can be reimbursed by a redistribution of levies; and finally distribution can be in the form of general cost sharing between training and non-training enterprises.

Additional sources are **subsidies from federal and Länder governments**, and grants and loans from the **Federal Labour Office**. Federal and Länder governments share to varying degrees in subsidising investment and current operating costs.

Where the single company cannot provide the full course training is organised in training co-operatives which can be funded in different ways. In the model 'central enterprise with partner enterprises', the central enterprise usually pays the largest item – trainee remuneration – while the partner enterprises cover the cost of instructors and the cost of plant and materials for their part of the training. In some cases the central enterprise bears the whole burden of training within the cooperative, in view of its overall responsibility. In the training consortia, company expenditure on training is generally balanced by reciprocal services. In the commissioned training model, each of the partners to the contract can, in principle, provide training against reimbursement of costs. As a rule, however, the small and

medium-sized enterprises finance training delegated to a large enterprise with a training workshop. In the training association the cost of management, trainee remuneration, examination fees and training aids are usually covered by membership fees, federal and Länder subsidies and donations.

The still dominant financing by individual enterprises is increasingly being supplemented by forms of inter-company, sector training fund and cooperative financing as well as many various direct and indirect transfers of public funds.

1003 - FUNDING FOR CONTINUING VOCATIONAL EDUCATION AND TRAINING, AND ADULT LEARNING

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 Bundesanstalt für Arbeit also shoulders a substantial part of public expenditure on continuing education and training.

A distinction can be made between public continuing training funding and subsidies for individuals and for institutions, depending on the relevant federal and Länder legislation. Financial support for individuals includes State loans and credits, as well as tax and fee reductions for eligible individuals. Institutional support measures vary in the Länder, but they follow one of two funding objectives. The guarantee objective ensures broad-based, extensive training provision. Assessment is based on the population of the institution's catchment area. The general subsidisation objective restricts public subsidies to institutional training deemed worthy of support. In this case, assessment depends on:

- a) the institution's own contribution,
- b) the scale of the total contribution of all the institutions included in the system of funding, and
- c) the amount of money provided in the Länder budgets.

The following areas of publicly subsidised continuing training can be distinguished:

- 1) Länder funding of recognised institutions of continuing training, on the basis of specific continuing training and adult education laws,
- 2) local government funding of local adult education centres (Volkshochschulen),
- 3a) financial support for individuals to acquire school-leaving qualifications under the Federal Law on Education and Training Promotion,
- 3b) career development training under the Advanced Training Law,
- 3c) continuing training for employees of federal, Länder and local governments.

Federal Government and industry have established the 'Foundation for the Advancement of Gifted People in Vocational Education and Training' which supports the continuing training of gifted young workers. Grants are awarded to young people (up to 25) with a recognised occupational qualification.

Most recently (2001), the Federal Cabinet adopted the reform of the Upgrading Training Assistance Act (AFBG), also referred to as Meister-BAföG. The aim is to provide a new basis for supporting young specialists and potential entrepreneurs, by fostering equivalence between general and vocational education and by promoting equality of opportunity also in continuing vocational education. The amended law enlarges the circle of potential grant recipients and considerably increases financial support.

Individual continuing vocational training is financed by the private resources of the participant. The net burden on individuals ultimately depends mostly on whether continuing vocational training is initiated by the individual or by the employer. Individuals bear a relatively small part of the cost of employer-initiated continuing training and a large share of the cost of own-initiative continuing training.

Please see attachment: [Financial flows of CVET](#)

Funding of private-sector in-company continuing vocational training is mainly voluntary, more recently there are some collective agreements (e.g. in the Baden-Württemberg region).

Businesses are both the largest provider of continuing training and its most important investor. Enterprises finance continuing vocational training primarily from their own resources. Since enterprises bear the cost of continuing training, and can decide autonomously on the amount of training they will provide, provision is geared to company requirements for guaranteeing performance and competitiveness.

Enterprises can only finance continuing training from sales revenues, interest income, income from leasing and direct State subsidies in the current period, from credits and loans in anticipation of future income and from transfer of retained earnings from previous periods. In addition, the ESF supplements Federal Labour Office funding to enterprises providing appropriate measures. Tax relief in the form of tax reductions or mitigation of tax liabilities for enterprises showing a profit may subsidise in-company continuing training indirectly.

Direct training-costs comprise the following:

- Fees and payments made to organisations for the provision of CVT-Courses
- Travel and subsistence payments made to participants
- Labour costs of internal trainers
- Costs of premises

Indirect costs due to the non-working of participants count for circa 40-45 %. However these indirect costs are mostly not real expenditures for enterprises.

Derived from the first European Survey on Continuing Vocational Training (CVTS I) with the results of 1993, the training-costs for training-courses for all German enterprises were approx. EUR 8,5 bil. The direct training-costs were EUR 4.4 bil. and the indirect training-costs EUR 4,1 bil. CVTS II with the results of 1999, gives a total of training-costs of approx. EUR 12,2 bil. The direct training-costs were EUR 7,1 bil. and the indirect training-costs EUR 5,1 bil. This means a non-price adjusted increase of 30 % between 1993 and 1999.

Cost of CVT courses as % of total labour cost (all enterprises), by type of cost (1999)

	TOTAL COSTS	DIRECT COSTS	LABOUR COSTS OF PARTICIPANTS
EU-15	2.3	1.4	0.8
GERMANY	1.5	0.9	0.7

Total costs: sum of direct costs, staff time costs and balance of contributions to national or regional training funds and receipts from national or other funding arrangements
Direct costs: costs of CVT courses

Source: Eurostat, Newcronos, 2nd continuing vocational training survey in enterprises (CVTS)

1004 - FUNDING FOR TRAINING FOR UNEMPLOYED PEOPLE AND OTHER GROUPS EXCLUDED FROM THE LABOUR MARKET

The following is limited to labour-market policy measures in accordance with the Labour Promotion Act/Social Code III, designed to correct structural imbalances in the supply and demand of qualifications in the labour market. A series of amendments, have restricted support of skills upgrading to increasingly narrowly defined groups of unemployed.

CVT support for this group encompasses course fees plus commuting/travel expenses, the cost of accommodation away from home and child care costs. If workers have been previously employed for a sufficient period of time, they are also entitled to a cost-of-living allowance. Between 1997 and 2002, the Bundesanstalt spent an average €6.7 a year on promoting individuals enrolled in continuing vocational training programmes. At €4.1 million, cost-of living allowances make up the greatest part of this expenditure. In order to improve the integration prospects of unemployed persons the Bundesanstalt funds training courses lasting several weeks. Between 1997 and 2002, funding for such courses more than quadrupled to reach €478 million in 2002. Finally, the Bundesanstalt für Arbeit also finances course fees and cost-of-living allowances with a view to reintegrating disabled persons into the labour market. This expenditure was reported separately in the years from 1998 to 2001. During that period, it rose from €760 million to €938 million. In 2001, funding for course fees amounted to €449 million and spending on cost-of-living and temporary allowances was €488 million.

In the period under review the Bundesanstalt's total expenditure on continuing vocational training had grown steadily and in 2001 reached almost €4.8 billion.

Unemployed people in skills upgrading programmes contribute to the financing of these programmes, either from their own income or that of family members or partners. They always contribute when they participate in skills upgrading programmes but are not eligible for Federal Labour Office support. In this case, the participant has to bear both the indirect cost of the measure (i.e. loss of leisure time) and the direct cost (e.g. travel expenses, fees, and learning aids). No reliable data are available on the scale of this specific contribution to financing either.

Please see attachment: [Financial flows into skills upgrading measures for the unemployed](#)

1005 - PERSPECTIVES AND ISSUES: FROM FUNDING TO INVESTING IN HUMAN RESOURCES

11 - EUROPEAN AND INTERNATIONAL DIMENSIONS, TOWARDS AN OPEN AREA OF LIFELONG LEARNING

1101 - NATIONAL STRATEGIES RELATED TO POLICY PRIORITIES, PROGRAMMES AND INITIATIVES AT EU LEVEL

It is the objective of the Federal Government to advance the international and European orientation of national vocational education and training policy and to actively contribute to the realisation of a European Vocational Education and Training Area by the year 2010.

As an export-oriented nation with nine neighbouring countries and with its geographic location with regard to central and eastern Europe, Germany has a vital interest in international and European co-operation in vocational education and training.

On 30 November 2002, the European ministers responsible for vocational education and training and the European Commission adopted the Copenhagen Declaration on enhanced European cooperation in vocational education and training, which spelled out concrete objectives for this area and instruments for their attainment by the year 2010. Through the process launched by the Copenhagen Declaration, vocational education and training has taken on new prominence in the context of European cooperation in the field of education. The priority areas of EU action are thereby the promotion of transparency of qualifications, the recognition of competences and qualifications, and quality assurance in vocational education and training. To ensure implementation, a working group was established for each of these priority areas along with a coordination group involving the Member States, the candidate countries and the social partners.

Special focus in the field of new measures for granting credits for qualifications and certificates and improving of transparency is on the joint design of new EU instruments such as a European Credit Transfer System in vocational education and training, whereby, for example, qualifications acquired abroad can be recognised via a system of achievement credits, the creation of an EU qualification passport as an integral overall instrument that incorporates European and national qualifications, the development of European instruments for quality assurance in vocational

education and training, such as a EU seal of quality or quality checklists and quality networks with common minimum standards where appropriate.

Exchange and international co-operation in vocational education and training should be intensified so that more trainees, instructors and employees can acquire international qualifications. The new EU education programmes and the bilateral measures of the Federal Ministry of Education and Research will not only promote increased mobility, they are also aimed at marketing Germany as a vocational education and training location. The Federal Ministry of Education and Research will furthermore actively support German education service providers in their positioning on international markets and in international contract awards. For this purpose it will assist in the development and expansion of corresponding co-operation schemes and networks between education service providers.

1102 - IMPACT OF EUROPEANISATION/INTERNATIONALISATION ON EDUCATION AND TRAINING

A core element for internationalising German vocational education and training is the LEONARDO da VINCI programme. In addition to the LEONARDO da VINCI programme, numerous other bilateral cooperation projects are being implemented with, for example, France, the Netherlands, Britain, Norway and Portugal. They are intended to motivate adolescents and young adults to a greater extent to spend part of their vocational training abroad. The target groups for such measures are to be broadened over the next few years.

In February 2004, the Federal Ministry of Education and Research presented a set of basic principles for the **planned amendment of the Berufsbildungsgesetz (BBiG; Vocational Training Act)**. Once agreement has been reached on these points within the Federal Government, a bill will be framed on the basis of the consensus and submitted to the German Bundestag for consideration.

The German system of vocational education and training has an internationally recognized high standard of quality. The European internal market, ever stiffer international competition and the increasing mobility of Europe's citizens, however, necessitate a more pronounced European and international orientation of our national education system. Provisions are to therefore be incorporated into the Vocational Training Act to facilitate the process of opening up the vocational education and training system to Europe:

- The option of completing parts of training abroad with the consent of the training employer will be placed on a firm legal foundation. In contrast to the situation in some other European states, a part of training completed abroad is to not simply be credited toward the individual's vocational education and training but instead form an integral part of such training. This also means that the contractual relationship between the trainee and the training employer will continue to exist and that both parties to training contract must fulfil their obligations thereunder.
- At the same time, flexible arrangements will ensure that the competent bodies can perform their supervisory duties in a suitable manner.

When new training occupations are created or existing ones are updated, moreover, it will be determined whether and to what extent "European content" (such as foreign languages) must be imparted in the course of training. In addition, it will be determined whether periods of training abroad can constitute optional modules under the training regulations for the given training occupations.

In the last few years in Germany, so-called "training profiles" have been developed in three languages for all new occupations requiring formal training, to supplement the final certificate. They provide essential details about what has been taught during training and are issued with the final certificate. In the future, these profiles will also be issued upon completion of further education. Germany has forged ahead with its efforts at European level, so that this procedure for providing details on certificates will be applied throughout Europe in the near future.

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