

Germany

Overview of the Vocational Education and Training System

2007

eKnowVet – Thematic Overviews

Title: Germany. Overview of the Vocational Education and Training System in 2007

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Abstract:

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

1. General policy context - framework for the knowledge society
2. Policy development - objectives, frameworks, mechanisms, priorities
3. Institutional framework - provision of learning opportunities
4. Initial vocational education and training
5. Continuing vocational education and training for adults
6. Training VET teachers and trainers
7. Skills and competence development and innovative pedagogy
8. Accumulating, transferring and validating learning
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: the reference year of this report is, 2006. Later editions can be viewed from December 2008 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

THEMATIC OVERVIEWS



Germany

01 - GENERAL POLICY CONTEXT - FRAMEWORK FOR THE KNOWLEDGE SOCIETY

0101 - Political and socio-cultural/economic context

Germany is a republic and a democracy; it is a federal state based on the rule of constitutional law and social justice. Berlin is both the country's capital city and the seat of government. During its founding phase, the federal republic of Germany chose to adopt 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 President is the Head of State. He is elected by the Federal Convention for a five year term of office, and is essentially responsible for functions involving representation. The Federal Chancellor is the Head of Government. Within the Federal Government, he has the authority to decide on government policy. The *Bundestag* (Lower House of Parliament) and the *Bundesrat* (Upper House) are the two legislative bodies. The *Bundestag* is elected by popular vote every four years.

Germany 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.

Unless specified otherwise in Basic Law, state responsibilities fall within the sphere of competence of the *Länder* which also have legislative power in certain areas. Furthermore, through the *Bundesrat*, the *Länder* play a part in the Federation's lawmaking and management and in European Union issues.

Educational and cultural legislation and administration is primarily the responsibility of the *Länder*. In the field of VET the Federal Government is responsible for in-company vocational training, while the *Länder* are responsible for vocational training in schools, and hence also for vocational schools. 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

Germany comprises an area of 357 046 km². On 31 December 2005, the population was 82.44 million (cf. *Statistisches Bundesamt, Statistisches Jahrbuch* 2006, p. 29). Since 2003 the population has been decreasing slightly since the immigration surplus now no longer compensates for the drop in the birth rate (cf. *Statistisches Bundesamt, Statistisches Jahrbuch* 2006, p. 34). If the birth rate remains as low, population decline will not only continue, but also accelerate in the longer term. According to the mean variant of the Federal Statistical Office's 11th (2006) coordinated population forecast (assumptions: increase in life expectancy to 83.5 for men and 88.0 for women by 2050; immigration surplus of at least 200,000 persons a year), the population will fall to 74.0 million by 2050. In parallel, there will be a marked shift in the age structure (see *Table*). The predicted decrease of young people aged 20-25 might lead to a shortage of people to work in certain regions, sectors and occupations.

Table 1: Age-specific demographic trends

	2005	2010	2020	2030

0-19	20.0%	18.3%	16.9%	16.6%
20-59	55.1%	55.4%	52.9%	47.6%
60+	24.9%	26.2%	30.2%	35.8%

Source: Federal Statistical Office, 11th Coordinated Population Forecast, 2006.

0103 - Economy and labour market indicators

In recent decades, there has been a steady decrease in economic growth rates (down from an average of 2.6% across 1981-1991 to 1.7% across 1992-2001). In 2002 and 2003, growth almost completely stagnated (*Konsortium Bildungsberichterstattung*, 2006, p. 8). Increased international competition, German reunification (1990) and the introduction of the Euro (2002) have had an impact. Following a slight recovery in 2004 and 2005, in 2006 economic growth exceeded 2% again for the first time since 2000, with 2.7% (see Table 1).

Table 1: Growth rate of GDP in real terms – percentage change compared with the previous year, 1997, 2000, 2005 and 2006

	GERMANY	EU-15	EU-25
1997	1.8	2.6	2.7
2000	3.2	3.9	3.9
2005	0.9	1.5	1.7
2006	2.7	2.7	2.9

Source: Eurostat, National Accounts, Eurostat database, 2007.

Germany has undergone a substantial shift from an industrial to a service economy. The service sector is the largest sector of the economy, in terms of both gross value added and income structure (see Table 2).

Table 2: Economic composition (GDP) and employment (active work force) by sector 2005

SECTOR	CONTRIBUTION TO GDP	EMPLOYMENT
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AGRICULTURE	0.9%	2.2%
PRODUCTION	29.7%	25.9%
SERVICES	69.4%	72.0%

Source: Federal Statistical Office, Statistical Yearbook 2006

The labour market situation has been deteriorating with a 9.5% unemployment rate in 2005 which is above the EU average. Within this figure, youth unemployment (those aged 15-24) has remained below the EU average.

Table 3: Unemployment rates in Germany, EU-15 and EU-25, 1995, 2000 and 2005 (in%)

	GERMANY				EU-15				EU-25			
	WOMEN	MEN	OVERALL	15-24	WOMEN	MEN	OVERALL	15-24	WOMEN	MEN	OVERALL	15-24
1995	10.9	5.8	8.0	14.9	12.0	8.7	10.1	21.4	:	:	:	:
2000	8.7	6.0	7.2	10.6	9.2	6.4	7.6	15.5	10.1	7.4	8.6	17.5
2005	1.3	8.8	9.5	14.8	9.0	7.1	7.9	16.8	9.9	7.9	8.8	18.6

(:) No data available.

NB: The unemployment rate is the percentage of unemployed workers in the working population.

Source: Eurostat, EU Labour Force Survey, Eurostat database, 2006.

The employment rate has remained largely unchanged in the past ten years and has risen slightly in comparison with 1995. This is due, in particular, to the increasing proportion of women in employment.

Table 4: Employment rates (among persons aged 15-64) in Germany, EU-15 and EU-25 by gender, 1995, 2000 and 2005 (in%)

	GERMANY			EU-15			EU-25		
	WOMEN	MEN	OVERALL	WOMEN	MEN	OVERALL	WOMEN	MEN	OVERALL

1995	55.3	73.7	64.6	49.7	70.5	60.1	:	:	:
2000	58.1	72.9	65.6	54.1	72.8	63.4	53.6	71.2	62.4
2005	59.6	71.2	65.4	57.4	72.9	65.2	56.3	71.3	63.8

(:) No data available.

Source: Eurostat, EU Labour Force Survey, Eurostat database, 2006.

Expenditure on educational institutions is stagnating in Germany and lies below the OECD country mean (5.3% vs. 5.9%, respectively, in 2003).

Table 5: Expenditure on educational institutions (all levels of education) as a percentage of the GDP

1995	2000	2003
5.4%	5.2%	5.3%

Source: Education at a Glance 2001 and 2006

0104 - Educational attainment of population

A high proportion of people in Germany have upper secondary level qualifications (60% in 2005 compared to an EU average of 46%, see Table 1). One reason for this is the longstanding tradition of the dual system of vocational training. For higher education, Germany approximates the EU average. The proportion of young people aged 15 to 24 with a low level of qualification was constantly below the EU-25 average in the last six years (see Table 2).

Table 1: Educational attainment of the population aged 25-64 by ISCED level, % (2005)

LEVEL OF EDUCATION			
	ISCED 0-2	ISCED 3-4	ISCED 5-6
EU-25	30%	46%	23%
GERMANY	16%	60%	24%

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, EU Labour Force Survey, online database, download date 22/11/2006

Table 2: Percentage of the population, aged 18 to 24 with at most lower secondary education and not in further education and training (2000-2006)

YEAR	2000	2001	2002	2003	2004	2005	2006
GERMANY	14.9	12.5	12.6	12.8	12.1	13.8	13.8
EU-25	17.3	17.0	16.6	16.2	15.6	15.2	15.1

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

Source: Eurostat, Labour Force Survey, NewCronos, release date 23/11/2006

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. To achieve this goal, the current priorities of VET policy relate to the key challenges that the VET system will face in the course of the next years:

- a. **Economic structural change from the industrial to the service economy** and ensuring that training places are created in growing industries such as the innovative and research-oriented sectors of the economy (e.g. in bio- and nanotechnology or microsystems engineering).
- b. **Demographic change:** the demand for training places will continue to increase until 2008 when the declining birth rate will lower demand. The number of young people aged under 20 will be 10% lower in 2010 than in 2006, and will then continue to decline (cf. *Statistisches Bundesamt, 11. Koordinierte Bevölkerungsvorausberechnung, 2006*). Demographic change will then also have an effect on VET provision and infrastructure and on teaching and training personnel working in VET. To prevent an impending shortage of skilled workers, the following topics will be on the VET policy agenda:
 - Increasing training opportunities through making better use of enterprises' existing training potential. A 3-year apprenticeship pact was concluded between the Federal Government and the central associations of German industry in 2004 to work closely with the *Länder* to effect a substantial increase in training provision and to optimise the training process and to orient it more strongly towards individual young people (cf. *Bundesregierung, 2004*). In addition, initiatives were launched to improve the supply of training places. These included the Federal Ministry of Education and Research's programme 'JOBSTARTER – für die Zukunft ausbilden' (training for the future) (www.jobstarter.de/ - see 1002) launched at the beginning of 2006 to improve regional training structures and the supply of in-company training places.

- Improving permeability across different education and training pathways. The Federal Government working with the *Länder* is developing uniform standards to enable people with vocational qualifications to access higher education. The aim is to open up access to higher education and to shorten the period of study through recognising existing qualifications. Projects and programmes include the BLK (Federal-Länder Commission for Educational Planning and Research Promotion) programme *Weiterentwicklung dualer Studiengänge im tertiären Bereich* (Further development of dual study programmes in higher education - running from 1.4.2005 to 31.3.2008) (www.blk-bonn.de/modellversuche/duale_studienangebote.htm) and the Federal Ministry of Education and Research's project *Anrechnung beruflicher Kompetenzen auf Hochschulstudiengänge* [Counting vocational competences towards programmes of higher education] (ANKOM) (running from 2005 to 2007/2008) (<http://ankom.his.de/index.php>).
 - Optimising transition management both across general and vocational education and training and from pre-vocational training and initial training. The objective is improving individual transition from one system to another to ensure that training duration is not needlessly elongated and resources are more efficiently used. By means of individual assistance, socially disadvantaged and underperforming young people can acquire a vocational qualification without unnecessary breaks and waiting loops. Further aspects are: Linkage and validation of prior learning and training; increase of the overall participation in training by migrant workers and companies; provision of qualification opportunities for young adults who have not completed school or training.
- c. **Globalisation:** since the conference of Copenhagen in November 2002, European cooperation in general education and VET is making progress. The key points stipulated to improve mobility, transparency, recognition and quality of VET systems and qualifications must be utilised to strengthen the German VET system:
- Strengthening the European dimension in VET: with the amendment of the Vocational Education and Training Act, longer periods, of up to one quarter of the training period laid down in the training directive, can now be spent outside Germany. Greater emphasis is also being placed on imparting 'intercultural competences' and language skills in the training directives and framework curricula of occupations.
 - Promotion of transparency of qualifications, information and advice: the instruments of the Europass framework (<http://europass.cedefop.europa.eu>), particularly the European CV and the Europass Certificate Supplement are being promoted and certificate supplements for all vocational qualifications will be developed.
 - Crediting and recognising competences and qualifications: the development of a European Qualifications Framework (EQF) using a few descriptors and levels to describe learning outcomes and competences is welcomed (cf. BMBF/KMK, 2005, p. 1). The principles of transparency, recognition and permeability are promoted although a national dialogue of stakeholders (Federal Government, *Länder*, the social partners) is necessary to specify how they can be achieved in Germany. Pilot projects are planned to develop a European Credit System (ECVET), for example under the Leonardo da Vinci programme.

To complement the current priorities, in 2006 the Federal Ministry of Education and Research launched a VET research initiative (www.bmbf.de/de/6201.php).

03 - INSTITUTIONAL FRAMEWORK - PROVISION OF LEARNING OPPORTUNITIES

0301 - 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 Education and Training Act (*Berufsbildungsgesetz* - *BBiG*), the Crafts Code (*Handwerksordnung* - *HwO*), and the Ordinance on Trainer Aptitude (*Ausbilder-Eignungsverordnung* - *AEVO*). The *BBiG* was reformed in 2005 to improve training opportunities for young people regardless of their social or regional origin through introducing training periods abroad and amending how to accredit prior VET.

Continuing vocational training is essentially governed by the Social Code III (*Sozialgesetzbuch III* - *SGB III*) complemented by regulations in the Works Constitution Act (*Betriebsverfassungsgesetz* - *BetrVG*) and the Protection of Young People in Employment Act (*Jugendarbeitsschutzgesetz* - *JArbSchG*).

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 Education and Training Act (*BBiG*), the Career Advancement Training Promotion Act (*Aufstiegsfortbildungsförderungsgesetz* - *AFBG*) and the Distance Learning Protection 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. 12 *Länder* have passed Laws on training leave that provide for the short-term release of employees to attend continuing training courses.

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

[Initial training and Continuing Vocational Training](#)

0302 - Institutional framework: IVET

ROLE OF THE EUROPEAN UNION

EU involvement in VET in Germany is mainly in the context of the European Commission's programme Leonardo da Vinci (part of the Lifelong Learning Programme 2007-2013). Leonardo da Vinci focuses on raising the quality and relevance of VET, and provides an opportunity for organisations to build European partnerships, exchange best practice, increase the expertise of their staff and develop the skills of learners. In Germany, the national agency Education for Europe at the Federal Institute for Vocational Education and Training (BIBB) is in charge of conducting the programme.

In Germany, the Federal Ministry of Labour and Social Affairs (*Bundesministerium für Arbeit und Soziales* - *BMAS*) is responsible for implementing measures under the European Social Funds. For 2007-2013, ESF priorities are:

- investing in the future: improving the level of basic competences;
- transformation of systems to make Lifelong Learning (LLL) a reality for all;

- increasing the quality and attractiveness of VET.

ROLE OF CENTRAL GOVERNMENT

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. The Federal Ministry of Economics and Technology (*Bundesministerium für Wirtschaft und Technologie - BMWi*) or the otherwise competent ministry may publicly recognise training occupations via statutory instrument and may issue training directives for training occupations by agreement with the *BMBF*.

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 four-party main board (*Hauptausschuss*) advises the federal government on fundamental issues of in-company vocational training.

ROLE OF REGIONAL/LOCAL GOVERNMENT

The Constitution (*Grundgesetz*) provides that competence for school education 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.

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 to ensure 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.

At 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 Education and 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.

At *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 and also influence concepts and schemes, for example those for providing support for disadvantaged youths, and opportunities for additional qualifications requiring school training.

At regional level, the competent bodies (*Zuständige Stellen*) play a crucial role. They include the chambers of industry and commerce for the industrial sector, the chambers of crafts, the appropriate professional boards for the liberal professions as well as various federal and Land authorities. 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. 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.

At sectoral/enterprise level, the Works Constitution Act (*Betriebsverfassungsgesetz - BetrVG*) applicable to the private sector and the Staff Representation Acts (*Personalvertretungsgesetze - PersVG*) of the *Länder* for the public service grant works councils or staff councils numerous co-determination and involvement rights 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.

ROLE OF OTHER NON-GOVERNMENTAL ORGANISATIONS (NGOS)

Although the majority of vocational schools are State regulated and publicly funded schools a growing proportion is privately maintained, e.g. church-run (notably the Catholic Church). During the 2005/2006 school year 21.6% of all vocational schools were private schools, which would not necessarily preclude the possibility that they also receive government assistance (cf. Statistisches Bundesamt, Private Schulen, Schuljahr 2005/2006, p. 39). The right to establish private schools is expressly guaranteed by the Grundgesetz and, to some extent, by provisions in the constitutions of the individual *Länder*. Generally, private schools are subject to state supervision.

0303 - Institutional framework: CVET

ROLE OF THE EUROPEAN UNION

See 0302.

ROLE OF CENTRAL GOVERNMENT

Responsibilities refer to CVET outside the school sector and regulated further vocational training. The promotion of vocational further education under the Federal Government's Social Security Code III (*Sozialgesetzbuch III*) is the responsibility of the Federal Employment Agency (*Bundesagentur für Arbeit*). The Career Advancement Training Promotion Act (*Aufstiegsfortbildungsförderungsgesetz - AFBG*) provides a comprehensive nationwide means for financing vocational career advancement training. The joint responsibilities of the Federation and the *Länder* include research and pilot schemes in all sectors of continuing education as well as for preparing statistics and reports in their respective areas of responsibility.

ROLE OF REGIONAL/LOCAL GOVERNMENT

The prerequisites and principles for the promotion and funding of continuing education are laid down in continuing education and employment legislation of the *Länder*. Legislation describes continuing education as an independent education sector which incorporates continuing general and political education and continuing vocational training and the development of which is the responsibility of the public sector. Continuing education legislation guarantees a diverse range of institutions maintained by a variety of organisations and lays down a state approval procedure for them. All Land legislation includes regulations which recognise their freedom in the preparation of curricula and independence in staff selection. Furthermore, specific issues relating to continuing education were regulated in collective bargaining contracts, company agreements and contracts of employment.

In addition to continuing education legislation, school legislation at Land level contains regulations on continuing education within the school system (e.g. the attainment of school-leaving qualifications). For example, Regulation regarding continuing education provision at vocational academies (*Berufsakademien*) is contained in the *Berufsakademie* legislation.

In 12 of the 16 *Länder*, legislation allows employees to attend continuing education courses (paid educational leave - *Bildungsurlaub*) for several working days per year (usually five) with no loss in earnings, provided that certain conditions are fulfilled.

ROLE OF SOCIAL PARTNERS

Examinations in further training courses are covered by the Vocational Education and Training Act (*Berufsbildungsgesetz* - *BBiG*) and the Crafts Code (*Handwerksordnung* - *HwO*), which place the responsibility to *Zuständige Stellen* (competent bodies), usually the chambers (e.g. chambers of handicrafts, chambers of industry and commerce) which define examination content. They deliver, amongst other things, the vocational knowledge, skills and competences that enable individuals to assume middle and sometimes also higher management responsibilities within companies.

ROLE OF OTHER NON-GOVERNMENTAL ORGANISATIONS (NGOS)

In CVET, the private sector is more significant than in IVET due to its market character. In 2005, 65.3% of the continuing education/training events in *KURSNET*, a database run by the Federal Agency of Employment that gives an overview of CVET provision, were provided by private-sector educational/training establishments. A long way behind came public-sector establishments (11.8%), chambers (9.5%), establishments of trade and professional associations (6.7%), social welfare/church establishments (2.2%), universities and comparable institutions of higher education (1.8%) and others making up each less than 1% (cf. *BMBF, Berufsbildungsbericht 2006*, p. 258).

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: secondary general school (*Hauptschule*), intermediate school (*Realschule*) or grammar school (*Gymnasium*). Often these different pathways merge through the dual system.

The dual system is the largest provider of education at upper secondary level, with approximately 53% of an age cohort training for a recognised training occupation. After completing their training in the dual system, the majority of participants then take up employment as a skilled worker – later on, many of them make use of the opportunities for continuing vocational training. Under certain conditions, however, those who have qualified may also obtain the academic standard required for entrance to a Fachhochschule in one year at school full-time, and go on to higher education. Successful participants in continuing vocational training are also increasingly permitted to study at colleges.

Of the vocational schools, the full-time vocational schools have the highest numbers of students. These schools prepare students for an occupation or for vocational training, usually in the dual system. Under certain conditions, attendance at a full-time vocational school is credited as the first year of training in the dual system. Entitlement to study at a college or Fachhochschule can be acquired in some educational programmes in the full-time vocational schools. Educational programmes last one to three years, depending on the particular vocational orientation and objective. Around

one in six students at a full-time vocational school is learning a recognised dual-system training occupation. In such cases, the schools' final examinations may be given parity with examinations in the dual system by means of Federal statutory instruments.

Large numbers of students also attend the schools for nurses, midwives, etc., which provide training for non-academic occupations in the healthcare sector, such as nursing and paediatric nursing, midwifery, therapeutic massage and occupational therapy. As regards organisation and premises, many of these schools are attached to hospitals, in which both theoretical and practical training takes place.

Senior technical schools (*Fachoberschulen*) and senior vocational schools (*Berufsoberschulen*) normally build on vocational training in the dual system, consolidate vocational knowledge and lead to the academic standard required for entrance to a college. Overall, there are many points of transition between school-based and dual vocational training and from vocational training to colleges. In 2005, some 20% of those beginning academic studies had completed a course of training in the dual system.

Tertiary education includes the colleges and other institutions offering programmes of study providing vocational qualifications for students who have completed upper secondary education with an entitlement to study at a college or *Fachhochschule*.

[See the attached diagram for more information.](#)

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* - see 0404), or seek employment.

School-based IVET (*vollzeitschulische Berufsausbildung*) at upper secondary level includes the *Berufsfachschule*, the *Fachoberschule*, the *Berufliches Gymnasium* or

Fachgymnasium, the *Berufsoberschule* and other types of school that exist only in individual *Länder* or only on a very small scale.

Young people with social disadvantages, learning difficulties or handicaps and young people with migrant backgrounds with an inadequate command of German have different possibilities for pre-vocational training (*Berufsausbildungsvorbereitung* - see 0405).

FULL-TIME VOCATIONAL SCHOOL (*BERUFSFACHSCHULE*)

These introduce students to one or more occupations, provide them with partial vocational training in one or more training occupations, or take them through to a vocational training qualification in one occupation. The range of training provision in schools of this type is extremely diverse. There are full-time vocational schools for, for example, commercial occupations, occupations involving foreign languages, craft occupations, household and caring occupations, healthcare occupations and artistic occupations.

Where these schools do not offer a full vocational qualification, attendance at a full-time vocational school can be credited as the first year of vocational training in the dual system if certain conditions are met. The requirement for entrance is normally the secondary general school certificate or the final certificate from intermediate school. The duration of educational programmes at full-time vocational schools varies (from one to three years) depending on the specialisation.

SENIOR TECHNICAL SCHOOL (*FACHOBERSCHULE*)

Fachoberschulen cover classes 11 and 12 and build on the final certificate from intermediate school (*Mittlerer Schulabschluss*) or a qualification recognised as equivalent. The first year comprises in-company specialised practical training and teaching, while the second year involves general and specialised teaching. It leads to the academic standard required for entrance to a *Fachhochschule*. *Fachoberschulen* are subdivided into the following specialisations: business and administration, technical skills, healthcare and welfare, design, nutrition and home economics, and the agronomy. Teaching takes place in the following subjects: German, foreign languages, mathematics, natural sciences, economics and social science, and in a specialised subject. Students who have completed a course of vocational training, e.g. dual training, can enter class 12 of a *Fachoberschule* direct.

SENIOR VOCATIONAL SCHOOL (*BERUFSOBERSCHULE*)

In connection with the deliberations of the Standing Conference of Ministers for Education and Cultural Affairs *Länder* (*Ständige Konferenz der Kultusminister der Länder - KMK*) on the equivalence of general and vocational education, *Berufsoberschulen* have increased in importance. In some *Länder* (e.g. *Bavaria*, *Baden-Württemberg*, *Berlin*), they have been established to enable those completing vocational training in the dual system to obtain a higher education entrance qualification. In two years of full-time education, *Berufsoberschulen* lead 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*). *Berufsoberschulen* may also operate on a part-time basis, with a correspondingly longer duration. Admission to the vocational secondary school requires the final certificate from intermediate school (*Mittlerer Schulabschluss*) and at least two years' successful vocational training or at least five years' relevant practical experience.

Berufsoberschulen offer training in the fields of technical skills, business, agronomy, nutrition and home economics, social affairs and design. The allocation of students to a training orientation is based on the initial vocational training already completed or the occupation already worked in.

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

Schools of this type are known as vocational grammar schools (*Berufliches Gymnasium*) in some *Länder* and trade and technical grammar schools (*Fachgymnasium*) in others. Unlike grammar schools, vocational or trade and technical grammar schools have no lower or intermediate level (classes 5-10). They normally lead to the general higher education entrance qualification (*Allgemeine Hochschulreife - Abitur*).

In addition to the educational range offered by grammar schools providing a general education, these specialised grammar schools offer vocational subjects and priorities, such as business, technical skills, nutrition and home economics, agronomy, healthcare and welfare, and information and communication technology.

Some vocational/trade and technical grammar schools also offer the opportunity to acquire more than one qualification (educational programmes leading to dual qualifications): an academic qualification (entitling holders to study at a college or *Fachhochschule*) and a vocational qualification under Land law (e.g. for working in an occupation as an assistant). Courses of education leading to dual qualifications last three to four years.

STUDENTS IN UPPER SECONDARY EDUCATION BY PROGRAMME ORIENTATION (GENERAL/VOCATIONAL)

In line with the EU-25-average, in Germany more students choose the vocational secondary education pathway (61.2%) than general and pre-vocational programmes (see *Table*). This is mainly due to the importance of the dual system that is still pursued by the majority of young people after leaving the general education system. In 2004, approximately 53% of the young people in one cohort completed a course of vocational training in the dual system.

Students in upper secondary education, Germany (2004)	
UPPER SECONDARY EDUCATION TOTAL ENROLMENT	2 796 288
UPPER SECONDARY EDUCATION VOCATIONAL PROGRAMMES (%)	61.2%
UPPER SECONDARY EDUCATION GENERAL AND PRE-VOCATIONAL PROGRAMMES (%)	38.8%

Upper secondary education: ISCED 97 level 3

Source: Eurostat, UOE data collection; online database, download date 23/11/2006

0404 - Apprenticeship training

The system is described as dual because training is conducted in two places of learning: companies and vocational schools. It normally lasts three years (some occupations only require 2 years and there are also regulations allowing a reduction in the training period for trainees with an *Abitur* – the school leaving certificate allowing entry to higher education)

The aim of training in the dual system is to provide, in a well-ordered training programme, broad-based basic vocational training and the qualifications and competences required to practise an occupation as a skilled worker in one of the 342 currently recognised training occupations (<http://www2.bibb.de/tools/aab/aabberufeliste.php>, cited 20.8.2007). Compulsory full-time education must have been completed by the time of commencing vocational training. There are no further requirements for access to training in the dual system; it is essentially open to all although the majority of trainees hold either the intermediate certificate or the *Abitur*.

Training takes place on the basis of a private-law vocational training contract between a training enterprise and a young person. The apprentice is trained in an enterprise for three to four days a week and in the vocational school for up to two days a week. Enterprises bear the costs of the in-company training and pay the trainee remuneration as regulated by collective agreement which increases with every year of training, and averages about one third of the starting pay for a trained skilled worker.

The professional competences in occupations to be acquired in in-company training are specified in a training directive and included by the training enterprise in an individual training plan. For the teaching in the vocational school, a framework curriculum, harmonised with the training directives, is drawn up for every recognised training occupation.

ENTERPRISES AS PLACE OF LEARNING

Training places are offered in both private and public enterprises, in practices of the liberal professions and, to a very limited extent, also in private households. Enterprises enter into a contract with trainees, in which they undertake to provide them with the professional competences in the occupation provided for in the training directive for the relevant training occupation.

The binding requirements of the training directives guarantee a uniform national standard which corresponds to the requirements in the relevant occupation. Training may take place only in training enterprises in which the skills required by the training directive can be imparted by training personnel who are appropriate both personally and in terms of specialised knowledge. The suitability of training enterprises and in-company training personnel is monitored by the relevant autonomous industrial bodies (Chambers). Proper provision of the training itself is also monitored by the Chambers.

The training enterprise draws up an in-company training plan for trainees, which must correspond to the training directive in terms of its practical and time structure, but may deviate from it if particular features of company practice require it.

Small and medium-sized enterprises are often unable to provide all the learning content: they may lack suitable training personnel, or, owing to their particular specialisation, do not cover all the training content themselves. There are various ways of overcoming these problems:

- Educational institutions offer intercompany training periods (intercompany VET facilities, *ÜBS*), designed to supplement in-company training. They are often sponsored by autonomous bodies in the relevant sectors of industry. The Federal Ministry for Education supports the sponsors with investment subsidies. The *BIBB* bears statutory responsibility for implementing the sponsorship.
- Enterprises form coherent training structures (*Ausbildungsverbünde*). There are four traditional models for this, e.g. the 'lead enterprise with partner enterprise' model, in which the lead enterprise bears overall responsibility for training, but parts of the training are conducted in various partner enterprises, or the 'training to order' model, in which some periods of training take place outside the regular enterprise, perhaps in a nearby large enterprise with a training workshop, on the basis of an order and against reimbursement of costs.

VOCATIONAL SCHOOL AS PLACE OF LEARNING

In the dual system, the vocational school is an autonomous place of learning. Its task is to provide basic and specialised vocational training and to extend previously acquired general education.

Under a KMK decision (*Rahmenvereinbarung über die Berufsschule* of 15 March 1991: www.kmk.org/doc/beschl/rvbs91-03-15.pdf), vocational schools must provide at least 12 hours' teaching a week, normally eight hours for vocational subjects and four hours to general subjects such as German, social studies/business studies, religious education and sport. Appropriate account is also to be taken of foreign language teaching, depending on its importance to the training occupation concerned. Vocational schools decide on how to allocate teaching in consultation with training enterprises, the schools inspectorate and the competent industrial bodies. The aim of the various organisational forms is to ensure that trainees spend as much time in the enterprise as possible while, at the same time, allocating teaching in a way that is tenable in terms of both pedagogics and the psychology of learning.

0405 - Other youth programmes and alternative pathways

According to a microcensus of 2004 14.9% of all young people aged 20-29 had no vocational qualification: 11.3% of German nationals and 36.6% of foreign nationals in this age group (cf. *BMBF, Berufsbildungsbericht* 2006, p. 142). Consequently, education and VET policy aims to provide opportunities for all young people wishing to obtain a qualification. For certain groups of young people, it is extremely difficult to participate e.g. for young people not (yet) in possession of an entitlement to training or with learning difficulties or with disabilities, unskilled and semi-skilled young people, socially disadvantaged, and young immigrants. Specific support is required to enable these people to access training or work.

For people with learning difficulties or social disadvantages who would find it difficult to participate in a recognised training occupation or equivalent vocational training, there is the option of pre-vocational training (*Berufsausbildungsvorbereitung*). Pre-vocational training provision in schools includes:

- Foundation vocational training year (*Berufsgrundbildungsjahr - BGJ*): Basic vocational education can be completed either in the form of a year at school full-time or in cooperative form in an enterprise and a school. Successful completion of the BGJ can be credited as the first year of vocational training in the training occupations assigned to the relevant occupational field. In the BGJ, students receive basic education in a specific occupational field (e.g. metalworking techniques, electrical engineering, business and administration).
- Pre-vocational training year (*Berufsvorbereitungsjahr - BVJ*): The BVJ is a one-year course of training usually offered by schools in full-time form and designed to prepare young people for the demands of vocational training. A clear majority of participants do not have a secondary general school certificate. However, this can be acquired in the course of the BVJ, thus improving the holder's prospects on the market for training places.

Since 2004, a further opportunity is the in-company entry-level vocational qualification (*betriebliche Einstiegsqualifizierung Jugendlicher - EQJ*). It involves 6 to 12-month periods of work experience in enterprises, as preparation for training (see 1002). They are subsidised by the Federal Government, which provides a monthly grant to cover the trainee's subsistence costs and bears the cost of the flat-rate total social insurance contribution. The EQJ programme is aimed at young training applicants aged 15-25 with limited prospects of finding training, and young people not yet in possession of all the necessary training qualifications. Young people are given the opportunity, for example to obtain partial qualifications in a training occupation via qualification modules (*Qualifizierungsbausteine*) and specific vocational modules (*berufsfeldspezifische Module*). On the basis of a testimonial from the enterprise, the successfully acquired entry-level qualification is certified by the competent body (e.g.

Chambers of Industry and Commerce, Craft Chambers). Six months' training can then be credited to subsequent training.

In addition, the Federal Employment Services (*Bundesagentur für Arbeit - BA*) provides prevocational training measures (*berufsvorbereitende Bildungsmaßnahmen - BvB*) under Section 61 of the *Sozialgesetzbuch (SGB III)*. The target group for these measures includes young people and young adults who have not undergone initial vocational training, are not yet 25, and have completed their compulsory general education. Furthermore, the Federal Agency for Vocational Training also subsidises the vocational training of disadvantaged young people. The measures involved are:

- training support (*abH*) in the form of remedial tuition and socio-pedagogic support within the framework of an in-company training relationship;
- vocational training in non-company establishments (*BaE*) in a training occupation recognised under the Vocational Education and Training Act (*BBiG*) and the Regulation on Craft Trades (*HwO*), with a qualification on completion;
- transitional support (continuation of training support following completion or discontinuation of training);
- support for integration into employment, in the form of remedial tuition and socio-pedagogic support within the framework of an in-company training relationship.

There are also supporting measures that take account of the particular concerns of disabled people (see 1004).

0406 - Vocational education and training at post-secondary (non tertiary) level

There are many ways in which school-leavers can enter working life: options to combine work and study are becoming more prevalent.

ADDITIONAL QUALIFICATIONS (ZUSATZQUALIFIKATIONEN)

Additional qualifications (*Zusatzqualifikationen*) to supplement initial vocational training open up the possibility of acquiring additional competences, such as foreign-language classes or particular engineering courses. At present some 28 000 such offers are listed, in which over 100 000 trainees are working to acquire qualifications (www.ausbildungplus.de/). This represents over 6% of all trainees in Germany. Additional qualifications are primarily offered by training enterprises and vocational schools. Other important providers of additional qualifications include the Chambers of Industry and Commerce, Craft Chambers and their education centres.

DUAL STUDY PROGRAMMES

These combine in-company vocational training with a course of study at a *Fachhochschule*, university, vocational academy (*Berufsakademie*) or administration and business academy. In recent years there has been a steady increase in provision of such dual study programmes. Enterprises obtain highly qualified and motivated young workers and institutions of higher education benefit from the extensive contact with the world of work and create a distinctive image for themselves by offering demand-based courses of study. Students obtain high-quality training that improves their labour market and career prospects and benefits them both financially and in terms of time. Dual study programmes integrated with training have the following characteristics:

- alternate between theory phases in the institution of higher education or academy and practical phases in the training enterprise;
- regulate the practical training in a training, student-employee or unpaid-trainee contract;

- are characterised by close dovetailing of the content of vocational activity in the training enterprise and the acquisition of theoretical knowledge in the institution of higher education/academy;
- involve close coordination of and cooperation between institution of higher education/academy and enterprise.

The commonest combination is a course of business management plus commercial training. However, a course in engineering or computer science can also be combined with technical training. Overall, there is a very wide range of possible subject areas, with insurance, mechatronics, commercial law, health economy, mathematics and media informatics being just a few examples.

0407 - Vocational education and training at tertiary level

The higher education sector comprises various types of institutions of higher education and, to a limited extent, some *Länder* have vocational academies (*Berufsakademien*) offering courses leading to vocational qualifications for those who have completed upper secondary education with at least a qualification entitling them to attend a university of applied sciences (*Fachhochschule*). Under the *ISCED* classification, the vocational schools, the vocational academies in Bavaria and the schools for nurses, midwives, etc. offering two- and three-year courses also come under the heading of higher education.

UNIVERSITIES OF APPLIED SCIENCES (FACHHOCHSCHULEN)

The course structure and the way in which teaching and study are organised in the *Fachhochschulen* are characterised by an emphasis on application and focus on the requirements of occupational practice.

Of 338 institutions of higher education, 164 are *Fachhochschulen* (www.hochschulkompPASS.de/). The numbers of students and the programmes of study offered vary widely with these variations contributing to particular subject and regional profiles for individual *Fachhochschulen*.

Entitlement to study in *Fachhochschulen* is provided by a certificate confirming the academic standard required for admission to higher education (*Hochschulreife*), a subject-based certificate confirming such a standard, or a certificate confirming the academic standard required for entrance to a *Fachhochschule*. In 2004, more than half of the first-year students at *Fachhochschulen* had the *Hochschulreife*. Courses normally run for 8 semesters. *Fachhochschulen* offer, in particular, courses of study in the following fields: engineering sciences, economic sciences/commercial law, social affairs, administration and administration of justice, computer science, design, mathematics, information and communication technology, healthcare/nursing.

VOCATIONAL ACADEMIES (BERUFSAKADEMIEN)

These are higher education establishments providing academically based VET that is at the same time geared to practice through a dual training system. They exist in *Baden-Württemberg*, Bavaria, Saxony, Thuringia and Berlin. Enterprises bear the costs of the in-company training and pay the trainee remuneration for training, including for theoretical training in the vocational academy. Depending on the law of the Land concerned, to enter a vocational academy, applicants must have a certificate confirming the academic standard required for admission to higher education (*Hochschulreife*), a subject-based certificate confirming such a standard, or a certificate confirming the academic standard required for entrance to a *Fachhochschule*, and also a training contract.

Again depending on the law of the Land, applicants without one of the above certificates but with a vocational qualification may be able to sit an entrance examination. Once they have concluded a training contract, applicants are registered with the vocational academy by their training enterprise. Training leads to bachelor qualifications. Courses of study are offered in the fields of economics, engineering and

social affairs in particular. The relevant Land law normally lays down a period of study of three years.

05 - CONTINUING VOCATIONAL EDUCATION AND TRAINING FOR ADULTS

0501 - Background information on continuing vocational education and training

Continuing education and training is understood to be the continuation or resumption of organised learning following completion of an initial phase of education of varying scope (cf. *Deutscher Bildungsrat*, 1970, p. 197). In addition to continuing 'vocational' education/training, this includes continuing general and political education, which is subsumed under the heading of 'adult education'. The field of CVET in Germany 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.

A distinction must be made between two kinds of regulated continuing training, namely further vocational training and vocational retraining (defined in the Vocational Education and Training Act). Another distinction can be made between further training making advancement in the occupation possible (further training for advancement) and further training aimed at maintaining or extending vocational knowledge, skills and competences, or updating them in line with technical or economic developments (adaptive further training). To participate, a completed course of vocational training or appropriate vocational experience, or both, is normally required.

National standardised further vocational training and retraining is based on statutory regulations which specify content, objective, examination requirements and conduct, conditions for authorisation and designation of the qualification (master, business administrator, graduate in business administration, skilled worker). These regulations are laid down by the Federal Ministry of Education and Research (*BMBF*) by agreement with the competent ministries and following consultation with the Standing Committee of the Federal Institute for Vocational Education and Training (*BIBB*).

Many bodies undertake further vocational training measures, including enterprises, Chambers, employers' and trade associations, employee organisations and vocational schools.

LIFELONG LEARNING

The government wants to establish individual and company commitment towards training, lifelong learning and continuing education throughout working life. In July 2004, the Federation and the *Länder* adopted a joint strategy for lifelong learning to encourage and support learning for all citizens of all ages and at all stages in their lives which takes place at different locations with different teaching forms. Lifelong learning includes all formal, non-formal and informal learning. Furthermore, a variety of research projects and pilot experiments have been introduced supported by the Federation and the European Union, for example, the programme 'Learning Regions – Providing Support for Networks' (*Lernende Regionen – Förderung von Netzwerken*) for the development of regional networks for all educational areas and maintaining bodies.

ACCESS TO LEARNING

Distance learning provides working adults the opportunity to take up continuing education on a flexible basis while remaining in employment. Courses offered by private organisations must be approved under the Distance Learning Protection Act (*Fernunterrichtsschutzgesetz - FernUSG*). Approval is given by the Central Office for Distance Learning (*Staatliche Zentralstelle für Fernunterricht - ZFU*) of the *Länder*. The approval procedure includes checks on the factual and didactic quality of the teaching material in relation to the course objective, as well as on advertising and on the form and content of the distance learning agreement to be concluded between the student and the distance learning institute. The range of subjects is wide and comprises social sciences, education and psychology, humanities, languages, business and commerce, mathematics, natural sciences and technology, leisure, health and housekeeping,

school leaving qualifications - e.g. *Hauptschulabschluss*, *Realschulabschluss*, *Abitur* -, qualifications for state-certified business manager, engineer and translator, computer courses.

In 2005, there were a total of 1 971 licensed distance-learning programmes (2004: 1908). Of these, 1 344 relate to VET. In 2005, there were 320 institutes offering distance-learning programmes (2004: 286; an 11.9% increase).

The e-learning continuing training database *ELDOC* (www.eldoc.info/), operated by the Federal Institute for Vocational Education and Training (*BIBB*), lends support to those planning their continuing training and interested in finding suitable e-learning or blending learning provision. Those searching the database, which currently contains 1 149 continuing training offers from 115 providers (status: 19 July 2007), receive a transparent and comparable presentation of the relevant providers and the courses they offer. The main focuses of the *ELDOC* database are the areas of computers/IT, economics and law, cross-curricular qualifications, languages, technology and the natural sciences. There are also useful links to other continuing training databases, checklists and general information on topics related to continuing training and e-learning.

PLANNING AND FORECASTING MECHANISMS

Germany's CVET needs are not determined on a continual, nationwide or systematic basis, which 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 globalisation and technical progress (cf. *inter alia* Dostal/Reinberg/Schnur, 2002).

The 'continuing education and training reporting system' (*Berichtssystem Weiterbildung* - *BSW*) is an instrument for monitoring developments and since 1979, data on the continuing education and training conduct of the population aged 19-64 have been compiled at three-yearly intervals on behalf of the *BMBF*. The 2004 survey represents the ninth cross-sectional survey.

0502 - Publicly promoted CVET for all

TARGET GROUPS

Publicly promoted 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/QUALIFICATION

The most important providers/types of CVET courses/programmes are:

- **Trade and technical schools (in full-time or part-time form) and master's schools** provide a further intermediate qualification building on the vocational training completed, e.g. master or technician to become a middle manager. Further vocational training as a 'master' entitles the holder to practise a craft trade independently and to employ and train apprentices and opens up access to courses at craft academies and Fachhochschulen. Trade and technical schools offer courses in agronomy, design, engineering, business and social affairs, with over 160 subjects. Like master's schools, they end with a final state examination under Land law. The conditions for entrance vary depending on the subject area, for trade/technical school an applicant normally requires a qualification in a recognised training occupation of relevance to the objective of the subject concerned, and relevant work experience of at least one year, or a qualification from a full-time vocational school and relevant work experience of at least five years. During the 2005/2006 school year, 151 734 people attended a trade or

technical school (51.1% female, 48.9% male). 53.6% of the students were aged under 25, 21.4% were aged 25 to 28 years old and 25.1% were 29 or older. 60.5% of the students had completed intermediate school (Realschule) or an equivalent level of education. 11.4% had completed secondary general school (*Hauptschule*), 9.5% had acquired a qualification for admission to universities of applied sciences (*Fachhochschulreife*) and 8.2% a qualification for admission to any institution of higher education (*Allgemeine und fachgebundene Hochschulreife*). (Cf. *Statistisches Bundesamt, Berufliche Schulen, Schuljahr 2005/2006*, 2006, p. 15, 263f.)

- **Career Advancement Training Promotion Act (AFBG, known as 'Meister-BaföG'):** This law, jointly financed by the Federation and the *Länder*, gives craftsmen and other skilled workers a statutory individual entitlement to financial assistance with further training. The financial assistance comprises subsidies (or, as from a certain amount, bank loans at favourable rates) for the course and examination fees of master's courses or other courses leading to a comparable further training qualification. In 2005, a total of 140 847 people took up this offer, around 6% more than in 2004. In the same period, the proportion of women receiving assistance under 'Meister-BaföG' increased by 10% to 32%. (Cf. *Statistisches Bundesamt, Bildung im Zahlenspiegel 2006*, p. 183 ff.)
- **Vocational Training Programme for the Highly Talented (*Begabtenförderung Berufliche Bildung*):** Since 1991 the Federal Ministry offers particularly gifted young workers a grant for individual CVET (a similar programme exists in academic education). One of its aims to underline the importance of continuing training throughout working life rather than to view training as being finished on achievement of an initial qualification. In 2005, 4 207 persons received grants (48.4% women). The majority of new grant recipients were from fields under the chambers of industry and commerce (52.5%), followed by those from occupational fields overseen by a chamber of crafts (29.3%). 7.8% came from skilled health care occupations, 4.9% from liberal professions, 2.8% from the agricultural sector and 2.4% from the civil service. (Cf. *BMBF, Berufsbildungsbericht 2007*).
- **Adult education centres:** these are facilities that focus primarily on general CVET courses which since 1998 include programmes classed as 'work and career'. In 2005, 11% of attendees took a course related to work and career, the majority of which (53.6%) were aged between 25 and 49. The share of older students has increased in recent years: in 2005, 20.4% of the participants were aged between 50 and 64 (compared to 15.3% in 2000 and 17.4% in 2002), and the share of the 65 years old or older persons was 9.2% (compared to 3.8% in 2000 and 5.2% in 2002). (Cf. *Deutsches Institut für Erwachsenenbildung, Volkshochschul-Statistik*, 2006, p. 28, 35, 38)

QUALITY ASSURANCE MECHANISMS

Since 2001 *BIBB* surveys CVET providers to gather information on practitioners' views of current topics and problems in CVET (*wbmonitor*). The 6th survey of autumn 2005 analysed the usage of quality management systems and product tests by CVET providers. It showed, that self-evaluation is the predominant approach although external quality assurance systems, especially the ISO 9000 approach, are becoming more important.

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

ADMINISTRATIVE STRUCTURE

Promotion of CVET for unemployed people and those at risk of unemployment is the responsibility of the Federal Employment Agency (*Bundesagentur für Arbeit - BA*). The BA is under the jurisdiction of the Federal Ministry of Labour and Social Affairs (*Bundesministerium für Arbeit und Soziales - BMAS*).

TARGET GROUPS

In 2003, the first law on modernising labour market services (*Erstes Gesetz für moderne Dienstleistungen am Arbeitsmarkt*) was introduced. The main change was the introduction of an education voucher (*Bildungsgutschein*). This can be issued by employment agencies to unemployed people or somebody at risk of unemployment to access subsidised continuing vocational training after an advisory discussion. The education voucher shows, among other things, the training objective and time needed to achieve it, the scope of regional validity, and the duration of validity (three months maximum). The education voucher can be redeemed by the participant with a provider of his choice authorised to finance continuing training.

PROVIDERS AND TYPES OF COURSE/QUALIFICATION

Promotion of CVET under the Federal Government's Social Code III (*Sozialgesetzbuch III - SGB III*) includes the following measures:

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

The most important providers are private-sector educational/training establishments. Others include public-sector establishments, chambers, establishments of trade and professional associations, social welfare/church establishments and universities/colleges.

In 2006, the Federal Agency for Employment launched a scheme to improve the qualifications of older workers in which greater use is to be made of the funding instruments in the *Sozialgesetzbuch III (SGB III)* for low-skilled and older workers. Promotion of the employability of older workers via qualification is also at the centre of two Federal Government initiatives, *Perspektive 50Plus* (www.perspektive50plus.de/) and the Initiative *Neue Qualität der Arbeit* (INQA - New Work Quality Initiative) (www.inqa.de/).

QUALITY ASSURANCE MECHANISMS

In 2004, a Directive on Recognition and Licensing of Continuing Training (*Anerkennungs- und Zulassungsverordnung - Weiterbildung - AZWV*) was introduced to improve competition and transparency in vocational continuing education as promoted by the Federal Employment Agency (*Bundesagentur für Arbeit*). The employment agencies entrusted external certification bodies to inspect continuing education providers. Certification is necessary to offer courses and participants can only receive support if they attend approved providers in accordance with the Social Security Code III (*Sozialgesetzbuch III*). Amongst other things, providers must prove that they apply a recognised quality assurance system.

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 tendency towards stronger involvement of the

employees in the financing of CVET and also towards having it take place outside of the regular working hours (Weiss, 2003, p. 10, and Werner, 2006, p. 7).

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, remuneration arrangements, working hours etc.) (cf. Faulstich, 2003, p. 46). The Collective Agreement on Training (*Tarifvertrag zur Qualifizierung - TVQ*) in the metal and electricity industry of 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 more than 200 agreements at company level (cf. Busse/Heidemann, 2005).

The definition of CVET plays a central role when calculating the percentage of employees taking part in in-company provision. The main question is whether the definition should be restricted to formal courses and seminars or whether it should also include non-formal and/or informal forms, e.g. information events, on-the-job-learning, job rotation and self-regulated learning. The following three 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 Cologne (*Institut der deutschen Wirtschaft Köln - 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 Continuing Vocational Training Surveys CVTS I, II and III (1994, 2000 and 2006).

The IW survey uses a broad concept of CVET that encompasses not only internal and external courses but also participation in information events and retraining measures, learning in the work situation and self-regulated learning using media. According to the recent 2005 study of the Institute for Business Research, 84.4% of companies invested in CVET activities of their employees (cf. Werner 2006, p. 2).

In CVTS other types of CVET (e.g. information events, job rotation and quality circles) are considered. According to the CVTS III of 2006, 69.5% of enterprises offered some kind of CVET in 2005. In terms of industry branches, participation rates vary: While in the insurance and loans industry nearly every company (99%) made available CVET for its staff, this share was only 52.7% in the hotel and restaurant sector (cf. Schmidt, 2007, p. 705).

Both, the IW survey and CVTS III underline the increasing importance of less formal and more open forms of learning. But also the content of in-company CVET has changed. While in the past imparting qualifications related to a specific subject field was one of the most important areas, now key competences, particularly methodical and personal competences (self-dependent action, capacity for teamwork, customer orientation) come to the fore (cf. Busse/Heidemann, 2005).

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.

Since 1994, the subject of informal vocational learning has been one of the focal areas covered by the 'continuing education and training reporting system' (*Berichtssystem Weiterbildung* - BSW). According to the 9th BSW survey conducted in 2004 (cf. Kuwan, 2006), roughly 61% of salaried employees in Germany participated in one or more forms of informal learning in 2003. 38% in 'Self-learning through experimentation and observation', 35% in 'Study of occupation-related technical books, non-fiction books and professional journals', 25% received instruction from co-workers and 22% from superiors.

There are group-specific differences in participation similar to those seen in formal, organised CVET, i.e., salaried employees who have not completed any form of formal vocational training, blue-collar workers, foreign nationals and women are the most underrepresented groups in informal CVET. The survey results also showed that 35% of all 19-to-64-year-olds had learnt something on their own at least once during 2003. A breakdown by attribute reveals the following picture:

- people with higher levels of education learn independently with much greater frequency than persons with lower levels of education (50% compared to 25%).
- university graduates learn on a self-directed basis more frequently than persons who have not completed any form of formal vocational training (53% and 23% respectively).
- the same applies to 19-to-34-year-olds in comparison to 50-to-64-year-olds (39% as compared to 28%).
- men learn on a self-directed basis more often than women do (38% and 32% respectively).

06 - TRAINING VET TEACHERS AND TRAINERS

0601 - Types of teachers and trainers in VET

Teachers are employed in the various vocational schools, while trainers are skilled workers in enterprises, who provide trainees with the knowledge and practical skills required for an occupation. In addition to teachers and trainers, the staff of VET workshops for disabled people also include psychologists, doctors and social education workers. There are different types of learning facilitators, e.g. the training counsellors of the chambers who advise trainees and employers on all problems connected with training, and the vocational guidance counsellors employed by the Federal Agency for Employment (*Bundesagentur für Arbeit* - BA). The following table provides an overview of the types of teachers and trainers in the German VET system.

Types of teachers and trainers in the German VET system	
TYPE OF TRAINING	TYPE OF STAFF
IVET	
DUAL SYSTEM OF TRAINING	<ul style="list-style-type: none">- Trainers (instructors) or masters within companies (including in big companies the responsible VET managers);- VET teachers in the vocational schools (two

	<p>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 intercompany VET facilities (<i>ÜBS</i>)</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	
	<ul style="list-style-type: none"> - VET teachers in vocational schools - VET teachers/trainers of Volkshochschulen (adult education centres) - VET teachers/trainers within CVET institutions (state recognised or not) or freelance individuals - Company employees concerned with CVET

Source: Compiled by the authors

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

- Teachers are subject to the non-profit educational world with a lifelong job guarantee and with salaries not based on achievement considerations. The relevant legal standards include the laws and regulations on teacher training, the study directives on study programmes for the teaching profession, the training directives on teaching practice and the examination directives for the first and second state examinations. The examinations are the responsibility of state examination offices or Land examination commissions.
- On-the-Job trainers are subject to the industrial world and are vulnerable to economic developments and dismissal. The requirements for in-company trainers in initial training are governed by the Vocational Education and Training Act (Sections 28-30 *BBiG*) and the Ordinance on Trainer Aptitude (*AEVO*); there are no explicitly formulated training provisions for staff working in continuing vocational training.

0602 - Types of teachers and trainers in IVET

IVET TEACHERS

Teachers at vocational schools are responsible for the theoretical part of vocational training. They teach part-time courses in their subject fields and assess student (apprentice) performance. 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 *Länder* authorities. IVET teachers can be divided into two groups:

1. Teachers for classes in vocational schools/vocational schoolteachers (teachers giving theory and general job-related lessons): these teachers provide young people with the necessary subject-specific theoretical knowledge and with in-depth and extended general education in the context of their future occupation. They teach both vocational subjects (e.g. metalworking techniques, electrical engineering, home economics, healthcare) and general subjects (e.g. German, English, mathematics, politics, physics).

2. Teachers teaching vocational practice (practical skills teachers (*Werklehrer* or *Fachlehrer* in some *Länder*) e.g. in school workshops, *builder's* training yards, business training offices, school kitchens, laboratories, demonstration workshops). Their task is to provide young people undergoing in-company training with subject-specific practical teaching. They teach in industrial/technical and home economics schools and, in some *Länder*, also in business schools. In vocational schools (industrial/technical schools), state-examined technicians or certified masters are used to teach vocational practice. In home economics schools, specialised teachers teach home economics and crafts. In business schools, specialised teachers are trained to teach word processing and office management.

IVET teachers at part-time and full-time vocational schools

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>)

Source: Compiled by the authors

PRE-SERVICE (INITIAL) TRAINING FOR IVET TEACHERS

Pre-service training for all teachers comprises two phases:

The **first phase** comprises a course of study at a university or university equivalent. Depending on the Land concerned, the course normally lasts eight to ten semesters. It includes:

- an academic component involving at least two subjects – a main vocational subject (with a choice of 16 options, e.g. economics and administration, electrical engineering, textile engineering and clothing, colour techniques and interior design, nutrition and home economics, social education) and a second subject from general education (e.g. German, English, mathematics, politics, physics, sport);
- the relevant specialised teaching methods which;
- an educational science component, with obligatory study of pedagogy and psychology;
- supporting periods of teaching practice, in some cases for several weeks.

Candidates for teaching courses must have their *Abitur*, or, with restrictions, the subject-based certificate of entitlement to higher education. Secondly, the applicant must either possess a relevant vocational qualification in the occupational field or demonstrate prior practical vocational training for 3-12 months (work experience in an enterprise or work in the relevant occupational field), depending on the Land concerned. The course of study ends with the first state examination (teaching posts in upper secondary level vocational subjects or in vocational schools).

The **second phase** of teacher training is teaching practice (*Referendariat*). It consists of sitting in on classes, teaching with guidance and independent teaching in designated training schools, and a pedagogic and educational science component in practical seminars (study seminars), in which the experience acquired through practice is reappraised and consolidated. Teaching practice normally lasts two years and ends with the second state examination. Some *Länder* currently shorten the teaching practice to 18 months, and in some cases to 12 months, partly by crediting semesters of practical experience, other practical studies, etc.

The **third phase** is lifelong 'on-the-job learning'. It covers the whole of the career and provides for further development, maintenance, updating and extension of teachers' vocational competence.

No higher education is required to work as a teacher teaching vocational practice in the VET school system. As a rule, such teachers have a vocational background as a foreman or skilled worker (industry) or a qualified craftsman (crafts). Training takes place in teaching practice in a school and in pedagogic vocational seminars (single-stage training). In most *Länder*, the requirement for access is to have passed the master craftsman's qualifying examination or to have a qualification from a trade/technical school and a number of years of vocational experience.

IN-SERVICE (CONTINUING) TRAINING FOR IVET TEACHERS

The goals are laid down by most *Länder* in their teacher training legislation or school legislation. Other details about organisations which provide further teacher training and about applications, admission and release from teaching duties for attendance of courses are regulated by directives. In all the *Länder*, the obligation of teachers to undertake further training is expressly laid down by law or statutory regulation. The employer (usually the Ministry of Education) is in turn obliged to ensure appropriate training measures.

State further teacher training (*staatliche Lehrerfortbildung*) serves to maintain and extend teachers' vocational competence. The content may relate to school subjects (e.g. introduction to new curricula), types of school, education and teaching objectives or certain key current topics (e.g. intercultural learning or new technologies). The courses usually take place in the form of seminars. There are also study groups, conferences, study trips and colloquia, as well as distance learning provision. It is not the same as continuing teacher training (*Lehrerweiterbildung*), 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 continuing training courses leading to a teaching, e.g. entitlement to provide teaching a certain subject or at a certain type of

school. Many continuing training courses serve to prepare teachers for special responsibilities (for example, work as a counselling teacher). Continuing teacher training usually lasts for a longer period.

IVET TRAINERS

In Germany, the designation 'trainer' is used in association with in-company training as an umbrella term. Trainers instruct trainees as their main or secondary job. In small or medium-sized enterprises with few trainees, training is often the trainer's secondary job. In larger enterprises, training is usually the trainer's main job and they work in training departments. Those responsible for training are of particular importance as they are skilled workers who, in addition to their specialised tasks, take on training tasks in the enterprise's departments, on assembly lines, in commercial and engineering offices or in the service sector. As trainees pass through the enterprise, trainers provide them with the knowledge and skills required in their job.

To assure the quality of in-company training, the Chambers of Industry and Commerce are responsible for monitoring the Regulation on Trainer Aptitude and the occupation's relevant training directive. If it is not possible for all the necessary knowledge and skills to be provided in full, the missing content can be provided or supplemented by training measures outside the place of training, for example via cooperation with other enterprises, intercompany VET facilities or coherent training structures (*Ausbildungsverbünde*).

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 intercompany VET facilities (<i>ÜBS</i>).	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	VET teachers/trainers	(private) training

disadvantaged (and disabled) leading to dual system diplomas	(see above)	institutions offering special training courses for disadvantaged or disabled youngsters
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Source: Compiled by the authors

PRE-SERVICE (INITIAL) TRAINING FOR IVET TRAINERS

Pre-service training for trainers is governed by Federal law. Under the statutory provisions of the Vocational Education and Training Act (Sections 28-30 *BBiG*) and the Regulation on Craft Trades (Section 21 *HwO*), trainers must be suitable both personally and in terms of specialised knowledge to train young people. Subject aptitude involves, in particular, the specialised vocational skills and knowledge required for the relevant occupation. As a rule, trainers must have a qualification in a subject area appropriate to the training occupation. However, vocational training also includes knowledge of the educational theory of the occupation and job. Until 31 July 2003, a test of trainer aptitude was required in accordance with the Ordinance on Trainer Aptitude (*Ausbilder-Eignungsverordnung - AEVO*). On 1 August 2003, for a trial period of five years (until 31 July 2008) this was suspended with the aim of making in-company training easier and promoting the provision of in-company training places. This means that in-company trainers are currently no longer required to confirm their knowledge of the educational theory of the occupation and job by means of separate proof of qualification. The Chambers' responsibility for monitoring training quality remains unaffected by the suspension of the AEVO.

IN-SERVICE (CONTINUING) TRAINING FOR IVET TRAINERS

There is no obligation for IVET trainers to participate in CVET. There are, however a number of in-service courses on offer. In large companies, in the context of staff development, for example, further and continuing training is often offered in their own training departments or in external premises and educational establishments, by their own or external personnel. Trainers in SMEs have the option of attending courses of further training organised by Chambers or professional associations.

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.

CVET teachers and trainers	
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	Teachers

courses for teachers run by the <i>Länder</i> .	
Community adult education centres (<i>Volkshochschulen</i>): these exist throughout the country	<ul style="list-style-type: none"> - 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 German Federation of Trade Unions (<i>DGB</i>) maintains 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
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	Teacher

institutions have their own CVET centres. Many offer CVET in cooperation with other providers, trade unions and employers.	
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Source: Compiled by the authors

Where continuing vocational training takes place in public-sector establishments (e.g. trade and technical schools, colleges), the training, employment and activities of the staff teaching in them are based on the criteria laid down in the relevant Land legislation for teaching staff.

07 - SKILLS AND COMPETENCE DEVELOPMENT AND INNOVATIVE PEDAGOGY

0701 - Mechanisms for the anticipation of skill needs

A number of projects for the early identification of qualification requirements operate under the 'FreQueNz' network which compiles results and supports the transfer of outcomes (www.frequenz.net/). The BIBB investigates the impact of skills needs changes on workers with the aid of company surveys, analyses of job advertisements, follow-up surveys of advertisers, employee questionnaires, analyses of continuing training provision (KURSNET database: <http://infobub.arbeitsagentur.de/kurs/index.jsp>) or identification of innovative continuing training measures through the prize for innovation in continuing training (www.bibb.de/de/1898.htm).

This work contributes to the updating of the 342 state-recognised occupations which are the legal basis for the implementation of vocational training (see 0703).

0702 - Bridging pathways and new educational partnerships

For ageing societies like Germany, it is important for competences to be acquired on a lifelong basis to maintain the population's level of qualification. Education and training policy is therefore geared to increasing permeability by an improved recognition of competences in transferring between fields of education and training. It is important for VET to dovetail with not only general education, but also institutions of higher education. Two approaches will be cited here, in which transitions are made easier or possible for learners.

INTERFACE BETWEEN SCHOOLS PROVIDING GENERAL EDUCATION AND INITIAL VOCATIONAL TRAINING

The introduction of qualification modules are designed to make it easier for young people to enter training. They are particularly helpful for socially disadvantaged young people and those who find learning difficult. Qualification modules in pre-vocational training (see 0405) contain vocational elements of recognised training occupations. With the agreement of those involved (trainee, enterprise), qualifications acquired can count towards subsequent vocational training. The provider (e.g. Chambers of Industry and Commerce, Craft Chambers, the BIBB) must draw up a description of each module, which must include designation, the training occupation on which it is based, the qualification aimed at, the activities to be provided for this purpose, with reference to the skills and knowledge contained in the framework training plan of the relevant training directive, the duration of provision and the nature of the performance observed (qualification picture).

The BIBB maintains a database of qualification modules: www.good-practice.de/bbigbausteine/, which now contains over 450 as of December 2006.

INTERFACE BETWEEN VET AND HIGHER EDUCATION

Training in vocational academies (*Berufsakademien*) takes place partly in accordance with study or training plans drawn up by agreement (*Studienakademien*) between academies, enterprises and social facilities, and also partly through vocational-

academy training and examination directives in accordance with framework criteria from the relevant ministries (for vocational academies, see 0407). In October 2004, the *KMK* (Standing Conference of Ministers for Education and Cultural Affairs of the *Länder*) decided that training programmes at vocational academies leading to Bachelor's qualifications should be accredited as equivalent to Bachelor's qualifications from institutions of higher education, thus opening up access to Master's courses. Equivalence criteria relate to teaching staff and to the scope of the theory- and practice-based training elements.

0703 - Renewal of curricula

For in-company training, the vocational competences to be acquired are laid down in a training directive. For teaching in vocational schools, there is a framework curriculum drawn up in line with the training directive for every recognised training occupation. In view of the speed of technological and organisational change, many training directives are revised every few years.

The first step towards revising training directives is often taken by enterprises which notify their associations of the need for modernisation. The associations pass on the wish for modernisation, amendment or rewording of particular qualification profiles to the Federal Institute for Vocational Education and Training (*BIBB*). The Institute examines them and, if necessary, coordinates the rearrangement or amendment of the training directives. A timeframe of one year is provided for when existing occupations are modernised, and a timeframe of two years for the development of new occupations. Those involved in vocational training, namely employers, unions, Federation and *Länder*, play a crucial part in this multi-stage procedure.

On 1.10.2006 there were a total of 342 state-recognised training occupations (<http://www2.bibb.de/tools/aab/aabberufeliste.php>, cited 20.8.2007). Between 1996 and 2006 alone, 68 new training occupations were developed and 206 were modernised (cf. *BIBB, Neue und modernisierte Ausbildungsberufe* 2006, 2006).

Training directives ensure a uniform national standard and include, for example, stipulation of the name of the training occupation, the duration of training, the framework training plan (breakdown of subjects and timing) and the examination requirements. In parallel, experts at *Länder* level draw up the draft framework curriculum for the vocational-school aspect of training. The timing and content of this is coordinated with the framework training plan for in-company training. The curricula of the full-time vocational schools are developed by the Land Ministries of Education.

The preparation and issuing of advanced training regulations for advanced vocational qualifications is carried out by the Federal Government. The procedure is in principle the same as for initial dual training regulations without the development and co-ordination of the school curriculum.

08 - ACCUMULATING, TRANSFERRING AND VALIDATING LEARNING

0801 - Accumulating, accrediting and validating formal learning

Vocational training in Germany mainly takes place in a formalised way whereby qualifications rather than competences are the central outcome. The dual system approach to initial vocational training (certified theoretical and practical training) creates recognised career progression routes which exclude those whose competencies were acquired from non-formal or informal learning. The concept of *Beruflichkeit* (alignment of training with state-recognised skilled occupations) guarantees the practical relevance of training but also has a restrictive effect on flexibility.

The primary aim of training is to enable young people to acquire comprehensive vocational competence designed to make them capable of fulfilling their duties as employees efficiently, effectively and innovatively, autonomously, and in cooperation with others. Vocational competence is based on subject-based, social and methodological competences. The capacity to practise an occupation in a qualified fashion includes, in particular, autonomous planning, implementation and control. This

bundle of competences must be demonstrated in examinations regulated by law (Vocational Education and Training Act).

Final training examinations are geared to vocational practice, i.e. to the work requirements and processes of the occupation. As a rule, a final examination covers four or five fields typical of the occupation. Performance in general subjects, such as languages and mathematics, is evaluated within the framework of school reports. Various methods are used in examinations depending on the occupation and duration may vary especially in practical examination tasks. For written tasks, a period of two hours is usually allocated for the examination, and oral examinations usually last 30 minutes.

Enterprises and vocational schools conduct training, but the Chambers (competent bodies) are responsible for holding examinations. To this end, the Chambers have to set up examination committees for each occupation which comprise at least three members (one representative each of employers and employees and a vocational schoolteacher). The examination certificate is issued by the Chamber. The structure of examinations is laid down by individual training directives (see 0703) which are applicable nationwide and specify a uniform standard.

After obtaining a vocational qualification and gaining work experience, it is possible to take an upgrading qualification (e.g. as a technical engineer, master craftsman, business specialist or certified senior clerk - *BBiG* Sections 53 ff). At Federal level there are currently around 200 such qualifications, of which master craftsman qualifications account for 170. This formal advanced training must be distinguished from continuing education and training. Continuing vocational education and training (CVET) differs from other parts of the education and training system in the diversity and volume of providers. It is organised as an open market. There are no formal access requirements.

General education - IVET

The transition from school to initial vocational training is considered risk-laden in Germany due to the high number of apprenticeship dropouts (almost 30% in craft trades), the increasing number of young people unqualified for initial vocational training, and the declining supply of in-company training places, among other factors.

One instrument intended to ease the transition particularly for young people with learning difficulties or social disadvantage, is the qualification module approach whereby the basics of vocational proficiency are taught in the form of modules. Their content is developed from the curricula for recognised training occupations or equivalent IVET programmes. In the event that all parties agree, particularly the company and the chambers, credit for the completed qualification modules can be awarded towards a subsequent initial vocational qualification. The legal for this is the Directive on Certification of Bases of Vocational Competence in the Context of Pre-Vocational Training (*Berufsausbildungsvorbereitungs-Bescheinigungsverordnung* - BAVBVO).

IVET - CVET

Additional qualifications (*BBiG* Section 49) were introduced to ensure that learning in formal, non-formal or informal contexts is complementary to state-recognised qualifications. Thus any one of the standard national qualifications can be brought up to date and tailored more closely to requirements. Additional qualifications can serve the purpose of rounding off an initial vocational training programme, substantially extend an initial training profile, or even anticipating elements of a formal advanced training occupation.

IVET - HE / CVET - HE

Formally unrestricted access to universities is obtained by means of the *Abitur* or *Hochschulreife* (higher education entrance qualification), the upper secondary leaving certificate from the *Gymnasium* (university-track secondary school) awarded after

completion of 12 or 13 years of schooling. This coexists with forms of restricted entitlement to enter higher education, namely the *Fachgebundene Abitur* or the *Fachhochschulreife* (subject-specific entrance qualifications to higher education, giving access to particular courses of study at universities or universities of applied sciences).

0802 - Accumulating, accrediting and validating non-formal/informal learning

Legally, the acceptance of competences acquired from non-formal and informal learning is not recognised. Moreover, the issue is widely viewed as less important by those involved in policy and practice. Little use is made of competencies acquired informally (including commitment to social and community service) for the purposes of the formal education system (admission procedures, training and study programmes, certification at upper secondary level and in higher education). The various qualitative and quantitative certification procedures (examination boards, assessments etc.) are not used to recognise competences acquired outside the formal system.

The most important way in which the measurement and assessment of non-formal and informal learning outcomes is taken into account is through the admission to final examinations under Section 45 (2) of the Vocational Education and Training Act (*BBiG*), known as the *Externen-Prüfung* (examination for external candidates, i.e. those not involved in a formal vocational training programme). Under this provision, people can be admitted to the final examination for a recognised occupation requiring formal training if they furnish evidence that they have been employed in the occupation for which they wish to take the examination for a period at least one and a half times as long (i.e. normally 4½ years) as is prescribed for the period of initial training. A similar provision exists in higher education with the *Immaturenprüfung* (examination for higher education applicants without a higher education entrance qualification), which is regulated differently in the different *Länder*. By offering admission examinations they provide for the possibility of recognising informal learning. Both the *Externenprüfung* and the *Immaturenprüfung* recognise informally-acquired competences for admission procedures only; no recognition is awarded which would shorten the length of education or training programmes.

In continuing education and training, the Federal Institute for Vocational Education and Training (*BIBB*) supervises the development of a system of further training profiles (cf. *Mucke/Grunwald*, 2005). The objective is to provide skilled workers in the information technology sector with career paths and career progression via three qualification levels (Level 1: Specialist, Level 2: Operative Professional and Level 3: Strategic Professional). The IT further training system requires a high degree of comparability at the level of operational and strategic professionals with higher education qualifications such as Bachelor's and Master's which creates opportunities for credit transfer.

In the past five or six years, a trend has been apparent for competences to be recorded and documented with the aid of continuing training passes: The '*ProfilPASS*', introduced in 2006, aimed at 'self-diagnosis' of individual competences and at making them visible (www.profilpass-online.de/index.php). Users are guided through and supported in this process by a list of questions. The ProfilPASS takes account of all places of learning in which the learner has acquired competences.

The 'qualification pass' designed for the second-chance qualification of adult employees. This makes it possible to document and compile vocational qualifications and experience acquired both within and outside the framework of traditional training and continuing training (www.qualifizierungspass.de).

0803 - Impact of EU policy cooperation

European activities under the framework of the Bruges-Copenhagen process, such as the development of a European Qualifications Framework (EQF), a European Credit Transfer System for Vocational Education and Training (ECVET) and the EUROPASS, have provided the initiative for national processes despite national sovereignty over general and vocational education. Thus, the consultation process on the EQF gave greater momentum to thinking about the conception of 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.

The Bologna Declaration also made reference to the interface of higher education with vocational education. The national goal declared in 2002 is to credit transfer towards higher education programmes for qualifications obtained via the vocational route. This will be facilitated by the joint implementation of a credit points system in CVET. To implement this form of transition a recommendation of September 2003 issued by the Federal Ministry of Education, the Standing Conference of the *Länder* Ministers for Education (KMK) and the Association of Universities and Other Higher Education Institutions in Germany (HRK) on the award of credit points in advanced vocational training and the transfer of credit towards higher education degree programmes. The challenge is now to create a way to award credit points for advanced vocational training and grant credit transfer towards higher education at a level which satisfies the academic standards of the relevant degree course. The Federal Ministry programme on the topic of academic course credit for vocational competences (*"Anrechnung beruflicher Kompetenzen auf Hochschulstudiengänge"* ANKOM) is an important project geared towards practical implementation.

0804 - Facilitating EU mobility

There is no standard system of recognition and credit transfer for competencies acquired informally or non-formally within Germany or for learning outcomes achieved abroad.

The Standing Conference of the Ministers of Education and Cultural Affairs of the *Länder* (KMK) has set up an information office which deals with questions relating to the recognition of educational qualifications - but not competences - acquired abroad. Translating competences acquired abroad for the German labour market is not a trivial task and the EU proposals for international comparison systems are still in their infancy. The Europass is a worthwhile perspective which includes a balance sheet of competences, it is widely known but little used.

For unregulated occupations and professions, it is the labour market itself which regulates and it is up to recruiting firms to decide which applicants to employ. Large companies have developed their own competence assessment methods.

A number of institutions are involved in promoting international exchange in Germany, including the Federal Employment Agency (*Bundesagentur für Arbeit - BA*), *InWent* (*Internationale Weiterbildung und Entwicklung gGmbH*, Capacity Building International), the Educational Exchange Service (*Pädagogischer Austauschdienst - PAD*), the German Academic Exchange Service (*Deutscher Akademischer Austauschdienst - DAAD*) and the International Youth Exchange and Visitors' Service of the Federal Republic of Germany (*Internationaler Jugendaustausch- und Besucherdienst der Bundesrepublik Deutschland - IJAB*).

In the area of international training for young German experts and executives, *InWent* (<http://www.inwent.org/>) supports 7,000 participants every year. They gain experience abroad on practical advanced training programmes, and develop both their professional and intercultural skills. The main target groups are apprentices and junior employees, students, graduates, and staff in vocational and adult education. Programmes are aimed at potential participants from all kinds of disciplines and sectors, although the commercial and technical fields account for the largest proportion. Experience abroad for apprentices is facilitated by the EU's LEONARDO and SOKRATES (now LLL-programme) programmes as well as bilateral exchange programmes with Great Britain, the Netherlands, Norway, the USA and Japan, which take the form of advanced training courses for groups. An online database of advanced training opportunities abroad is maintained by the Information and Guidance Centre for Advanced Training Abroad (IBS) and supports the transfer process (www.wege-ins-ausland.de).

0901 - Strategy and provision

In Germany, the employment agencies (*Agenturen für Arbeit*) have a statutory responsibility to provide vocational and careers guidance, but it may also be offered and provided by other players (for example, other public-sector institutions such as schools and Chambers, and also private service providers).

The statutory bases for careers guidance are laid down in Volume III of the *Sozialgesetzbuch* (Sections 29-33 of SGB III). Its main aim is to support young people in making the transition from school to training, higher education and an occupation, and hence to help in realisation of the individual's education and training prospects.

Careers guidance is designed to motivate and enable the individual to plan a precisely targeted path through work and life. The aim is to develop and consolidate the ability to choose an occupation as early as possible via careers guidance measures. For these aims to be achieved there is a need for general and vocational schools and the Federal Agency for Employment to work together and to cooperate with other players such as parents, youth welfare, business (companies, associations, Chambers), unions and institutions of higher education.

0902 - Target groups and modes of delivery

EMPLOYMENT AGENCIES (*AGENTUREN FÜR ARBEIT*)

As a core function of employment agencies, careers guidance is available to all people, irrespective of their age, training status and personal working and living situation. Employment agencies provide information and guidance on all questions of choosing an occupation or course of study and all labour market questions. They employ a range of techniques and have developed diagnostic tools for assessing readiness for training and vocational aptitude. They also support schools in issues of personal careers guidance and of the training and labour markets, including finding training places.

In 2005 the Federal Employment Agency established the 'Europaservice' (www.europaserviceba.de) to overcome mobility obstacles and to make people aware of training opportunities available across Europe. The service is a one-stop-shop for all services provided by employment agencies *vis-à-vis* Europe in a network of 15 regional centres (it merged the previous service units of the EUROpean Employment Services - *EURES* - the European careers guidance centres - *EBZ* - and the facilities advising on mobility). Each regional centre consists of a team of advisers and mediators, who provide information on training, studying and working in other European countries and negotiate employment (including work experience).

Another guidance service provided by employment agencies is information on labour market and employment prospects following higher education. The Federal Agency maintains special higher education teams on the sites of larger institutions of higher education, to provide guidance for students and to help them to find work. In addition to individual guidance, these teams also offer presentations, workshops and seminars on many subjects associated with higher education, careers and the labour market – often in cooperation with the institutions' own guidance services.

SCHOOLS

Course and careers guidance has become an established element of school curricula in all the *Länder*. Most vocational schools teach preparation for working life (*Arbeitslehre*) as a subject in its own right, but in schools providing general education it tends to be incorporated into other subjects such as economics, engineering or home economics (in grammar schools it is also incorporated into teaching of social sciences). Careers guidance in class is often supplemented, in classes 9 or 10, by visits to enterprises and periods of work experience in enterprises lasting from one to three weeks.

INSTITUTIONS OF HIGHER EDUCATION

Under the Framework Law on institutions of higher education (Section 14(4) HRG), institutions of higher education are obliged to teach students and course applicants about the course options, and to provide them with support throughout their courses in the form of complementary specialised guidance. The institutions are also required to cooperate with the bodies responsible for careers guidance and state examinations. Most universities and some Fachhochschulen have set up course guidance centres.

SOCIAL PARTNERS AND ENTERPRISES

Employers' organisations, Chambers, unions and individual enterprises have been involved in certain forms of vocational and careers guidance for a very long time, such as careers fairs, exchange programmes or continuing training fairs. For some years, they have also been increasingly involving themselves in school careers guidance provision.

PRIVATE SUPPLIERS

With the replacement of the Employment Promotion Act (*AFG*) by Volume III of the *Sozialgesetzbuch (SGB III)* on 1 January 1998, the BA's monopoly of careers guidance was abolished and the market was opened up to private suppliers. This has led to the establishment of a somewhat opaque market of private service providers, with major variations as regards quality and the range of provision. There is a career guidance register (*BBR*) (www.bbregister.de/praeambel.htm) created in 1998, produced by the German Association for Educational and Careers Guidance (*dvb*) which ensures a degree of transparency. Career advisers and institutions offering guidance can apply to be included in this register if they can prove sufficient qualification and experience. They submit themselves to both national and international quality standards, including for example the ethical standards of the International Association for Educational and Vocational Guidance (*IAEVG/AIOSP*). Every four years the register is reviewed to determine who fulfils these criteria and can continue to be recommended.

0903 - Guidance and counselling personnel

Since 2006, there are two courses of study leading to a Bachelor's degree open to staff working in the employment agencies: 'labour market management' and 'employment-oriented guidance and case management'. Both are provided at the higher education institution of the Federal Agency for Employment, a state-recognised *Fachhochschule* for labour market management. The labour market management course qualifies participants for the tasks of mediation and integration, service provision and resource management in the employment agencies. The employment-oriented guidance and case management course qualifies participants to perform vocational and careers guidance tasks and the tasks involved in employment-oriented case management. The full-time course takes three years and ends with a recognised higher education qualification, Bachelor of Arts. During the course, students are employed by an employment agency. Four periods of work experience of relevance to the examination are spent in various parts of the employment agencies and form an integral element of the course.

10 - FINANCING - INVESTMENT IN HUMAN RESOURCES

1001 - Background information concerning financing arrangements for training

In Germany, financing of vocational training and continuing training is based on a system of mixed financing with a variety of different backers, both public and private. They include the Federal Ministry of Education and Research (*BMBF*), the Federal Ministry of Economics and Technology (*BMWi*), the Federal Agency for Employment (*BA*), The Land Ministries of Employment, Economics, Education or Cultural Affairs, the European Union, local authorities, companies, unions, Chambers, associations, private institutions and, lastly, individuals themselves.

1002 - Funding for initial vocational education and training

The school-based element of dual vocational training is financed by Land and local authority public funds. The *Länder* bear the costs of internal school affairs (e.g. supervision of schools, implementing curricula, teacher training, teachers' pay), and local authorities are responsible for financing external school affairs (e.g. construction, maintenance and renovation of school buildings, ongoing management, procurement of teaching and learning resources).

Enterprises are responsible for financing the in-company training element – the individual enterprises decide independently whether and in what training occupations they will provide training, how many trainees they will take within the framework of the statutory provisions, and how much they will spend. In some sectors (e.g. the construction industry, the roofing trade), financing regulations have been collectively agreed whereby all enterprises pay into a joint fund (e.g. through giving a percentage of the total wage bill). The fund is used to reimburse enterprise expenditure on training.

Training in a full-time vocational school outside the dual system and special measures to promote VET, such as Land programmes to create additional training places, are financed out of Land budgets.

Intercompany vocational training facilities (*ÜBS*), in which supplementary instruction of trainees takes place on behalf of SMEs, are funded by mixed financing – subsidies from the Federal Agency for Employment, central government (capital grants from *BMBF* resources) and the *Länder* are added to the resources of the body responsible.

The financing of coherent training structures (*Ausbildungsverbünde*) depends on their organisational form. In the 'lead enterprise with partner enterprises' model, the lead enterprise normally finances remuneration of training, while the partner enterprises bear the personnel, plant and equipment costs that arise in their area of responsibility. In the 'training to order' model, in principle each party to the contract can provide training services against reimbursement of costs, but in practice SMEs usually finance the training services contracted out to a large enterprise with a training workshop.

In view of the lack of apprentice training places in enterprises, central government also finances various programmes designed to create additional places and to improve in-company training conditions. An example of this is '*JOBSTARTER – Für die Zukunft ausbilden*' (training for the future), developed by the Federal Ministry of Education and Research (*BMBF*) in 2005 to promote innovation and structural development in VET. The *BMBF* subsidises the programme by EUR 125 million (for 2005 to 2010), and the programme is being co-financed with ESF funding.

Another important programme within the apprenticeship pact is the special programme for entry-level qualification of young people (*EQJ* programme), designed to create 25 000 'enterprise entry-level qualifications' a year (see 0405). In 2005/2006 this figure was exceeded, with 31 718 admissions. Moreover, the results of the supporting research show that enterprises and young people are responding positively to the programme. For example, following entry-level qualification, 62.7% of those participating in the second year of the programme completed a programme of vocational training in the same enterprise (*Becker/Ekert*, 2006, p. 5). Owing to its success, the programme has been extended until the end of 2008, and as of 1 October 2006 the number of places was increased to 40 000.

The Federal Employment Agency is also involved in financing training. In certain cases it gives young people a grant for vocational training or for pre-vocational training measures. In addition, the vocational training of disadvantaged young people and the training and vocational rehabilitation of disabled persons are also subsidised from BA funds (see 1004).

Financing of vocational training 2005

FINANCING BODIES	EXPENDITURE (IN EUR)
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	BILLIONS)
ENTERPRISES	27.70*
FEDERATION AND LÄNDER	
PART-TIME VOCATIONAL SCHOOLS (DUAL SYSTEM)	2.80
FULL-TIME VOCATIONAL SCHOOLS	2.20
OTHER SCHOOL TYPES PROVIDING VET (E.G. SPECIALISED GRAMMAR SCHOOLS, <i>FACHOBERSCHULEN</i>)	1.50
INTERCOMPANY VET FACILITIES (<i>ÜBS</i>)	0.03
TEACHING COURSES AND PROGRAMMES	0.28
FEDERAL AGENCY FOR EMPLOYMENT (BA)	4.50

* Gross costs, i.e. training costs without allowing for training income. The information is based on a representative survey of enterprise training costs, last conducted by the BIBB for 2000. Source: Berufsbildungsbericht 2006, p. 176 ff.

1003 - Funding for continuing vocational education and training, and adult learning

LEARNING

Enterprises, the state, the Federal Agency for Employment and private individuals themselves are involved in financing continuing vocational training.

Enterprises bear the majority of costs of in-company continuing training measures for their employees. However, the results of a *BIBB* research project on the costs and benefits of CVET for individuals show that enterprises are increasingly expecting their employees to undertake continuing training outside the enterprise on their own initiative, at their own expense and in their free time, to safeguard their employability. With regard to the individual costs of CVET (both within and outside the enterprise), the project found that the average amount in 2002 was EUR 502 per participant. Three-quarters of this was direct costs and one-quarter indirect costs (direct costs comprise, e.g. fees, learning supplies, etc. whereas indirect costs include loss of income while participating in CVET).

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 EUR 12.2 billion in 1999 compared to EUR 8.5 billion in 1993 with direct training costs of EUR 7.1 billion (compared to EUR 4.4 billion) and indirect costs of EUR 5.1 billion (compared to EUR 4.1 billion).

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

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

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

Direct costs: costs of CVT courses

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

Central government, *Länder* and local authorities make funding available from their budgets primarily for continuing training of public sector employees. In addition, there are various state-subsidised continuing training programmes, e.g. the Vocational Training Programme for the Highly Talented (*Begabtenförderung Berufliche Bildung*) and the Career Advancement Training Promotion Act (*AFBG*, known as '*Meister-BaföG*') (see 0502).

The Federal Agency for Employment supports continuing training measures for unemployed people and for people at risk of unemployment. Their budget is made up of employers' and employees' unemployment insurance contributions, grants from the Federal budget and other income. 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.

1004 - Funding for training for unemployed people and other groups excluded from the labour market

THE LABOUR MARKET

Active labour market policy involves many state measures to prevent unemployment and promote employment. In 2005, the overall expenditure of the Federal Agency for Employment (BA) and central government was above the previous year's level, at EUR 82.9 billion, but at the same time the proportion devoted to active employment promotion fell from EUR 19.52 billion (26.2%) to EUR 16.85 billion (20.3%) (*Bundesagentur für Arbeit*, 2006, p. 124). Especially the Agencies expenditure on support for training for unemployed people and for persons at risk of unemployment has dropped substantially – between 2002 and 2005 the budget shrank from EUR 6.7 billion to EUR 1.8 billion. The main reason was the implementation of the First Law on modern services on the labour market on 1 January 2003, funding has been linked to the issuing of an education voucher (*Bildungsgutschein*) (see 0503).

Particular attention is given to support disadvantaged young people and young adults who, at the end of their compulsory education, are unlikely to find training places or jobs without specific help (see 0405).

There is still a statutory duty to provide individual and institutional support for the participation of disabled persons in working life (defined in the *Sozialgesetzbuch, SGB III*, as people whose prospects of participating in working life are fundamentally reduced on a permanent basis owing to the nature or severity of their disability). In 2001, a volume specifically covering the rehabilitation and participation of disabled persons was created in Volume 9 of the *Sozialgesetzbuch (SGB IX)* which summarises the statutory rules governing their benefit entitlement. The Support for the Training and Employment of Seriously Disabled Persons Act, which entered into force in April 2004, was aimed above all at improving training opportunities.

1005 - Perspectives and issues: from funding to investing in human resources

Developing vocational schools and the quality of training on offer through delegating more autonomy is at the heart of reform efforts. Delegating financial responsibilities by giving them more freedom in budgetary allocation is one key element. This path is being followed to a different extent in the individual *Länder*.

For in-company training, the financial burden has increasingly shifted from enterprise to public-sector financing given the need to encourage enterprises to provide more training places.

To raise participation in lifelong learning, the central government cabinet adopted a model for continuing training savings (*Weiterbildungssparen*) in June 2007 which will be introduced in summer 2008 on as a new financing tool for continuing education and training. The objective of these savings plans is to facilitate the financing of continuing education for as many people as possible and to thus mobilise those population groups who have so far not been able to improve their individual opportunities on the labour market due to lack of money. The continuing training savings model comprises three elements:

- a state-funded continuing education bonus (maximum EUR 154) granted to anyone who contributes the same amount from his/her own funds;
- advance withdrawal under the Capital Formation Act (*Vermögensbildungsgesetz - VermBG*);
- a low-interest continuing training loan (*Weiterbildungsdarlehen*) which provides funds after obligatory counselling regardless of individual financial circumstance.

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

INITIATIVES AT EU LEVEL

Germany attaches particular importance to cooperation in VET policy within the EU.

2002 work programme of EU Ministers for Education

In the detailed work programme for general and vocational education systems in Europe, it was agreed to intensify cooperation at European level to achieve the jointly determined education-policy objectives. Indicators are to be used to make advances and developments transparent (benchmarking). The programme is currently being implemented in ten thematic working groups and in peer learning groups on selected topics. Germany is involved in almost all the peer learning groups.

The expert working group set up by the European Commission to draft the concept for a European Qualifications Framework (EQF) submitted a draft EQF to the Commission

in the middle of 2005. On the basis of this draft, the Commission launched an EU-wide consultation process. Consequently the structure of this consultation process was one of the focal points of implementation of the work programme for Germany in 2005. The development of a European Qualifications Framework was welcomed in principle in an initial national opinion (cf. BMBF/KMK, 2005, p. 1).

Maastricht/Copenhagen

To put the process into action, in addition to a steering coordination committee, three working groups were established on transparency, quality assurance and the credit transfer system which began work at the beginning of 2003. Germany had an active co-steering role in the Copenhagen Process from the outset, and is represented in all the working groups.

Work has now begun on developing a National Qualifications Framework (NQF), designed to improve further permeability and interlinking between the various fields of education, and also on the creation of a European Credit System for Vocational Education and Training (ECVET).

Participation in programmes and networks

Many of the players in German VET have participated actively in the Leonardo da Vinci programme. Close cooperation is in place with Cedefop. Coordination of networks such as ReferNet (www.refernet.de/de/index.htm) and TTnet (www.bibb.de/de/wlk18054.htm) and the national reference point for transparency of vocational qualifications (www.bibb.de/de/wlk18071.htm) are under the aegis of the Federal Institute for Vocational Training (BIBB).

The initiative for early recognition of skills needs ('FreQueNz', see 0701), has played a part in the development of a European early recognition network (Skillsnet). Since January 2007, both the National Europass Centre (NEC) (www.europass-info.de/de/europass-mobilitaet.asp) and national coordination of Cedefop's programme of European study visits with the National Agency for Education for Europe have been based at the BIBB (<http://www.na-bibb.de/>).

Bilateral and multilateral activities

The internationalisation of VET and intensification of international cooperation are strategic objectives for the Federal Government. For example, cooperation on VET policy takes place within the framework of bilateral working parties with France, the Netherlands, Austria, Turkey, Russia, Poland and Israel (BMBF, *Berufsbildungsbericht* 2006, p. 327 ff.).

In addition to mobility activities under the EU's Leonardo da Vinci programme, the Federal Ministry supports bilateral vocational training and continuing training exchanges with the following countries: France, the UK, the Netherlands, Norway, Poland, the Czech Republic, Italy and Israel. Exchange activities are usually based on longer-term partnerships between training enterprises, vocational schools, Chambers and other players in VET. Since October 2004, there has also been a joint declaration between France and Germany on the general comparability of qualifications in vocational training (www.bmbf.de/pub/gemeinsame_erklaerung_berufliche_bildung_dt-frz.pdf), and also, since August 2005, a joint declaration with Austria on the comparability of vocational training qualifications (www.bmbf.de/pub/annerkennung_berufsabschluesse_de-aust.pdf).

The annual OECD publication, *Education at a glance*, always contains a note in a summary to the effect that in an international comparison with reference to the relevant cohort, Germany has relatively few people with higher education qualifications. The same applies to a few other countries that, like Germany, are characterised by a strong VET system, particularly Austria and Switzerland. All three countries are slowly building up their higher education, but they still place emphasis on the non-academic vocational training pathway as an alternative. In the context of the OECD project 'Rethinking Tertiary Education in a Global Economy' (2005-2006), Germany, Austria and Switzerland have joined together to describe the importance and efficiency of their VET systems and substantiate their strategy in a separate contribution to the project (BMBF, *Berufsbildungsbericht* 2006, p. 330).

In addition to cooperation with Cedefop, the ETF, Unevoc and Unesco, great importance is attached to development cooperation and systems guidance in VET. Many countries have acknowledged the need to develop and modernise VET and are seeking experience and support. In this context, Germany is in demand at international level as a cooperation and advisory partner. Some 500 training cooperation projects in progress worldwide are showing a high level of interest in the German model of dual/cooperative vocational education and training.

1102 - *Impact of Europeanisation/internationalisation on education and training*

Impacts are described in 0302, 0803, 0804.

1103 - *Authors, sources and bibliography*

110301 - Authors

110302 - Sources, references and websites