

Germany

Overview of the Vocational Education and Training System

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Title: Germany: overview of the Vocational Education and Training System in 2006

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Author: ReferNet Germany

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 2006. Later editions can be viewed from August 2007 onwards 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



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 federal state comprises 16 *Länder*, each having some of the features of a state. Each has its own powers within 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 VET system is necessary, its form and scale is subject to debate. The State's role in VET 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. The German political system is characterised by this social partnership.

0102 - POPULATION AND DEMOGRAPHICS

Demographic changes in recent years have been due to lower birth rates, stable mortality rates, higher life expectancy and a positive migration balance. Population trend indicators suggest a decrease in the number of children and young people aged 6-18, shrinking numbers of young people aged 20-25 – the most important for entrants to the workforce – and a substantial rise in the number of over-65s up to 2030. Future generations of the working population will have fewer younger people but more older people to support. While a slight increase of people aged 20 to 60 is forecasted until 2010, this trend will turn back in the period from 2010 to 2030 with a dramatic fall of the proportion of people in working age. This development might lead to a significant shortage of 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 change the structure of 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 VET.

Table 1 Country size/population	
COUNTRY SIZE	357 046 km ²
POPULATION 2004	82 501 000

Table 2: Population at the end of year; increase since end of previous year		
1994	1999	2004
81 539 000	82 164 000	82 501 000
+200 500	+82 164	-30 822

Source: Federal Statistical Office 2005

Table 3: Age-specific demographic trends				
	2001	2010	2020	2030
0-19	20.9%	18.7%	17.6%	17.1%
20-59	55.0%	55.7%	53.3%	48.5%
60+	24.1%	25.6%	29.2%	34.4%

Source: 10th Coordinated Population Forecast (10. Koordinierte Bevölkerungsvoraberechnung; scenario medium national growth/medium mobility), Federal Statistical Office 2003, p. 42.

0103 - ECONOMY AND LABOUR MARKET INDICATORS

Fundamental structural changes are taking place in the German economy and society. 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.

Gross Domestic Product (GDP) rose in real terms from 2000 to 2004 by 2.8%, and the rate of unemployment increased at the same time by 1.0%. The expenditure on educational institutions is stagnating in Germany and lies below the OECD country mean (5.3% vs. 5.8%, respectively, in 2002). Economic development is characterised by changes in the 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 2.2%, and the joint share of the private and public service sector has grown to 71.9%. 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.

Table 1: Economic composition (GDP) and employment (active work force) by sector 2004	
ECONOMIC COMPOSITION (GDP)	
SECTOR	CONTRIBUTION TO GDP
AGRICULTURE	0.9%
PRODUCTION	29.6%
SERVICES	69.5%
EMPLOYMENT (ACTIVE WORK FORCE)	
SECTOR	EMPLOYMENT
AGRICULTURE	2.2%
PRODUCTION	25.8%
SERVICES	71.9%

Source: Federal Statistical Office 2005

Table 2: Employment rates and Unemployment rates 2004 (age 15-64)			
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
11.7%	12.5%	10.8%	12.4%

Source: Official News of the Federal Employment Agency, Special Number "Labour Market 2004", 30th August 2005, pp. 20, 32, 145, 151

Table 3: Expenditure on educational institutions (all levels of education) as a percentage of the GDP		
1995	1998	2002
5.4%	5.5%	5.3%

Source: Education at a Glance 2001 and 2005

0104 - EDUCATIONAL ATTAINMENT OF POPULATION

In comparison to the EU average, the proportion of people aged 25 to 64 with a low level of qualification is significantly smaller in Germany (16% vs. 34%, respectively, in 2003). Consequently, also the proportion of young people (age group 15 to 24) was constantly below the EU average in the last years (in 2004: 3.6%). On the other hand, the proportion of people within ISCED levels 3-4 is higher than the EU average. For tertiary education, the numbers tend to follow the EU trend.

Table 1: Educational attainment of the population aged 25-64 by ISCED level, % (2003)			
LEVEL OF EDUCATION			
	ISCED 0-2	ISCED 3-4	ISCED 5-6
EU-15	34%	42%	21%
GERMANY	16%	58%	21%

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, Labour Force Survey, NewCronos

Table 2: Percentage of the population, aged 18 to 24 with at most lower secondary education and not in further education and training years having left education and training with a low level of education (2000, 2002, 2004)		
GERMANY		
2000	2002	2004
14.9	12.6	12.1

Low level of education: levels 0-2 (ISCED 1997)

Source: Eurostat, Labour Force Survey, NewCronos, release date 29/06/2005

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

0201 - OBJECTIVES AND PRIORITIES

Access to training for all nationwide is one of the main objectives of the Federal Government in education and vocational training policy to secure the innovative ability and competitiveness of industry by skilled young people. This is to be achieved through targeted innovations.

VOCATIONAL TRAINING REFORM ACT 2005 (*BERUFSBILDUNGSREFORM-GESETZ*)

The objective of the reform is to improve training opportunities for all young people - irrespective of their social or regional background. The Reform Act entered into force on 1st April 2005. Its central aims are:

- to enable more young people to take up an apprenticeship;
- to secure international competitiveness;
- to promote regional responsibility;
- to enhance credit transfer between the education and training sub-systems; and
- to strengthen cooperation, particularly between the two main learning venues, the company and school.

MEASURES TO INCREASE TRAINING-PLACES

The training-structure programmes of the Federal Ministry of Education and Research (*Bundesministerium für Bildung und Forschung – BMBF*) have helped to ensure the availability of sufficient numbers of in-company training places, and to improve regional and structural training structures. Initiatives have included: Coordination Office for Training in Foreign-owned Companies (*Koordinierungsstelle Ausbildung in Ausländischen Unternehmen – KAUSA*) for the creation of training places in companies with owners of non-German origin; Training-place developers (*Ausbildungsplatzentwickler – APE*) for the acquisition of in-company training places with a focus on eastern Germany; RegioSkillsTraining (*RegioKompetenzAusbildung*) for the establishment and expansion of regional networks, including training networks; Sponsorship Programme (*Patenschaftsprogramm*) for training sponsorships; Structural Improvement of Training in Selected Regions (*Strukturverbesserung der Ausbildung in ausgewählten Regionen – STARegio*) for the development of external training management, regional analysis of training resources, training alliances and training networks, especially in western Germany. Since 2005, the programme Jobstarter – Fit for the future (*Jobstarter – Für die Zukunft ausbilden*) bundles these 5 training-structure programmes. Jobstarter aims at the improvement of the regional supply of in-company training places for young people. Additional training potential should be generated by: a) companies that have been training in the past, b) companies that have not yet been training, and c) companies that are already training and provide additional training places.

OPPORTUNITIES FOR DISADVANTAGED PEOPLE

Young people underperforming at school or those with social problems as well as young migrants need targeted assistance to enter working life. A BMBF programme (promoting competences – vocational qualification for target groups with special needs – BQF

programme) to support young people with special needs provides them with a training opportunity to strengthen their competences. The programme has been running since 2001 and is due to finish in 2006. It provides support to about 100 projects in 4 main areas:

- optimising support structures;
- improving the work of schools and training centres;
- strengthening school-sector approaches to prevent unemployment; and
- improving training opportunities for immigrants.

EASING THE BURDEN FOR COMPANIES

Federal Government supports company's training activities with various measures, including:

- easing the bureaucratic burden on entrepreneurs by relaxing the need for company staff to take the instructor examinations administered by the chambers of industry and commerce. This means small and new businesses can offer training immediately;
- providing financial incentives whereby small and medium-sized enterprises (SMEs) can apply for low interest loans when they recruit additional apprentices (under the Capital for work programme);
- funding inter-company training centres to help SMEs to provide training in a recognized training occupation.

LIFELONG LEARNING

The Federal government, together with the *Länder* have launched an action programme in 2001 called Lifelong Learning for All. The policy objectives being pursued include:

- enhancing transparency in continuing education;
- improving guidance and counselling, e.g. through providing a network of databases;
- quality assurance of educational programmes;
- promoting new teaching and learning cultures such as informal, self-guided learning, use of new media;
- certifying further-training achievements including skills and competencies acquired through informal learning processes; and
- creating learning-conducive environments for people in special life situations, e.g. strategies for helping unemployed people to maintain their skills.

The heart of the Lifelong Learning Initiative is the programme Learning regions – promotion of networks (2001/2007) co-financed from the European Social Fund (ESF). It aims at bringing together important players from different educational sectors in order to jointly develop new offers for Lifelong Learning within the scope of a regional strategy. Another important programme in this context is the research and development programme Learning culture – competence development (2000/2006) which is also ESF co-financed. It addresses the questions how to build, maintain and continually develop competences.

Past research and development programmes under the Lifelong Learning for All programme have included:

- the establishment of a Continuing training passport with certification of informal learning (*Weiterbildungspass mit Zertifizierung informellen Lernens*) for the identification, recording and recognition of individual competences. The outcome of the first project phase (2002/2003), the so called ProfilPASS (cf. for further information www.bildungspass.de), has been tested in selected regions between September 2004 and May 2005. In the 3rd project phase, which started in September 2005, the ProfilPASS will be brought to readiness for marketing on the basis of the gained findings during the testing period. Furthermore, the project aims at establishing a centre for coordination and service at the German Institute for Adult Education (*Deutsches Institut für Erwachsenenbildung – DIE*), the distribution of ProfilPASS through a publishing house and finally to initiate the dissemination of the ProfilPASS-system in Germany.
- the introduction of an accreditation and certification system for quality assurance in publicly funded further vocational training following a range of studies funded in 2001;
- implementing recommendations from a commission of experts on Financing lifelong learning established in 2002. In 2004, the commission recommended the establishment of learning accounts and education voucher schemes. Implementation is still at an early stage.

03 - INSTITUTIONAL FRAMEWORK - PROVISION OF LEARNING OPPORTUNITIES

0301 - ADMINISTRATIVE FRAMEWORK

A number of bodies are responsible for ensuring that the provisions of the Vocational Training Act (*Berufsbildungsgesetz* - BBiG) and the Promotion of Vocational Training Act (*Berufsbildungsförderungsgesetz* - BerBiFG,) are enforced on the federal, *Länder* and regional (chambers districts) levels. The social partners have considerable rights of participation, structuring and decision-making. Co-operation of the 3 parties (Federal Government, *Länder* governments and social partners on the federal, *Länder*, regional and enterprises levels) has proved successful in the past.

NATIONAL LEVEL

Within the Federal Government, the Federal Ministry of Education and Research (*Bundesministerium für Bildung und Forschung* – BMBF) is responsible for policy, coordination and legislation for: 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. VET (and science) is also part of the work of other Federal Ministries: Economics and Labour; the Interior; Justice; Agriculture; Health; Family Affairs; Senior Citizens; Women and Youth; and Economic Cooperation and Development.

The core institution at the national level for consensus building between all parties involved in VET is the Federal Institute for Vocational Education and Training (*Bundesinstitut für Berufsbildung* - BIBB). BIBB conducts research into in-company vocational training and fulfils service and consultancy functions to the federal government and vocational training providers. The 4-party 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 basic school curricula of the individual *Länder*.

LÄNDER LEVEL

The Constitution (*Grundgesetz*) provides that competence for school education (both vocational and general, as well as university and higher) lies with the *Länder* Ministries of Education and Cultural Affairs. This 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 a Standing Conference to ensure a certain measure of uniformity and comparability, especially in school and higher education policies. Decisions of the Standing Conference are recommendations and only become legally binding when passed by 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

At regional level the autonomous administrative organisations of industry (*Zuständige Stellen* - see section 0303), have considerable powers. They 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. Their tasks 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, comprising 6 representatives 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 Vocational Training Act (*Berufsbildungsgesetz* - BBiG).

LOCAL LEVEL

Local government as enshrined in the Constitution (Article 28) covers issues pertaining to the local community such as the construction and maintenance of public service areas, such as school buildings.

Local authorities are also responsible for adult education (but not with 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 VET 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. The most significant framework conditions are the free choice and practice of an occupation, as provided for in the Constitution (*Grundgesetz*: Article 12 (1)) and federal government competence for legislation for out-of-school vocational training (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 Vocational Training Act (*Berufsbildungsgesetz* - BBiG) of 1969; the Crafts Code (*Handwerksordnung* - HwO) of 1965; the Promotion of Vocational Education and Training Act (*Berufsbildungsförderungsgesetz* - BerBiFG) of 1981, and the Ordinance on Trainer Aptitude (*Ausbilder-Eignungsverordnung* - AEVO) of 1972.

Continuing vocational training is essentially governed by: the Employment Promotion Act (*Arbeitsförderungsgesetz* - AFG) of 1969 (amended in 1997); the Social Code III (*Sozialgesetzbuch III* - SGB III) of 1997 complemented by regulations in the Works Constitution Act (*Betriebsverfassungsgesetz* - BetrVG) and the Youth Protection Act (*Jugendarbeitsschutzgesetz* - JArbSchG) of 1976.

Please find a complete list and some more details in the attachment below.

[Initial training and Continuing Vocational Training](#)

Länder legislation forms the legal basis for school education, including vocational schools and the few private schools. Article 7 (1) in conjunction with Article 30 and Articles 70 to 75 of the Constitution confers legislative competence in these areas on the *Länder*.

CVET is legally regulated on both federal and *Länder* levels. Among the federal laws the following, mentioned above in the context of initial training, are also relevant: the Vocational Training Act (BBiG), the Employment Promotion Act (AFG), the Upgrading Training Assistance Act (*Aufstiegsfortbildungsförderungsgesetz* - AFBG) and the

Protection in Distance Education Act (*Fernunterrichtsschutzgesetz* - FernUSG). The Works Constitution Act (*BetrVG*) 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 – CVET. 11 *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 important for the acceptance of reforms.

Management and labour exert considerable influence on the content and form of VET. This influence ensures that their requirements and interests are 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 VET.

On national level social partner involvement is established with the Main Board (*Hauptausschuss*) of the Federal Institute for Vocational Education and Training (*Bundesinstitut für Berufsbildung* - BIBB) on a four-party basis (Federal Government, *Länder*, employers, employees). As stated in the Vocational Training Act (*Berufsbildungsgesetz*) the Main Board has to advise the Federal Government on all VET issues. One task is the involvement in standard setting and designing training regulations.

On *Länder* level there are committees for vocational training, with equal representation of employers, employees and *Länder* authorities. They advise *Länder* governments on vocational training issues. They advise the state government and also 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 competent bodies (*Zuständige Stellen*) play a crucial role. They are mostly comprised of the chambers of industry and commerce, the chambers of crafts, etc. as well as various federal and Land authorities. In every competent body there is a vocational training committee with tripartite representation from employers, trade unions, and teachers. It has to be informed and consulted on all important VET issues. Moreover, the committee decides which legal regulations are passed for implementing VET. The most important duties of the competent bodies 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 Works Constitution Act (*Betriebsverfassungsgesetz* - BetrVG) applicable to the private sector and the Staff Representation Act (*Personalvertretungsgesetz* – PVertrG) for the public service grant works councils numerous co-determination and involvement rights at company level both in initial and continuing training. These rights are exerted within collective bargaining on the remuneration of trainees, planning and implementing

in-company training, appointing instructors, realising special in-company education and training measures, concluding employment contracts upon completion of training, and continuing training leave.

Table 1: Responsibilities of social partners		
	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 advice 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 advice 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 children enter compulsory full-time schooling aged 6. This schooling period lasts 9 years (10 years in 5 *Länder*). On completion, young people who do not attend any full-time-school are required to attend part-time (vocational) school for 3 years. This means in practice that young people are required to attend school from the ages of 6 to 18. Trainees in the dual system (even those older than 18) are also subject to compulsory schooling.

After 4 years of primary school, pupils move into different educational branches either: lower secondary school (*Hauptschule*), intermediate school (*Realschule*) or comprehensive secondary school (*Gymnasium*). Often these different pathways merge through the dual system.

There are 5 different qualifications systems:

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

See below the attached diagram for more information.

[Education and Training in Germany](#)

Responsibility for VET is distributed between federal government, the *Länder* and the chambers, as regional and sectoral self-governing business organisations, and individual training providers (companies, vocational schools). The Ministry of Education and Research (*Bundesministerium für Bildung und Forschung* - BMBF) is responsible for: improving and developing the dual system; providing sufficient supply of training positions for all young people; and providing special assistance for handicapped young people. The Ministers for Education and Cultural Affairs in the 16 *Länder* are responsible for training at vocational schools and meet to vote in their Standing Conference. At regional level, the responsible authorities in the chambers handle issues involving accreditation, examinations and supervision.

The German VET-system can generally be divided into three central sub-systems: Initial vocational training (e.g. training in the dual system or in full-time vocational schools), continuing vocational training and retraining.

THE DUAL SYSTEM

This is the largest part of upper secondary education. The term refers to the shared responsibility of the private as well as the public sector and the combination of 2 learning sites. About 55% of all young people opt for company-based training complemented by obligatory part-time vocational school when they have finished their general school

education at lower secondary level. The combination of learning and working offers good opportunities for transition from training to the labour market. Training lasts for 3 to 3½ years and gives the young person a status as a skilled worker.

The company-based element of vocational training in the dual system covers about 30 hours a week. It is on-the-job training in smaller firms on the one hand and training in workshops/departments in large enterprises on the other hand.

Part-time vocational schools and training companies fulfil a common educational task within the dual system. The schools support on-the-job training in companies through teaching theoretical as well as general subjects. Time spent at part-time vocational schools lasts in average 2 days a week for the whole period.

FULL-TIME SCHOOL TRAINING

This provides a second pathway and they often provide VET in sectors or branches for which exist no courses of training in the dual system, e.g. occupations in the health care and child care sector, but also in some other fields in the service sector.

Senior technical schools (*Fachoberschulen*) and senior vocational schools (*Berufsoberschulen*).

These normally build on vocational training within the dual system. They teach specialised occupational skills and theory and confer university entrance certifications. Under certain circumstances, graduates can also acquire a university entrance certificate.

0402 - IVET AT LOWER SECONDARY LEVEL

Lower secondary education comprises grades 5 to 10 or 7 to 10 of school (pupils are aged 10-15). Its function is to prepare pupils for upper secondary level. Accordingly, lower secondary education is predominantly of a general nature. Lower secondary education is public and free of charge.

At secondary general school (*Hauptschule*) and intermediate school (*Realschule*) an introduction to the working world is a compulsory component of all courses. Instruction is given either in a separate subject (pre-vocational studies - *Arbeitslehre*) or as part of the material used in other subjects. Work experience placements, especially for pupils in the 2 last grades 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 completing compulsory schooling, 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 pre-vocational training year (*Berufsvorbereitungsjahr* - BVJ) their typical age would be 15 or 16. Participants are with social disadvantages or learning difficulties and migrants with an inadequate command of German who need special assistance to begin and complete a course of training. Young people who are not yet ready to enter vocational training have to participate in a full time pre-vocational training

year, which serves as vocational orientation and as an introduction to 1, 2 or 3 occupational fields.

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

Upper secondary education leads 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 at upper secondary level includes the *Berufsfachschule*, the *Fachoberschule*, the *Berufliches Gymnasium* or *Fachgymnasium*, and the *Berufsoberschule*.

FULL-TIME VOCATIONAL SCHOOL (BERUFSFACHSCHULE)

These prepare pupils for employment or provide them with both VET and further general education. They offer a very wide range of courses: there are Berufsfachschulen, 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 1 to 3 years.

SPECIALISED VOCATIONAL GRAMMAR SCHOOL (FACHOBERSCHULE)

These are for years 11 and 12, and build on a Realschule leaving certificate (*Mittlerer Schulabschluss*) or a qualification recognised as equivalent. They equip 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 1st year for 4 days a week for the whole year. Grade 12 comprises at least 30 lessons per week of general and specialist instruction. 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 concludes with a final examination after the 12th grade. The exam covers 3 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*.

SPECIALISED VOCATIONAL GRAMMAR SCHOOL (BERUFSOBERSCHULE)

In association with the deliberations of the Standing Conference of the Ministers of Education and Cultural Affairs of the Länder (*Ständige Konferenz der Kultusminister der Länder – KMK*) on the equivalence of general and vocational education, the *Berufsoberschulen* have achieved greater importance. They have been established in some *Länder* to enable those who have completed vocational training in the dual system to obtain a higher education entrance qualification. Providing 2 years of full-time education, the *Berufsoberschule* leads to the subject-restricted higher education entrance qualification (*fachgebundene Hochschulreife*) and, with a second foreign language, to the general higher education entrance qualification (*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 Realschule leaving certificate (*Mittlerer Schulabschluss*) and at least 2 years' successful vocational training or at least 5 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.

Instruction covers a total of 2 400 lessons (approximately 30 lessons a week). Pupils are taught German, a foreign language, social studies (with history, politics, and economics), mathematics as well as specialised subjects (*Profilfächer*) in accordance with the chosen specialisation, and natural sciences including information technology.

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

This type of school is called *Berufliches Gymnasium* in some *Länder* and *Fachgymnasium* in others. The Gymnasium with a vocational bias offers no lower or intermediate level. In some *Länder*, they take the form of an upper level of the gymnasium (*gymnasiale Oberstufe*) with career-oriented specialisations. They provide a three-year course of education.

As a rule, completion leads to a general higher education entrance qualification (the *Allgemeine Hochschulreife - Abitur*). 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)

In contrast to the EU-25-average which shows a slight predominance of students in general and pre-vocational programmes (54%), in Germany the vocational secondary education pathway is more popular (63%).

Table 1: GERMANY (2003)	
UPPER SECONDARY EDUCATION TOTAL ENROLMENT	2 758 024
UPPER SECONDARY EDUCATION VOCATIONAL PROGRAMMES (%)	63%
UPPER SECONDARY EDUCATION GENERAL AND PRE-VOCATIONAL PROGRAMMES (%)	37%

Upper secondary education: ISCED 97 level 3

Source: Eurostat, UOE; NewCronos, release date 29/06/2005

0404 - APPRENTICESHIP TRAINING

The dual system of VET pursued by the majority of young people after leaving the general education system is a training system where the company/inter-company vocational training facility and the respective specialised vocational school (part-time vocational school, vocational training centre, or company vocational school) cooperate on the basis of officially regulated training and school curricula. About 1/3 of the traineeship is spent in school.

As a general rule there are no formal access requirements for individuals to enter the dual system although a large number of young people with an intermediate-level or upper secondary school leaving certificate opt to enter the dual system. The average age of trainees is 17. Since individual occupations have different requirement levels and/or different prestige, those occupations with high requirements enrol young people with higher education certificates.

VET in the dual system usually takes 2-3.5 years. The duration of training depends on the requirements and regulations of the occupation pursued.

Vocational training in the dual system is based on the occupational concept whereby formal training and qualifications should be oriented to the work required. As a complement to basic qualifications, specialisation is permitted, but it must be taught within an occupational context. Vocational training should prepare people for further learning. For this reason, 2 important components include promoting a willingness to learn and fostering personality development. To work in the knowledge society, people must be able to plan, carry out and check their work independently. Vocational training within the dual system should be oriented to this aim. Additional qualifications, in addition to regular training, can support this aim and lead to further training.

The dual system's central aim is to promote employability in a changing workplace – a workplace that is shaped both by technical development and by the people who work in it. For this reason, state-accredited occupations requiring formal training, and federal regulations on examinations for further training, are designed in co-operation with the social partners.

Young people in the dual system have employee status based on their training contract which they enter into with the company, enterprise or the civil service. It has the character of an employment contract: the trainee receives agreed remuneration depending on the occupation and on the collective wage agreement. Despite their status as trainees, these young people often bear a very high responsibility in the company compared to their peers attending higher education institutions, since they are responsible for expensive and valuable equipment and have to fulfil demanding tasks on their own, although under supervision.

The dual system exists in all industry sectors. This means, 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 demand, freedom of choice is not always available in practice (especially in underdeveloped regions and/or 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-company training takes place according to the requirements of the training regulations (*Ausbildungsordnungen*) and is under the jurisdiction of the Federal State. School courses are carried out according to the basic curriculum (*Rahmenlehrpläne*) at part time vocational schools (*Berufsschulen*). The basic curricula are worked out jointly in a

coordinated procedure by federal and Land authorities with the agreement of employers and unions on the basis of the training regulations.

In August 2006, there were 343 recognised training occupations. There are slight fluctuations in this number, since training occupations are often 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.

TRAINING REGULATIONS

This determines: the design of the occupation and its duration (2-3.5 years); the provisions for an intermediate examination (in the 2nd year) and the provisions for the final examination; and the skills and learning goals to be achieved.

Some of the learning goals apply to all occupations; others are typical for certain groups of occupations. There are also learning goals which deal with tasks specific to a particular occupation. Companies can also impart competence, skills, and proficiencies not prescribed in the training regulation but necessary and useful for working in the company.

The training regulations do not prescribe the methods to be used to impart the learning goals as long as trainees are able to do qualified professional work. This includes, in particular, autonomous planning, execution and controlling.

THE BASIC CURRICULA

These are the guidelines for school education and training. The curriculum at the part-time vocational school (*Berufsschule*) breaks down into general and vocational classes. The Ministers of Education and Cultural Affairs of the *Länder* are responsible for drawing up the curricula.

The cooperation between training enterprises and vocational schools is not regulated by law. Communication between the 2 bodies depends on individual and local circumstances.

Education and training concludes with an examination taken at the responsible VET institution (the competent bodies e.g. chambers of the professional associations). The vocational school has a consultative capacity in the examination. The certificates have the same value nationwide and 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 provides recognition in an 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. These qualifications generally provide access into academic pathways.

The examination is 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) which usually takes place midway through training and serves as an assessment of progress. The examination has no legal implications whatsoever for the training agreement.

- Final examinations (in all recognised occupations) which endow the qualification as a skilled worker (journeyman examination for all trades and crafts occupations, final examination for all other occupations) and are proof of a uniform federal quality level. 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 participation in the intermediate examination.
- Extern examination which 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

Training for all is a key objective of the Federal Government with a specific focus on disadvantaged young people who need special support on their way into training and working life. The government operates a specific programme: Promoting Competences - Vocational Qualification for Target Groups with Special Needs (BQF Programme), which runs from 2001 to 2006. This programme covers young people and migrants (see: www.kompetenzen-foerdern.de). Between 10-15% of young people fail to achieve a vocational qualification. The number of immigrants in this group is disproportionately high.

There are a number of measures and instruments to assist disadvantaged young people obtain a vocational qualification. A total of € 1.5 billion is spent on such measures annually.

VOCATIONAL PREPARATION

In addition to the year of prevocational training (*Berufsvorbereitungsjahr – BVJ*) offered by schools, the Federal Employment Services (*Bundesagentur für Arbeit – BA*) provides the most extensive offer of prevocational qualification options with its prevocational training measures (*berufsausbildungsvorbereitende Maßnahmen*).

These courses target young people who need some preparation before they embark on a course of vocational training - to help them, for example, make a sound choice of occupation, improve their academic groundwork or take care of personal problems that are an obstacle to starting a training programme. These measures combine practical work in various workshops, remedial instruction and youth work. The various types of measures are tailored to specific target groups and last from a few months to 3 years. Prevocational preparatory training measures are tightly meshed with initial vocational training to ensure the best possible preparation for in-company training.

Training modules (*Qualifizierungsbausteine*) lead young people towards an apprenticeship. Partial qualifications based on the training regulations of recognised training occupations require attestation by trainers according to a standardised format to increase their transparency and portability. Modules last between 140 and 420 hours and can be implemented in the form of full-time education and training funded by the employment service or in the form of industrial placements. Firms may conclude training

contracts with participants subject to compliance with a number of quality requirements with reference to personnel, equipment and the conceptual design of the programme.

VOCATIONAL TRAINING WITH A YOUTH WORK ORIENTATION

This type of vocational training uses the following 2 instruments: support for apprentices during training, and vocational training in external facilities.

Given the importance of practical, in-company training, the last few years have seen the development of collaborative forms of training between bodies that provide assistance for the disadvantaged, companies and, in some cases, vocational schools. This combines in-company training, external training, and support for apprentices during their training. This assistance assists the transition from external training to in-company training. It is available to young people who are at risk of not completing their training.

Vocational training in external facilities is conducted outside of companies. Participating apprentices do the practical segment of their training at their respective training company where they receive not only practical vocational training but also remedial instruction and the support of youth work. Vocational instruction is normally held in regular vocational schools.

QUALIFICATION FOR YOUNG WORKING ADULTS WITHOUT VOCATIONAL QUALIFICATION

Pilot schemes have been conducted in recent years to test how young adults can obtain a recognized vocational qualification through a combination of training and employment. These second-chance measures are designed to meet the individual's own occupational and work experience and personal situation. It combines regular employment (in companies or through publicly subsidized employment providers) with training that will lead to formal vocational qualification so that an individual will be able to support themselves. Also included is youth work which can provide follow-up support for the individual's transition to the working world.

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

For those with an initial vocational qualification, the German system offers the option of extending through additional qualifications (*Zusatzqualifikationen*) which can be counted as VET at post-secondary level. Additional qualifications are defined as those provided by employers, vocational schools, chambers and other private educational providers in parallel with IVET or directly after completion of training. They are qualifications which are at a higher level than the standard or which concern knowledge and skills other than those prescribed by the standard qualification. These qualification extensions can range from quite detailed additional units to hybrid and double qualifications (*Doppelqualifikationen*), 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, they are not subject to general state legislation but there are access rules depending on the course chosen and/or the provider. 75% of the courses offered by the chambers of industry and commerce are open to all trainees (25% are specifically aimed at *Abitur* holders). For chambers of craft trades, 70% of courses require students to have passed the *Abitur* (university entrance qualification). For 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 subjects taught, foreign languages top the list: they account for about 40% of the courses and are followed by subjects such as processing and manufacturing methods, management techniques, and information and communications technology. In schools, customer services/advice is a particularly popular subject besides foreign languages.

A number of surveys have shown that additional qualifications can be capitalised both on the internal and external labour market. Studies have proved that they promote the transition from VET into employment, in many cases secure and stabilise the career and reduce labour market problems. They also allow for occupational mobility.

0407 - VOCATIONAL EDUCATION AND TRAINING AT TERTIARY LEVEL

At tertiary level there are 2 types of institutions providing IVET: universities of applied sciences (*Fachhochschulen*) and professional academies (*Berufsakademien*). There is an important difference in the clientele: at professional academies, students start their studies straight after upper secondary school, whereas students at universities of applied sciences have acquired a vocational qualification at secondary level and some years of work experience.

UNIVERSITIES OF APPLIED SCIENCES (FACHHOCHSCHULEN)

Two thirds of students at tertiary level are studying at universities, one third at *Fachhochschulen*. They fulfil their own specific educational function, characterised by a practice-oriented bias in the teaching, an 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, they have introduced courses that combine academic studies with on-the-job training or employment, along the lines of a dual system (*duales System*) called dual study (*Duale Studiengänge*). Students have training or employment contracts and periods of study and work experience are distributed according to various models (sandwich or consecutive model) and subject to the study regulations (*Studienordnung*). A *Fachhochschule Diplomgrad* is awarded upon completion.

Students entering the universities of applied sciences need either the general higher education entrance qualification (*Allgemeine Hochschulreife - Abitur*) or field-specific higher education qualification (*fachgebundene Hochschulreife*) or the *Fachhochschulreife* (awarded after 12 grades at a *Fachoberschule*).

ESTABLISHMENTS OUTSIDE HIGHER EDUCATION (BERUFSAKADEMIEN)

As an alternative to institutions of higher education Germany's tertiary sector also includes 35 professional academies (*Berufsakademien - BA*), which are either publicly or privately maintained, and which are found in 8 *Länder*.

They have taken the principle of the dual system of vocational training (combining practical professional training in the workplace with theoretical training at a study institution – *Studienakademie*) and applied it to the tertiary sector. Final qualifications in 3 *Länder* are recognised as tertiary sector qualifications.

Course applicants require a general or subject-restricted higher education entrance qualification (*Hochschulreife* or *Fachhochschulreife*), depending on the *Länder* regulations, and the training contract with a suitable training establishment.

Courses offered include, in particular, business, technology and social services. Training is generally divided up into 2 years of basic studies followed by 1 year of advanced

studies. Each semester is divided into blocks into on-the-job training and a theoretical part of the course at the study institution that lasts between 10-12 weeks.

05 - CONTINUING VOCATIONAL EDUCATION AND TRAINING FOR ADULTS

0501 - BACKGROUND INFORMATION ON CONTINUING VOCATIONAL EDUCATION AND TRAINING

The field of CVET is of great importance in Germany. It is characterised by: a pluralism of providers, a largely market character, and a comparatively minimal degree of regulation by the state. Only a small part of provision leads to a formal vocational qualification. This part has been made more flexible and differentiated quite recently through the introduction of modular structures (supported by the Guidelines for Continuing Vocational Education and Training from the Association of German Chambers of Industry and Commerce) which focus more on competences.

Continuing education and training for adults can be classified into 2 categories: continuing general education and continuing vocational training. The latter again can be classified as: retraining; occupational promotion; in-firm training for a job; and adaptation to new occupational tasks.

Most *Länder* have passed continuing and adult education legislation, the main thrust of which establishes the responsibility of the public sector for continuing education and/or the basis for state support (including training leave). Specific issues relating to continuing education are also regulated in collective bargaining contracts, company agreements and employment contracts.

At the end of 1987, the Federal Minister of Education and Science established the Concerted Action Campaign for Continuing Education (*Konzertierte Aktion Weiterbildung* - KAW). This is a unique platform for communication and co-operation between 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 government is striving to establish individual and company commitment towards training, lifelong learning and continuing education throughout working life. Transition between initial and continuing education and training is smoother, and links made to other education areas, such as higher education institutions.

The Federal Ministry of Education and Research has set up an action programme entitled Lifelong Learning for All 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 measures towards improving quality, transparency and professionalism. Emphasis is put onto information and communication technologies as an effective tool for self-organised learning. Over the next few years, greater support will be given to measures to ensure the quality of continuing education.

NEW LEARNING MEDIA AND ENVIRONMENTS

Various programmes have been introduced at federal level to encourage more flexible access to learning. This has included the use of new learning media (e.g. e-learning) as well as encouraging new learning environments through creating learning resource centres in education and cultural establishments as well as encouraging more on-the-job learning and promoting the concept of learning organisations.

PLANNING AND FORCASTING MECHANISMS

Germany's CVET needs are not determined on a continual, nationwide or systematic basis. This is partly due to the diversity and plurality of providers. A number of projections regarding jobs and qualification levels have been made to help assess how the labour market will develop in the face of globalization and technical progress. (Cf. *inter alia* Dostal, Werner; Reinberg, Alexander; Schnur, Peter: Tätigkeits- und Qualifikationsprojektionen – der IAB/Prognos Ansatz. In: Kleinhenz, Gerhard (ed.) *IAB-Kompendium Arbeitsmarkt- und Berufsforschung. Beiträge zur Arbeitsmarkt- und Berufsforschung*, BeitrAB 250, Nuremberg 2002, pp. 547- 56).

0502 - PUBLICLY PROMOTED CVET FOR ALL

The principles for the promotion and funding of continuing education are laid down in legislation. Continuing and adult education legislation describes it as an independent education sector which incorporates continuing general education and continuing vocational training: both being the responsibility of the public sector.

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 5) 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, and some areas of continuing political education;
- research and pilot schemes within the scope of educational planning 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 Social Code III (*Sozialgesetzbuch III - SGB III*;) lies with the Federal Employment Agency (*Bundesagentur für Arbeit – BA*). It 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.

CVET is an element of VET as defined by Germany's Vocational Training Act (*Berufsbildungsgesetz* - BBiG). Its objective is occupational reorientation, adjustment or advancement. Adults can use the CVET system to acquire a vocational qualification that is equivalent to one acquired through the IVET system.

Very little can be said about CVET supported by the *Länder* as their legislation varies. This also means that compiling/gathering statistics on CVET is not the rule and those that do exist are organized on different bases (see Theme 5, section 0502).

TARGET GROUPS

CVET is targeted at various groups, 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).

PROVIDERS AND TYPES OF COURSE/QUALIFICATIONS

The continuing education schemes on offer cover a broad spectrum of courses in continuing general, political and cultural education and continuing vocational training. They are supported by a range of institutions: state and private-sector; non-profit-making and profit-orientated; in-company and public; as well as institutions attached to the Protestant and Catholic Churches; trade unions and other social groups.

Distance learning offers adults in employment the opportunity to take up continuing education on a flexible basis while remaining in employment. Private providers must have state approval (since 1979 under the Protection in Distance Education Act - *Fernunterrichtsschutzgesetz* FernUSG).

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

Examples for CVET courses/programmes:

- Trade or technical schools: 156 000 people attended a trade or technical school during the 2002/2003 school year. 65% were State regulated and publicly funded, the other 35% were privately maintained (which may also receive government assistance). Nearly half of the students were aged under 25 and nearly 1/3 were 29 or older. The vast majority had completed intermediate secondary school (*Realschule*) or an equivalent level of education. Nearly 1/6 had completed lower secondary school (*Hauptschule*) and approximately 1/7 had acquired a qualification to attend an institution of higher education. These schools provide advanced vocational training (leading for example to master's or technicians' qualifications).
- Upgrading Training Assistance is regulated by the Upgrading Training Assistance Act (*Gesetz zur Förderung der beruflichen Aufstiegsfortbildung* - AFBG).

This law established the individual's statutory entitlement to financial assistance for vocational upgrading training, in other words, for master craftsman-level programmes or other courses that prepare the individual for a comparable level of advanced vocational qualification. The objective of this assistance (jointly financed by Germany's federal government and state governments) is to help individuals acquire (a supplementary/additional or enhanced) vocational qualification, as well as to motivate skilled workers to undergo further training, and provide incentives for individuals who could start up a new business.

- Vocational Training Programme for the Highly Talented. This is for gifted young people in employment who can receive grants to help cover the cost of CVET. In 2002, more than half of all new grant recipients were from fields related to the chambers of industry and commerce, nearly 1/3 from fields overseen by a chamber of crafts and nearly 7% came from skilled health care occupations. The scheme targets young employees who have completed a recognized course of vocational training or who have a skilled health care occupation that is regulated by federal law. Recipients must be aged 24 or younger and can receive grants up to € 5 400 over a 3-year period to help defray the costs of CVET.
- Adult education centres: these are facilities that focus primarily on general CVET courses. In 2002, one eighth of attendees took a course related to work and career. Nearly two thirds were aged between 25 and 49. The adult education centres offer courses for special target groups in all programme areas. These groups include in particular older persons, the illiterate, unemployed people, foreign nationals, disabled people and women. 15% of all courses offered by adult education centres were provided to special target groups.

QUALITY ASSURANCE MECHANISMS

On 1st January 2003, a new procedure for the accreditation of CVET providers and measures was introduced and providers must fulfil a range of legal requirements (excluding employment services).

In a 2002 survey of 1 500 continuing education providers, the Federal Institute for Vocational Training found that 96% use quality assurance systems (cf. Balli et al. 2002). They usually apply self-evaluation concepts (76%), 29% apply the ISO 9 000 approach, and 24% use seals of quality. A total of 22% base their concept on participation in competitions, and 15% use the model of the European Foundation for Quality Management (EFQM) as a guide.

Stiftung Warentest, an independent foundation for testing product quality, has established a separate department for carrying out CVET tests. The aim is to develop comparative training tests that can complement existing quality assurance systems. Publication of test results enhances awareness, on the part of providers that accept

vouchers of credit for education/training, of the importance of quality in the measures they provide.

0503 - TRAINING FOR UNEMPLOYED PEOPLE AND OTHERS VULNERABLE TO EXCLUSION IN THE LABOUR MARKET

The most important tasks of the Federal Employment Agency (*Bundesagentur für Arbeit - BA*) are to place people in jobs and training. The policy instruments to undertake these tasks include programmes to promote vocational training, continuing education and retraining for unemployed persons and persons facing unemployment. The BA is under the jurisdiction of the Federal Ministry of Labour and Social Affairs.

TARGET GROUPS

In 2003, the first law on modernising labour market services was introduced. The main change was the introduction of an education voucher (*Bildungsgutschein*). This allows people to choose from different training measures on offer from accredited providers and courses.

There are no specific target groups under this law except for those whose labour market entry chances are being hindered by a lack of qualifications. Special support is specified for young people, older people, handicapped people and late resettlers.

As of 1st January 2002, support can be provided for employees aged 50 or more who can be reimbursed for CVET costs and, in some cases, for accommodation costs.

The Federal Employment Service sponsors vocational rehabilitation and pays nearly all costs for occupational integration of young handicapped people (see the IVET theme) and a great deal of the costs for re-integration of handicapped adults. At the end of November 2003, a total of 47 557 handicapped people (including 16 694 women) were participating in employment-promotion training measures.

The majority of participants in CVET measures for unemployed persons and persons facing unemployment already have an occupational qualification (about 55%). In 1995 and 2000, 30% of participants in CVET lacked an occupational qualification; the corresponding figure in 2003, was 26%.

Table 1: Participants in continuing vocational training measures for unemployed persons and persons facing unemployment: percentage breakdown by qualification groups				
PARTICIPANTS IN CONTINUING VOCATIONAL TRAINING	1990 (ONLY WESTERN GERMANY)	1995	2000	2003
WITH NO OCCUPATIONAL QUALIFICATION	27.0	29.0	31.0	26.0
WITH IN-COMPANY VOCATIONAL TRAINING	62.0	56.0	54.0	56.0
WITH OUT-OF-COMPANY VOCATIONAL TRAINING	-	-	2.0	4.0
FULL-TIME VOCATIONAL SCHOOL (<i>BERUFSFACHSCHULE</i>)	2.0	3.0	2.0	2.0
SPECIALISED TECHNICAL COLLEGE (<i>FACHSCHULE</i>)	3.0	5.0	5.0	4.0
UNIVERSITY OF APPLIED SCIENCES (<i>FACHHOCHSCHULE</i>)	3.0	4.0	2.0	3.0
UNIVERSITY	4.0	4.0	5.0	5.0
TOTAL	100.0	100.0	100.0	100.0

Source: Unpublished data of the Federal Employment Service (2004)

The Federal Employment Service carries out additional measures to support vocational qualification and job placement, with co-funding from the European Social Fund (ESF) for a programme for disadvantaged unemployed people. Target groups include long-term unemployed people and those threatened with long-term unemployment (including handicapped people), young unemployed people who lack vocational qualifications and, women with inadequate qualifications or who are re-entering the labour force. The support is provided under the Social Welfare Code III (*Sozialgesetzbuch III - SGB III*).

PROVIDERS AND TYPES OF COURSE/QUALIFICATION

A range of different aims are pursued in supporting the various training measures. Those eligible for support include measures for:

- determining suitability;
- supporting job searches and job placement for unemployed people (and those facing unemployment) via job-application training and advising on job-hunting;
- reviewing the willingness and ability to work of unemployed people and those facing unemployment;

- providing knowledge and skills that can enhance job-seekers' chances of being placed in jobs or make it easier for them to complete initial and continuing vocational training successfully.

The duration of support ranges from 2 to 8 weeks, depending on the content and aims of the measure. Different types of measures may be combined although their total duration cannot exceed 12 weeks.

The distinction between measures which lead to a qualification and other CVET measures is significant (4 times as many people participate in general CVET measures although courses are significantly shorter on average). The groups of participants in the two measures also differ (see table below).

Table 2: Breakdown of duration of different CVET measures, 2003				
DURATION OF MEASURE	OTHER CVET		CVET LEADING TO A QUALIFICATION IN A CERTIFIED OCCUPATION REQUIRING TRAINING	
	ABSOLUTE	PERCENTAGE SHARES	ABSOLUTE	PERCENTAGE SHARES
UP TO 3 MONTHS	43 664	0.24	1 067	0.02
3-6 MONTHS	64 176	0.35	1 728	0.03
6-13 MONTHS	71 404	0.39	3 833	0.06
13-19 MONTHS	1 383	0.01	3 223	0.05
OVER 19 MONTHS	1 830	0.01	53 937	0.85
TOTAL	182 457	1.00	63 788	1.00

Source: Unpublished data of the Federal Employment Service (2004)

Pursuant to the relevant provisions of the Social Welfare Code III (SGB III), employees participating in CVET may receive full subsidies for training costs and allowances for expenses if it serves:

- to enable employees to be occupationally classified upon unemployment;
- to ward off impending unemployment;
- to help participants make a transition from part-time employment to full-time employment; or
- participants have been certified, on the basis of lacking occupational qualifications, as requiring CVET.

Relevant providers are companies, chambers of commerce, crafts chambers, guild, employees' organisations, employers' organisations, public/private schools, social assistance providers/independent charitable or voluntary welfare organisations, etc.

The Federal Employment Agency's database KURSNET lists available CVET programmes of about 12 500 providers offering a total of more than 420 000 different courses (as of January 2005). As the table below shows, private training organisations account for a much larger share of relevant events than do state institutions, chambers and industry/specialised organisations.

Table 3: Programmes for unemployed persons and persons facing unemployment, as offered by continuing education providers listed in the database KURSNET			
TYPE OF TRAINING PROVIDER/ INSTITUTION	TOTAL NUMBER OR SHARE OF EVENTS (SEPTEMBER)		
	1998	2002	2005
TOTAL NUMBER OF CONTINUING EDUCATION EVENTS	268 200	443 671	422 640
PRIVATE TRAINING INSTITUTIONS	56.9%	61.9%	65.3%
STATE INSTITUTIONS	13.9%	14.8%	11.8%
CHAMBER INSTITUTIONS	10.8%	11.3%	9.5%
INSTITUTIONS OF INDUSTRY/SPECIALISED ASSOCIATIONS	10.5%	6.8%	6.7%
OTHER	7.9%	5.2%	6.7%

Source: Database KURSNET of the Federal Employment Service; calculations of the Federal Institute for Vocational Training, cited pursuant to data in the Report on Vocational Education and Training 2003, p. 197 (for 1998 and 2002) and 2006, p. 258 (for 2005).

QUALITY ASSURANCE MECHANISMS

The introduction of the education voucher has profoundly changed support for CVET for unemployed persons especially in the area of quality assurance. With the voucher, unemployed people become consumers and tend to receive better service quality than in the past. On the other hand, unemployed people can use this power effectively only if they are adequately informed about available programmes. Employment service staff is not permitted to make any recommendations, they can only hand out a list of all accredited providers in the relevant region. Other types of institutions, such as unemployment assistance offices, CVET advisory offices and the *Stiftung Warentest* consumer organisation, are increasingly also providing information for voucher holders.

On 1st January 2003, a new procedure for accrediting CVET providers was introduced requiring that a "competent agency" must determine whether legal requirements for accreditation have been met. The details of the accreditation procedure have not yet been defined and the employment services will continue using the existing accreditation procedure.

In a 2002 survey of 1 500 continuing education providers, the Federal Institute for Vocational Training found that 96% of all surveyed providers now use quality assurance systems (compared to 12% in 1990). As part of their efforts, most CVET providers apply self-evaluation concepts (76%), 29% apply the ISO 9000 approach, and 24% use seals of quality. 22% base their concept on participation in competitions, and 15% use the model of the European Foundation for Quality Management (EFQM) as a guide.

0504 - CVET AT THE INITIATIVE OF ENTERPRISES OR SOCIAL PARTNERS

In-company CVET may take place in the company or outside but it is usually the company that pays for provision and it usually takes place during regular working hours. Recently there seems to be a small tendency towards a stronger involvement of employees in CVET financing and also towards it taking place outside of regular working hours. CVET which is also in an employee's interest, as it imparts general rather than company-specific skills, usually takes place at least in part during non-working hours. According to the 2004 study of the Institute for Business Research, about 84% of companies invested in CVET activities of their employees.

The definition of CVET plays a central role when calculating the percentage of employees taking part in in-company provision. Whether the definition should be restricted to formal courses and seminars or whether it should also include non-formal and/or informal forms. The following 3 studies can be used for analysing the structure of participation in in-company CVET:

- Company Panel conducted by the Institute for Employment Research (*Institut für Arbeitsmarkt- und Berufsforschung* - IAB) which is a survey of employers. It was first carried out in 1993. The basic set includes companies with at least one employee subject to social insurance contributions. The questionnaire combines standard topics with *ad hoc* issues (in-company CVET was a focal point in the 1997, 1999 and 2003 surveys);
- surveys of the Institute for Business Research (Institut der deutschen Wirtschaft - IW) carried out every three years since 1992. It is based on a representative sample of enterprises in the chambers of industry and commerce, the chambers of crafts and the chambers of agriculture. The sample is drawn anew for each survey;
- German survey in the context of the EU CVTS I and II (1994 and 1999).

The results of various studies differ but provide evidence for structurally comparable trends. The differences result mainly from different definitions of the variables examined. According to the CVTS 67% of enterprises offer courses which 36% of employees participate in (2003). In terms of sector, participation rates vary. In the CVTS, courses are distinguished from other types of CVET (e.g. information events, job rotation and quality circles). In the surveys of the Institute for Business Research, training is distinguished according to internal courses, information events, external courses and retraining measures.

COLLECTIVE AGREEMENTS

There are a large number of collective agreements that contain training provisions (often in conjunction with other issues requiring regulation such as industrial safety and environmental protection, personnel and skills development, company and work organisation, etc.)

The Collective Agreement on Training (*Tarifvertrag zur Qualifizierung*, TVQ) in the metal and electricity industry, in effect since 1st September 2001, has led the way. In that agreement, continuing in-company training is defined as qualification measures which serve to enable employees to:

- understand the constant development of specialised, methodological and social knowledge in the context of one's own field of work (maintenance qualification);
- to meet the new requirements in one's own field of work (adaptation qualification);
- to assume another, equally skilled or higher skilled task.

In addition to the collective agreements on sectoral/regional level there are a large number of agreements at company level (287 in the late 1990s as documented by the Hans Böckler Foundation cf. Heidemann 1999).

TRAINING LEAVE

Land laws allow for about one week's educational leave per year for continuing training. During this period, the employer is obliged to continue to pay wages. However, these regulations (many of which were concluded in the 1970s) are seldom taken advantage of: participation is about 1%.

MEASURES TO SUPPORT TRAINING IN SMEs

A number of funding programmes for small and medium-sized enterprises (for which there is no nationwide definition) exist in which training measures, among other activities, play a role.

Federal government support for SMEs is provided by the Federal Ministry of Economics and Labour which funds efforts to develop joint vocational training centres into centres of excellence. The purpose is to boost the innovative capabilities of SMEs and support work to translate research findings into marketable products and usable production processes. The Ministry also funds information and training activities for SME employers and managers and for persons starting up a business.

A number of *Länder* also provide funding for training targeted at SMEs (see the detailed thematic analysis on CVET for more detailed information).

0505 - CVET AT THE INITIATIVE OF THE INDIVIDUAL

Individuals take part in CVET primarily to expand their skills and develop their personalities as well as to safeguard or improve their occupational situation.

In 2002 the total individual cost of CVET, that is, the direct and indirect costs taken together, amounted to € 723 per participant per annum. Subsidies from the Federal Employment Agency (*Bundesagentur für Arbeit* – BA) accounted for just under 1/3 of this cost, averaging € 221. The remaining costs (€ 502 per participant per annum) express

the actual cost burden for participants. 3-quarters of this was direct costs and 1-quarter indirect costs (direct costs comprise, e.g. fees, learning supplies, etc. whereas indirect costs include loss of income while participating in CVET).

The figure attached shows how the total costs paid by individuals are distributed between in-company and out-of-company continuing education and training.

See below the following attachment.

[Distribution of costs](#)

06 - TRAINING VET TEACHERS AND TRAINERS

0601 - TYPES OF TEACHERS AND TRAINERS IN VET

The following table provides an overview of the types of teachers and trainers in the German VET system.

Table 1: Types of teachers and trainers in the German VET system	
TYPE OF TRAINING	TYPE OF STAFF
IVET	
DUAL SYSTEM OF TRAINING	<p>Trainers (instructors) or masters within companies (including in big companies the responsible VET managers);</p> <p>VET teachers in the vocational schools (2 categories: 1. university trained teachers for job-related theory and general education subjects; 2. <i>Werklehrer</i> (master craftsmen or technicians with additional further training) imparting practical skills).</p> <p>Instructors and trainers within transcompany training centres.</p>
SPECIAL VET FOR DISADVANTAGED LEADING TO DUAL SYSTEM DIPLOMAS	VET teachers/trainers within private institutions.
FULL-TIME VOCATIONAL SCHOOLS	VET teachers in vocational schools (see above).
LEARNING FACILITATORS	Youth workers in training schemes for the disadvantaged, training counsellors in the chambers, vocational guidance counsellors employed by the Federal Employment Agencies, etc.
CVET	
	<p>VET teachers in vocational schools.</p> <p>VET teachers/trainers of <i>Volkshochschulen</i> (adult education centres).</p> <p>VET teachers/trainers within CVET institutions (state recognised or not) or freelance individuals.</p> <p>Company employees concerned with CVET.</p>

IVET TEACHERS AND TRAINERS

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

- On-the-Job trainers are subject to the industrial world and are vulnerable to economic developments and dismissal;
- Teachers are subject to the non-profit educational world with a lifelong job guarantee and with salaries not based on achievement considerations.

Other distinctions can be made at the following levels.

Table 2 IVET teachers and trainers	
TRAINERS	
NUMBERS	In commerce and industry, agriculture, the public sector, the liberal professions and home economics about 530 000 trainers are registered with the competent bodies (chambers).
FORMAL QUALIFICATION	A master craftsman diploma or qualification in an appropriate recognised occupation (for non-craft occupations) is considered evidence of specialist qualification. Proof of ability for on-the job training is also required.
LEGISLATION GOVERNING THEIR ACTIVITIES	Vocational Training Act and Ordinance on Trainer Aptitude (<i>Ausbilder-Eignungsverordnung – AEVO</i>) which has been suspended in 2003 for 5 years.
TYPE OF WORK CONTRACT	Private employee or owner
SALARY	Is subject to collective bargaining; if the owner is also the trainer his income depends on the benefits of the firm and what he/she takes out as personal income.
TEACHERS	
NUMBERS	In 2000 there were 141 547 VET teachers. 59.1% men and 40.9 % women (32.2% of women teachers worked part-time and 9.1% of men).
FORMAL QUALIFICATION	VET teachers: Higher Education diploma. <i>Werklehrer</i> (practical skills teachers): master craftsman or skilled employee plus a 1-year course at a <i>Fachschule</i> (CVET school).
LEGISLATION GOVERNING THEIR ACTIVITIES	<i>Länder</i> school Laws.
TYPE OF WORK CONTRACT	Teachers occupy posts as civil servants (<i>Beamte</i>) or as public employees (<i>Angestellte</i>). They normally teach the full teaching load which can be reduced by up to 50% according to the regulations applicable in the <i>Land</i> concerned. Dismissal of teachers is almost impossible. Early retirement has become a rule.
SALARY	Teachers are paid in accordance to the tariffs laid down in the Collective Agreement for Salary Earners in the Public Service (<i>Bundes-Angestelltentarifvertrag BAT</i>).

In 2003, as a means to stimulate provision of training by industry, the Ordinance on Trainer Aptitude (*Ausbilder-Eignungsverordnung* - AEVO) was suspended for 5 years. In its § 23 the Vocational Training Act (*Berufsbildungsgesetz* - BBiG) still stipulates that the competent bodies (chambers) must consider trainers' aptitudes.

CVET STAFF

Germany has a differentiated CVET system with various organisational structures and forms of funding. As a result CVET staff has quite different qualifications. Important initiatives concerning initial and further training of CVET staff are:

- the extension of university courses to qualify CVET staff;
- the Federal Ministry for Education and Research (BMBF) has supported the professionalisation of adult education through various projects including: job induction courses for full-time employees in adult education institutions (*Berufseinführung für hauptberufliche Mitarbeiter/-innen in der Erwachsenenbildung*), the SELBER project on the introduction of new learning cultures in adult education;
- the Federal Ministry for Economy and Labour has drafted a list of competencies that persons who are trainers/teachers in CVET schemes financed under Social Code III should have.

OTHER LEARNING FACILITATORS

Youth workers in training schemes for the disadvantaged are also employed in schools within the framework of school social work (*Schulsozialarbeit*).

Training counsellors of the chambers are mentioned in the 1969 Vocational Training Act which stipulates their presence in the 480 decentralised regional chambers of industry and commerce or crafts. They advise trainees and employers on all problems connected with training, e.g. the training occupations to be considered, how training should be structured, the use of training aids, and educational, psychological and legal questions. Their training is not regulated although they usually are university graduates with a diploma in educational sciences or in social, youth and community work.

Careers guidance counsellors work in the Federal Agency for Employment (*Bundesagentur für Arbeit* – BA) which is the most important provider of careers guidance. They visit schools, run class talks, and provide small-group guidance and short personal interviews in the penultimate year of compulsory schooling. School classes are taken to the Agency's career information centres (*Berufsinformationszentren* - BIZ) where they are familiarised with the centre's facilities; they can subsequently re-visit the centre and book longer career counselling interviews at the local employment agency.

0602 - TYPES OF TEACHERS AND TRAINERS IN IVET

Table 1: IVET trainers		
TYPE OF TRAINING	TYPE OF STAFF	WORK PLACE
DUAL SYSTEM	Trainers (instructors) or masters within companies (including in big companies the responsible VET managers).	Companies
DUAL SYSTEM	Instructors and trainers within trans-company training centres.	Training centres usually run by the chambers.
DUAL SYSTEM	VET teachers in the vocational schools, two categories: (1) university trained teachers for job-related theory and general education subjects; (2) master craftsmen or technicians with additional further training (<i>Werklehrer</i>) imparting practical skills.	Part-time vocational schools (<i>Berufsschule</i>).
SPECIAL VET FOR DISADVANTAGED (AND DISABLED) LEADING TO DUAL SYSTEM DIPLOMAS.	VET teachers/trainers (see above).	(private) training institutions offering special training courses for disadvantaged or disabled youngsters.

Trainers in training enterprises are those responsible for training as well as contacts between enterprises and careers guidance services, vocational schools, training centres, vocational training support bodies (chambers, associations, organisations, authorities) and the trainees' parents. A trainer can be:

- the recruiting employer (the provider of training); or
- a person expressly engaged or appointed for this purpose (the trainer).

Only people with the personal qualities and occupational aptitude are allowed to work as trainers. Details are contained in the Trainer Aptitude Regulations. Trainers are registered with the responsible body (i.e the competent chamber).

There is no legal definition of what constitutes a trainer the Vocational Training Act only regulates training activities. As a result there is neither a protected occupational title nor an occupational profile as training generally forms part of the work process and is, therefore, subject to very different structures. The overwhelming majority train part-time, and not full-time. There are significant differences between enterprises with regard to staff involved in training.

In a small (craft) enterprise, the owner is mainly responsible for vocational training. Very often, however, s/he will delegate responsibility to individual skilled workers. A training plan is set-up by the owner or an experienced staff member which may contain internal assessment procedures and takes in account the demands of the final examination organised by the chamber.

In a large enterprise, training is organised by a training unit that is often subordinate to the personnel department. A head trainer is usually in charge of such a unit – they would not normally provide training themselves. Full-time trainers are employed to provide systematic basic training (including theoretical background) in apprenticeship workshops. The training unit develops and implements the training plan and training curriculum (as well as internal assessment procedures) to prepare trainees for the final chamber examination.

PRE-SERVICE TRAINING FOR IVET TRAINERS

Pre-service training for trainers is provided in the framework of CVET. Individuals that want to become a trainer have to prove evidence of preceding work experience and vocational training. The content of training for in-company instructors is laid down in the Ordinance of Trainer Aptitude (*Ausbilder-Eignungsverordnung - AEVO*). It is usually provided in courses taken alongside full-time employment with a total duration of 120 hours. Participation is a means of preparing for the instructor aptitude examination but is not compulsory.

IN-SERVICE, CONTINUING TRAINING

There is no obligation for IVET trainers to participate in CVET. There are, however a number of in-service courses on offer.

PLACE OF WORK	TYPE OF OCCUPATION/TRAINING
VOCATIONAL SCHOOL (PART-TIME OR FULL-TIME)	VET teachers with a university diploma (<i>Lehrer an beruflichen Schulen</i>) Among them: VET teachers at industrial VET schools; VET teachers at commercial VET schools; VET teachers with other specialisations.
VOCATIONAL SCHOOL (PART-TIME OR FULL-TIME)	Teachers imparting practical skills (<i>Werklehrer, Fachlehrer</i>).

Teachers at vocational schools are responsible for the school part of vocational training. They hold part-time courses in their respective subject fields and assess the performance of their students (apprentices) participating in the dual system. Courses are based on curricula defined by the *Länder* authorities. Experienced teachers may be promoted to become *Fachleiter* (senior teachers) in their subjects where they can also take part in school management and develop the curriculum within the boundaries provided by the central *Länder* authorities. VET teachers can be divided into 2 groups:

- teachers giving theory and general job-related lessons;
- teachers giving practical lessons (*Werklehrer*) e.g. in school workshops, builder's training yards, business training offices, school kitchens, laboratories, demonstration workshops.

The theory teachers' task at part-time vocational schools is to impart general knowledge and provide their students with the basic theoretical knowledge necessary for practicing an occupation. They give lessons in their area of speciality, for instance, in the case of construction, woodworking and plastics technology. It is often the case, however, that they also have to familiarise themselves with subjects for which there is no academic course of study (e.g. product analysis for retail traders). Vocational school teachers also give general lessons (e.g. in German). During teacher training they can (or are even obliged to) obtain a teaching qualification in general subjects.

Practical skills teachers' (*Werklehrer*) prime task is to supplement the practical vocational training in the enterprise. A further key activity is their involvement in preparing and carrying out experiments as part of, or as a supplement to, theoretical lessons.

PRE-SERVICE TRAINING FOR IVET TEACHERS

This depends on *Länder* regulations. The structure of pre-service training for all teachers comprises two phases:

- the first phase is organised in higher education where admission is based on upper secondary diploma (higher education entrance qualification - *Hochschulreife*) acquired after attending school for 12 or 13 years and passing the *Abitur* examination and specific additional admission procedures (*Numerus Clausus*). This first phase concludes with a final exam (first state examination – *Staatsprüfung* - or an equivalent diploma);
- admission to the preparatory service (*Vorbereitungsdienst*) depends on the acquisition of the exam or diploma during the first training phase. The preparatory service combines work and training in a training school and a teacher training institution. In the training school the future teacher is supervised by a mentor. The second phase leads to the second state examination.

IN-SERVICE, CONTINUING TRAINING

The goals are laid down by most *Länder* in their teacher training legislation or school legislation. Other details about organisations which provide in-service teacher training and about applications, admission and release from teaching duties for attendance of courses are regulated by directives.

In-service training courses usually take place in the form of seminars. There are also study groups, conferences, study trips and colloquia. In-service training is also available as distance learning courses. It usually takes place in the afternoons or evenings. It is not the same as further training, which enables teachers to teach another subject or in an additional special field. Courses for further teacher training culminate in a supplementary

examination (*Erweiterungsprüfung*) to the first state examination. Below this level there are further training courses which lead to a teaching permit which allow teachers to teach a certain subject or at a certain type of school. Many further training courses serve to prepare teachers for special responsibilities (for example, work as a counselling teacher). Further training usually lasts for a longer period.

0603 - TYPES OF TEACHERS AND TRAINERS IN CVET

In Germany there is a wide variety of staff acting as teachers or trainers in CVET. Their formal qualifications range from none to a university diploma, their occupational status from retired or unemployed to qualified employees in training institutions. No common standard exists of what constitutes a CVET teacher/trainer.

Table 1: Providers of CVET	
PLACE OF WORK (MOST IMPORTANT PROVIDERS OF CVET)	TYPE OF OCCUPATION
Private or public VET schools	Teachers (see IVET)
State CVET institutions, i.e., colleges of continuing education sponsored directly by the state, which offer provision for public employees. The most significant of these are the in-service training courses for teachers run by the <i>Länder</i> .	Teachers
Community adult education centres (<i>Volkshochschulen</i>): these exist throughout the country.	Unpaid volunteers; People that teach a few hours aside from their normal job (often school teachers); Free-lance workers that sell their courses on a commercial basis.
Chambers of industry and commerce, and of craft trades and agriculture, which offer a broad range of CVET and contribute particularly to the professionalisation and training of the workforce by recognising qualifications.	Subject specialist with varied specific educational qualification (full-time, part-time, freelance)
Company-based CVET. Many large companies have built up their own internal training centres.	Company employees (full-time, part-time or volunteer)
The two large trade union umbrella organizations: the German Federation of Trade Unions (DGB) and the German Public Employees' Union (DAG), maintain the largest institutions of vocational continuing education.	Subject specialist with varied specific educational qualification (full-time, part-time, free-lance)
Commercial CVET institutions, whose number and range of provision have grown considerably. They target those who can pay, particularly in the areas of foreign language teaching and data processing, and take an active part in competing for public funds, notably under the Employment Promotion Act.	Employees and free-lance subject specialist

Institutes of distance education.	Employees and free-lance subject specialist
The Work and Life association (<i>Arbeit und Leben</i>), a cooperative grouping of community adult education centres and trade unions, which is divided into <i>Länder</i> branches and offers a wide range of political and vocational education.	Employees and free-lance subject specialist
Residential adult education centres and other education centres offering accommodation, which are run by a variety of sponsors but have a particular educational identity, and are grouped together in the Association of German Education Centres (AdB). They mainly offer intensive courses lasting one or two weeks.	Employees and free-lance subject specialist
Training organisations of the various economic sectors, which organize vocational and industrial continuing education, especially in SMEs.	Employees and free-lance subject specialist
Higher education institutions, which have an obligation to CVET under the Basic Higher Education Act. Some 30 higher education institutions and vocational higher education institutions have their own CVET centres. Many offer CVET in cooperation with other providers, trade unions and employers.	Teacher

PRE-SERVICE TRAINING FOR CVET TRAINERS AND OTHER LEARNING FACILITATORS

A person teaching or training in CVET is normally referred to as Dozent: the terms teacher (*Lehrer*) and trainer (*Ausbilder*) are not used in CVET. Therefore it is not possible to provide separate information on CVET trainers or teachers.

PRE-SERVICE TRAINING FOR CVET TEACHERS

There is no specific pre-service training for CVET teachers and trainers. The persons or institutions are offering CVET on an unregulated market.

IN-SERVICE, CONTINUING TRAINING AND DEVELOPMENT FOR CVET TRAINERS, TEACHERS AND LEARNING FACILITATORS

There are no regulations concerning in-service training and continuing training for CVET teachers and trainers.

07 - SKILLS AND COMPETENCE DEVELOPMENT AND INNOVATIVE PEDAGOGY

0701 - MECHANISMS FOR THE ANTICIPATION OF SKILL NEEDS

The modernisation of training occupations is an ongoing process to develop new, flexible elements for in-company training and to integrate key qualifications into all training courses. There are currently 343 state-recognized training occupations which are updated regularly and adapted to economic and technical/technological changes. These training regulations are the legal basis for the implementation of company-based vocational training.

23 occupational profiles were created in 2005, five in new training occupations, the remaining were updated profiles. Half of all young people are undergoing training in these modernized or new occupations. To give another example, on 1st August 2006, new training regulations entered into force for 21 occupations.

Training regulations are issued and changed via legal ordination by the Federal Ministries responsible for VET. However, the creation of new training regulations and the updating of existing regulations is a multi-stage process in which the representatives of the social partners and the *Länder* are heavily involved. The Federal Institute for Vocational Education and Training (*Bundesinstitut für Berufsbildung - BIBB*), in collaboration with experts nominated by the social partners, has fundamental overall control for the development of the draft training regulations which have to be coordinated with the outline curriculum (*Rahmenlehrplan*) of the Secretariat of the Standing Conference of the Ministers of Education and Cultural Affairs of the *Länder* (*Sekretariat der Ständigen Kultusministerkonferenz der Länder - KMK*). The training regulations especially comprise the following data: designation of the occupation; duration of traineeship; specialisations; and important training content. New training regulations normally enter into force on 1st August of the following year, to coincide with the beginning of a new training year. The training regulations, the outline curriculum and the training profile are published in the Federal Gazette (*Bundesanzeiger*).

The prerequisite for this process is an in-depth knowledge of occupational developments to determine the required qualification alterations. Several research institutions carry out pilot surveys on the development of an early identification system. Different tools have been tested to determine qualification requirements, such as: job advertisements analysis; company surveys; and recording and analysing further training offers. A reference system for training providers has been created so that they can assess their training against new qualifications developments.

0702 - BRIDGING PATHWAYS AND NEW EDUCATIONAL PARTNERSHIPS

One of the Federal Government's core objectives is to improve the permeability of educational pathways within the VET system, thereby improving access to the various educational routes. The transition routes from VET preparation to VET itself and from initial to continuing or upgrading training need to be flexible and more closely linked. The possibilities to gradually upgrade within the system of CVET have to be extended and the access of qualified workers to university study courses must be opened up (source: Report on Vocational Education and Training for the Year 2005, Federal Ministry of Education and Research, pp. 15).

FRAMEWORK OF PREPARATION FOR VOCATIONAL EDUCATION AND TRAINING

The Second Modern Services on the Labour Market Act (*Zweites Gesetz für moderne Dienstleistungen am Arbeitsmarkt – Hartz II*) of 1st January 2003, enshrined the idea that VET preparation was as an independent part of vocational training. Under these new

statutory provisions, the core of VET preparation courses are qualification modules, i.e. learning units of limited duration offering specific content according to training regulations for a recognized occupation. Young people participating in VET preparation courses receive a certificate for the qualification modules completed: details are spelled out in the regulation on certification of basic vocational skills within the framework of VET preparation courses (*Rechtsverordnung über die Bescheinigung von Grundlagen beruflicher Handlungsfähigkeit im Rahmen der Berufsausbildungsvorbereitung - BAVBVO*).

By incorporating VET preparation, companies can for the first time offer qualification modules of their own and can qualify young people for recognised occupational activities.

CREDIT POINT SYSTEM OUTSIDE THE HIGHER EDUCATION SECTOR

One way to improve the permeability of the higher education system is the credit point system designed to accumulate and transfer credit for successfully completed coursework and examinations. This was introduced under an amendment of the Framework Act for Higher Education (*Hochschulrahmengesetz – HRG*) of 20th August 1998. This system is being developed along the lines of the European Credit Transfer System (ECTS).

In future, the credit points system could be used for skills acquired through informal learning. To this end, on 28th June 2002 the Standing Conference of the Ministers of Education and Cultural Affairs of the *Länder* discussed the possibility to accredit skills and competences gained outside the higher education sector. For the current time this arrangement only applies to skills acquired through other formal learning venues which can then count towards entrance to higher education. Individual higher education institutions have the discretion to assign credit points earned elsewhere.

0703 - RENEWAL OF CURRICULA

DEVELOPMENT OF NEW OCCUPATIONS/CURRICULA

The development of new state-recognised occupations is subject to VET standards based on a number of resolutions by the Main Board (*Hauptausschuss*) of the Federal Institute for Vocational Education and Training (*Bundesinstitut für Berufsbildung - BIBB*). Development follows three stages:

- preliminary: the occupational characteristics for the respective training standard are investigated and determined;
- development and adjustment: the contents of the standard and the curricula (company and school) are developed;
- issuing: the responsible Federal Ministry issues the training regulations while the cultural ministers of the *Länder* pass the curriculum to the part-time schools (*Berufsschulen*).

Co-operation between government and social partners is a key element for all standard setting. Employers and trade unions jointly formulate the employment requirements for the standard. No regulations concerning initial or further vocational training may be issued against the declared will of either of the 2 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* can be altered on application from public or private education bodies or by registered associations. Draft documents are drawn up by the Ministers of Education of the *Länder* which should reflect a demand for a new qualification. The final draft is published by the Minister of Education of the *Land* as a ministerial decree.

A NEW PARADIGM FOR THE CREATION OF VOCATIONAL PROFILES

Over the past decade, a new generation of training regulations has emerged to reflect new training content and new examination concepts. More sector-specific qualifications have emerged with a range of modules. This allows students to choose from a wider range of options and then to specialise as they progress. The modular concept also creates a better link between initial and continuing training.

RENEWAL OF EXISTING OCCUPATIONS/CURRICULA

The revision and modernization of qualification profiles are an ongoing task in VET policy. In the period 1996 to 2006, the Federal Government, the Federal Institute for VET (BIBB) with collaboration from the *Länder* (responsible for the school-based element) and social partners have updated or created 274 occupational profiles.

08 - ACCUMULATING, TRANSFERRING AND VALIDATING LEARNING

0801 - VALIDATION OF FORMAL LEARNING: GENERAL CONCEPTS AND SCHEMES

The responsibility for validating/accrediting qualifications is determined on a national basis: the federal government is responsible for setting the legislative framework for higher education and for qualifications from non-institutional IVET and CVET. Individual *Länder* are responsible for school, vocational school and higher education qualifications. 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 *Länder* co-ordination is the Standing Conference of Ministers of Education and Cultural Affairs (*Kultusministerkonferenz* - KMK). All their decisions must be unanimous and they have the character of recommendations which must be implemented into *Land* law by the responsible ministers. In most areas of the school and higher education system, cooperation within the KMK has led to uniform and comparable developments in the design and accreditation of qualifications.

IVET qualifications 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 accredit the school component (training in part-time vocational schools) based on an agreement between them and the Federal Government. Formally, responsibility for adapting qualifications lies with the Federal Government although social partner opinion carries considerable weight.

Advanced vocational qualifications (*Meister, Fachwirt*, etc.), which are governed by federal law, are also subject to a formal procedure. 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, social partner experts are commissioned, with the Federal Institute for Vocational Education and Training (BIBB) to elaborate a new draft.

For qualifications organised at chamber level, the regional chamber decides on accreditation criteria. However, in some cases, individual regulations vary considerably. Where regulations are of supra-regional importance, they must be harmonised in accordance with federal law.

All in all, it is the vertical progression through the qualifications system which has prevailed. Thus the *Abitur* is the admission requirement to study for 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. Part of the reason is that qualifications at a higher level are very prescriptive and therefore not very flexible. As mentioned, 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. While there are some equivalences at upper secondary level for vocational and general qualifications, at higher levels they are more limited.

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

Traditionally qualifications are awarded on passing a final examination. Non-formal and informal learning may count towards eligibility to enter the final examination in the dual system. For admission to a vocational school or eligibility to enter a Meister examination, work experience is a necessary condition. Mechanisms to accredit prior learning are of relatively minor importance.

With the shift towards more open and flexible learning paths these mechanisms are gaining ground. Until recently, the main scheme was the external examination (Externenprüfung) whereby candidates for the dual system vocational examination could gain access through having sufficient work experience in the relevant trade. The competent agencies, generally the Chambers of Industry and Commerce and the Crafts Chambers, are responsible for admissions to the examination.

In CVET, more weight is given to certified qualifications acquired through the work process. For IT occupations, training profiles have been developed which can be achieved through the work process: specialist, operative professional and strategic professional. Since 2003, the agency Cert-IT certifies personnel on the basis of international standards for the 29 specialist profiles. With this process in the IT sector, Germany is treading new paths with regard to both curricula and certification.

A large number of other approaches to identifying and documenting non-formal and informal learning for various target groups are currently being developed and tested. The following projects and instruments are examples.

QUALIPASS AND CAREER CHOICE PASSPORT

QUALIpass has been developed in several *Länder* and combines outside assessment of practical activities of school boys and girls in clubs, enterprises, etc. with a coaching concept. The career choice passport 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*).

ENTERPRISE WORK ASSESSMENTS

At the enterprise level, the skills informally acquired at work and in one's vocation are registered mostly in work certificates. These are outside assessments and give a general insight into the skills of the employee by listing the predominant tasks and activities and an evaluation. Assessment procedures are used within the framework of overall personnel work and development but are only valid within an enterprise.

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 Agency (*Bundesagentur für Arbeit* - BA) by its employment offices pursuant to the Social Code III (*Sozialgesetzbuch III* - SGB III). The agency provides vocational guidance to both young people and adults. It is also obliged to provide vocational orientation to prepare schoolchildren for choosing a profession and lead them into vocational guidance.

Vocational guidance and orientation services are carried out by counsellors. They receive their training at the Federal University of Applied Sciences, Labour Management Department in Mannheim.

VOCATIONAL GUIDANCE FOR YOUNG PEOPLE

The goal of the vocational guidance service for young people is to support them in their transition from school to training and employment and to enable them to exercise this fundamental right consciously and autonomously.

The employment services offer various guidance services. Assessing inclination, suitability and performance of young people and balancing this against the available employment opportunities are part of the consultation. The focus is on individual counselling in which parents can also participate. The counselling talks can take place via phone, during open consulting hours, at school or in the employment office, and also on request by prior appointment. In 2003/2004, the vocational guidance service of the employment services gave advice to 2.09 million people.

As well as giving vocational guidance, employment offices are supposed to prepare young people for choosing a vocation by providing vocational orientation. This takes place in various ways by giving:

- information material about vocations and courses of study;
- media packages preparing for choosing a vocation;
- opportunities to inform oneself in the careers information centres (*Berufsinformationszentren* - BIZ); and
- vocational orientation as group talks in schools, parents' conferences, exhibitions about vocations, lecture events as well as by participating in company tours and company traineeships.

General education schools also have to prepare students for vocational choices in the context of introduction to the world of work classes. Since classes vary between Länder, co-ordination between the school and the employment office is particularly necessary.

VOCATIONAL GUIDANCE FOR EMPLOYERS

The SGB III placed special emphasis on counselling for employers with the introduction of labour market counselling. In 1998 the Training Opportunities Information Service (*Ausbildungsstellen-Informationen-Service* - asis) was set up. This information system was available free of charge in employment offices and on the Internet for those seeking advice and training opportunities. The number of nationwide offered in-company training places averaged about 200 000. On December 2003 it was replaced by the Virtual Labour Market (*Virtueller Arbeitsmarkt*, www.arbeitsagentur.de) which offers the users additional possibilities, e.g. the search according to predefined profiles.

0902 - TARGET GROUPS AND MODES OF DELIVERY

Vocational guidance provided by the Federal Employment Agency (*Bundesagentur für Arbeit* - BA) is meant as a career counselling service for the whole of one's working life. This includes 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 vocational guidance are:

- young people in general-education and vocational schools;
- parents and teachers;
- students and graduates of higher education;
- employed people, unemployed people, people seeking advice on returning to occupational life after a family rearing phase;
- people with disabilities;
- employers and companies (filling jobs and training positions, promoting employment, in-company IVET and CVET).

Vocational orientation includes measures such as lectures, group information in schools and for unemployed people, seminars, information exchanges, parents' events, vocational information afternoons, and talk in the careers information centres (*Berufsinformationszentren* – BIZ).

School discussion is a mandatory event two years prior to leaving school and establishes contact between young people and vocational guidance services. To supplement 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 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, and choice of a profession for young women, and discontinuation of studies. In events for teaching staff and trainers, emphasis is placed on close co-operation with schools, universities and businesses.

Increasingly, people are taking advantage of vocational guidance services not only when first choosing a career but in the following life phases as well. The proportion of guidance-seekers with specific problems is increasing, especially among young people with a migrant background, dropouts from education and training, and those changing their studies.

Vocational training placements are one of the statutory tasks of the vocational guidance service. Close co-operation with enterprises and the chambers is a central prerequisite for this task.

Table 1: Services of vocational guidance, in the reference year 2002/2003	
CONSULTATIONS FOR ADVICE-SEEKERS	2 132 780
COUNSELLING TALKS CONDUCTED	3 244 581
APPLICANTS FOR TRAINING PLACES CARED FOR	719 600
TRAINING PLACES REPORTED FOR INDIVIDUAL PLACEMENT	546 700
PARTICIPATION IN FAIRS, JOB FAIRS ETC.	ca. 6 000
VOCATIONAL ORIENTATION MEASURES	ca. 230 000
PSYCHOLOGICAL ASSESSMENTS AND STANDARDISED APTITUDE TESTS	145 285
MEDICAL ASSESSMENTS	33 225

Source: *Amtliche Nachrichten der Bundesagentur für Arbeit (Federal Employment Agency), Sonderheft "Berufsberatung 2002/2003", 2004*

Another task of the vocational guidance service is to promote VET for a variety of target groups. Other services provided include:

- Careers information centres (*Berufsinformationszentren* - BIZ): there are 181 centres at the employment offices and 32 mobile centres. There are also internet centres which have been opened. These centres allow people to seek their own information.
- Virtual Labour Market (*Virtueller Arbeitsmarkt*, www.arbeitsagentur.de) for free of charge Internet searches on vacancies.
- European vocational guidance centres (*Europäische Berufsberatungszentren – EBZ*): the European dimension has an ever-increasing role to play in vocational guidance and there are 24 European centres which provide information and advice for mobility in education, training

and studies for domestic and foreign guidance-seekers.
The EBZ work closely with corresponding facilities in partner-countries within the Euroguidance network.

0903 - GUIDANCE AND COUNSELLING PERSONNEL

There is only one academic course for training vocational guidance counsellors in Germany (established in 1972 between the Federal Employment Agency - *Bundesagentur für Arbeit* – and the university of Mannheim). The course leads to the vocational qualification to provide counselling services. The qualification involves not just science-based expertise but also personal development (e.g. competences in problem-solving, participation in decision-making and the ability to work in a team).

The course lasts for 36 months and is split between study and job practice (sometimes abroad) in employment offices. Admission requirements are a high school diploma or Higher National Certificate, completion of vocational education and training and at least 2 years of practice outside the Employment Agency. On completion, students receive a (college) diploma and career entitlement for the senior public service with the Agency.

The current curriculum focuses strongly on the core tasks of vocational guidance counselling. 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 future vocational guidance counsellors in the senior service levels (for graduates and college students), there is a trainee programme lasting 9 months. The participants must already have a university degree. This programme consists of three practice phases in the employment office (28 weeks altogether) and 5 seminars (2 weeks each) in the leadership academy of the Agency (10 weeks altogether).

10 - FINANCING - INVESTMENT IN HUMAN RESOURCES

1001 - BACKGROUND INFORMATION CONCERNING FINANCING ARRANGEMENTS FOR TRAINING

Financing of VET in Germany is spread across many stakeholders.

- The Federal Ministry for Education and Research funds inter-company training centres, and financially supports the creation of additional training places and training personnel mostly in eastern *Länder*. The Ministry gives grants to IVET students as well as for advanced training and adult education. It funds VET research and pilot projects, modern equipment and media for vocational schools, student exchanges and marketing activities.
- The Ministry of Economics funds inter-company training centres, additional training places and continuing training for SMEs.
- The Federal Labour Office funds a range of tasks including: career guidance; training schemes for people with special needs (handicapped, migrants, otherwise disadvantaged); training in employment; and advanced vocational training. It funds grants to participants as well as institutional subsidies.

- The *Länder* ministries (Ministries of Labour, Economics, Education, or of Cultural Affairs) decide on financial support for enterprise-based training (additional training places when no places are available). The Ministries of Education/Cultural Affairs fund IVET and CVET in schools, i.e. salaries of teaching personnel. They also pay grants for students in initial and for adults in advanced training.
- Local governments fund vocational school facilities, equipment, media as well as non-teaching personnel. They fully fund adult education centres (*Volkshochschulen*).
- Companies voluntarily fund in-company training and continuing training (personnel, facilities, remuneration of apprentices). Collective sectoral funds exist in a few sectors, such as in construction. The collective agreement of 1976 requires every employer to contribute 2.8% of the gross wages and salaries of their workers into an equalisation fund.

There is a clear trend towards more public funding of VET especially for schemes to improve employability but also to increase the supply of training places. For example, the Federal Ministry of Education and Research set up the programme Jobstarter – training for the future which provides nationwide funding for innovations in VET. The main aim is to increase training supply for in-company places for young people, by encouraging enterprises back into provision, by providing support for enterprises new to training provision and by encouraging those enterprises that do provide places to assess if they could provide more. The Ministry will provide € 100 million for 2005/2010, which are co-financed with ESF funds.

The Federal government has also launched funding programmes for modernising equipment in vocational schools and for e-learning as well as providing more money to promote advanced vocational training through individual grants

1002 - FUNDING FOR INITIAL VOCATIONAL EDUCATION AND TRAINING

Mixed financing exists for both IVET and CVET. In IVET the government finances education at vocational schools while enterprises (and public administration for those occupations) finance the in-company part of vocational training. IVET students attending schools only are fully publicly financed.

Table 1: 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%
COMPANIES	14 700	73%

Source: BIBB

FUNDING APPRENTICESHIP (COMPANIES/PART-TIME VOCATIONAL SCHOOLS)

Individual enterprises remain the dominant source of funding for in-company training although this is increasingly being supplemented by forms of inter-company funding, sector training funds and other forms of cooperative financing as well as many various direct and indirect transfers of public funds.

Alternative forms of in-company training:

- inter-company training centres: provide training which cannot be provided by a single firm. They are run by Chambers and other organisations of industry. Training is financed by 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 funding sources are subsidies from federal and *Länder* governments, and grants and loans from the Federal Labour Office. Federal and *Länder* governments share subsidies to investment and current operating costs.
- training co-operatives: these also provide training which cannot be provided by a single firm. There are various different models. In the model central enterprise with partner enterprises, the central enterprise usually pays the largest item (trainee remuneration) while 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 costs of training within the cooperative. In the training cooperative, 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, 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.

FUNDING SCHOOL-BASED IVET (FULL-TIME VOCATIONAL SCHOOLS)

The historically rooted distinction between internal and external school affairs in the public school system has meant 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 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 municipalities.

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

The main participants in the funding of CVET are enterprises, the government and individuals.

Please see the following attachment.

Financial flows of CVET

- Private companies cover the costs of in-company CVET, i.e., the measures they take for their employees (see below).
- Federal, *Länder* and local governments allocate resources in their budgets for CVET mostly for those employed in the public sector (there are also federal supported programmes – see below).
- The Federal Employment Agency (*Bundesagentur für Arbeit* -BA) supports CVET particularly for unemployed people and those threatened with unemployment. Their budget is funded with monies contributed by employees and employers to the unemployment insurance fund, supplemented by tax revenues.
- Individual participants in CVET often assume a part or all of the costs, especially for out-of-company continuing education. Participants often share the costs of in-company CVET as well. Thus there is a system of mixed funding for many types of CVET.

CVET funding from the Federal Employment Agency has been cut sharply and is now largely confined to unemployed persons. Longer-term courses for upgrading training are now supported mostly through a loans system under a different body. For in-company CVET, enterprises increasingly provide and fund measures only when there is a specific need. At the same time the employees are more responsible for acquiring the necessary knowledge and skills, that is, ensuring their own employability.

More personal initiative in CVET is expected initiative with employees obtaining it at their own expense and in their own time. Another important development has been that traditional models of learning (training courses) are increasingly supplemented and replaced by less structured forms of learning, such as computer-assisted or audiovisual learning.

OTHER FEDERALLY SUPPORTED PROGRAMMES

- Vocational Training Programme for the Highly Talented: supports talented, young, skilled employees who want to upgrade their qualifications in their occupation. Funding is also seed money for independent continuing training and promotes engagement in lifelong learning. Different

providers offer a broad range of qualifications. Grant recipients can freely choose a programme from this range. In 2005 BMBF funded 15 000 grant recipients with an annual total of € 14.6 million (Source: Annual Report 2005 of the *Stiftung Begabtenförderungswerk Berufliche Bildung – SBB*).

- Meister-BAföG: introduced in 2001 in the Upgrading Training Assistance Act (*Aufstiegsfortbildungsförderungsgesetz - AFBG*). 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.

IN-COMPANY TRAINING

Companies finance continuing training from sales revenues, interest income, income from leasing and direct State subsidies, from credits and loans in anticipation of future income and from transfer of retained earnings from previous periods. 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.

Compared to CVTS I, CVTS II showed an increase in training costs of 30% between 1993 and 1999. Total training costs were € 12.2 billion in 1999 compared to € 8.5 billion in 1993 with direct training costs of € 7.1 billion (compared to € 4.4 billion) and indirect costs of € 5.1 billion (compared to € 4.1 billion).

	TOTAL COSTS	DIRECT COSTS	LABOUR COSTS OF PARTICIPANTS
EU-25	2.3	1.4	0.8
GERMANY	1.5	0.9	0.7

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

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.

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

Participation in further training and retraining can be supported by the Federal Employment Agency (*Bundesagentur für Arbeit – BA*) through payment of a maintenance allowance and by bearing the direct costs of a training programme (course fees and

study material, as well as covering parts child care expenses for child care, transportation and accommodation).

If recipients were previously employed for a sufficient period of time, they are entitled to a cost-of-living allowance. Between 1997 and 2002, the Agency spent an average of € 6.7 million

a year on promoting individuals participation in CVET programmes. Cost of living allowances (€ 4.1 million) make up the most of this expenditure. The Agency funds training courses lasting several weeks. Between 1997 and 2002, funding more than quadrupled to € 478 million in 2002. The Agency also finances course fees and cost-of-living allowances for reintegrating disabled persons into the labour market. Between 1998 and 2001, expenditure rose from € 760 million to € 938 million (€ 449 million on course fees and € 488 million on cost of living and other allowances).

Unemployed people in skills upgrading programmes contribute to the financing of these programmes from their own income although in some cases they are eligible for Federal Employment Agency support. No reliable data on financing levels are available.

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

For (vocational) schools a process to modernise and further develop the public administration is currently underway, which aims to attain a more effective and efficient use of resources. The purpose of this process is, above all, to remove the heavily regulated use of resources by extending the financial autonomy of the schools. The possibility of schools managing their own budgetary funds has increased in recent years as a result of school-specific regulations. These reforms of school financing are currently being put into practice in many *Länder*. In some *Länder*, schools are already able to determine their own use of resources for materials within the budget allocated by the maintaining body. Initial approaches are also in place for the autonomous use of the personnel resources allocated.

On the company side we note a tendency to save costs in the field of vocational training and generally to be more economical in providing training. Since the demand of young people for apprenticeships has for some years exceeded the supply of company apprenticeships, the state has undertaken a number of compensatory promotion schemes. This has placed a substantial burden on the public budgets. The further development of the funding system will depend above all on the extent to which an adequate supply of company apprenticeships can be made available again.

Owing to the difficult training place situation, the structures of the vocational education and training funding system that have evolved, with the dominance of funding by the individual enterprises, are now being re-examined. There is controversy about the extent to which a change in the funding system of the individual enterprise could contribute to increase the supply of in-company training places. Consideration is being given to introducing a publicly administrated levy based financing, which is supposed to make it possible to have enterprises providing training and those not providing training share the costs of in-company training. If there is no appreciable improvement in the foreseeable future, far-reaching changes in the funding system cannot be ruled out.

The *Expert Commission on Financing Lifelong Learning* (www.lifelonglearning.de) which was established by the Ministry of Education and Research in 2000 is presently addressing an important task: It is attempting to develop a feasible model for endowing individuals with financial resources for education. The collective agreements and works agreements in place that provide for co-investment in education on the part of employees under certain conditions demonstrate the need for binding arrangements concerning

access and conflict resolution as well as agreements on objectives and safeguards on both sides. Thus a new type of education and training agreement is evolving at company level, one that proceeds from the assumption of shared responsibility. This approach might be adopted at societal level as well.

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

Since 2002 the German government has been implementing its Lifelong Learning for All action programme comprising various sub-programmes. The major impetus for this was drawn from the resolutions passed by the Council of Europe and the EU education ministers in 2000 and subsequent years.

Bruges-Copenhagen process: European activities under this framework such as the development of a European Qualifications Framework (EQF), a European Credit Transfer System for Vocational Education and Training (ECVET) and EUROPASS, have provided the initiative for national initiatives. For example, the EQF consultation process gave greater momentum to thinking about a national qualifications framework for Germany, including discussion of such questions as how to record informal learning and work processes, and how to describe qualifications and competencies. A question of crucial importance is how the existing occupational system, geared towards formal certificates, will relate to a competency-based system, i.e. the debate over *Beruflichkeit* (alignment with recognised occupations) and modularisation.

1102 - IMPACT OF EUROPEANISATION/INTERNATIONALISATION ON EDUCATION AND TRAINING

VOCATIONAL TRAINING REFORM ACT

The German dual system of VET is internationally well-known and respected. To maintain this, it must keep up with current and future challenges. In 2005, the Vocational Training Reform Act was passed to secure and improve training opportunities as well as to preserve the high quality of vocational training for all young people - irrespective of their social or regional background. The Act also enshrines the option to complete parts of the training abroad.

BILATERAL EXCHANGE PROGRAMMES AND THE LEONARDO DA VINCI PROGRAMME

Bilateral exchange programmes support apprentices in acquiring international qualifications. The Federal Ministry of Education and Research supports cross-border cooperation in education and training, it promotes the transparency of degrees and qualifications and fosters mobility in VET. Exchange programmes are intended to motivate young adults to spend part of their vocational training abroad.

A core element for internationalising German VET is the Leonardo da Vinci programme.

TRANSLATION OF TRAINING PROFILES

In the last few years, 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, they 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 future.

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