



Education and Culture DG

Lifelong Learning Programme

EACEA
Education, Audiovisual & Culture
Executive Agency

**National Lifelong Learning Strategies (NLLS) -Transversal programme
Key Activity 1: Policy Cooperation and Innovation**



**EFELSE - Evaluation Framework for the
Evolution of LLL Strategies in Europe**

PROJECT NUMBER: 147760-LLP-2008-GR-KA1NLLS

**STATE-OF-AFFAIRS REPORT
GERMANY**

PART I

Deliverable/Report

D3

With the support of the Lifelong Learning Programme of the European Union

Task No:	Deliverable 3
Work Package:	WP 3
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Status, Version No.	Final, 16/02/10
Start Date of Project:	01 March 2009
Duration:	12 Months
Dissemination Level:	Public
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Financing:	Project funded by the European Commission, Lifelong Learning Programme (2009 - 2010)

This project has been funded with support from the European Commission.

This publication reflects the views only of the author, and the Commission cannot be held responsible for any use which may be made of the information contained therein.

SUMMARY

The report was produced in the context of the project “EFELSE – Evaluation Framework for the Evolution of Lifelong Learning Strategies in Europe”. It describes the situation of lifelong learning and adult education in Germany. Various national resources have been consulted, such as the educational reports and policy documents of the Federal Ministry for Education and Research. Furthermore, European resources have been taken into account for the purpose of providing a comparative view of Germany and the other EFELSE partner countries Greece, Poland, Romania, Slovakia, and Spain.

The introduction provides background information about Germany and its population, employment rate, and educational attainment levels. Differences between the Federal States (Länder) are described and show that the responsibility of the Länder for education results in a very heterogeneous structure. The formal educational system from primary, to secondary, to tertiary education is described. The area of non-formal and informal adult education and lifelong learning – which has a strong focus on vocational continuing education – is outlined by providing information on governmental definitions, strategies, responsibilities, and the legal background. The description of the continuing education market in Germany and a focus on trainers and their working conditions shows that in general the infrastructure for lifelong learning is well developed and that existing opportunities for learners are numerous. Germany is performing well in half of the indicated lifelong learning benchmarks, but is not top performing in any respect: demands for learning, investment in adult education, accessibility to learning opportunities, learning culture, partnership working and quality control and indicators. For each of the parameters the German objectives, benchmarks, indicators and policies are identified and described. This includes a detailed outline of lifelong learning participation rates, outcomes, and data on investment in continuing education. The amount of information available for each parameter differs greatly. It shows that the German lifelong learning strategy is well developed with regard to its comprehensiveness, especially from the point of view of funding lifelong learning activities and motivating the participation of adults in lifelong learning. Need for improvement has been identified with regard to the coherence of the German lifelong learning strategy implementation. This results mainly from constraints of the Federal system which impede partnership working approaches across the Länder, the establishment of a learning culture with comparable access to learning opportunities in the Länder, and the implementation of an overall quality assurance system. Following the EFELSE evaluation approach at this point can support Germany in becoming top-performing in all respects of lifelong learning.

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1. Introduction

The notion of Life Long Learning (LLL), currently governing the European Union (EU) and its Member State's policy orientation, while well perceived as a notion for enhancing competitiveness, social justice and individual fulfilment, is not "evenly penetrating" into the national systems of education and training (E&T) across the EU. The challenge for Member States is to develop and implement LLL strategies that combine the national character of the educational system and simultaneously converge to the principles of Education and Training 2010. While this is apparent at the level of intention in all Member States, the pace by which reforms are introduced varies considerably as do the impacts that emerge from their introduction (qualifications frameworks, validation of learning etc). The Commission Communication on "Making a European area of lifelong learning a reality" (Commission of the European Communities, 2001) clearly defines the axes of *coherence* and *comprehensiveness* of a national LLL strategy. Likewise the 2008 joint report of the Council and the Commission (Council of the European Union, 2008) guides national systems of education towards the orientation of development of coherent and comprehensive strategies that are to facilitate learning for all and learning outcomes in our societies under the scope of enhancing competitiveness and the process of innovation of E&T systems across the sub-sectors, forms and levels.

The EFELSE project's overall aim is the definition of criteria for the successful definition/implementation of Life Long Learning Strategy. Under this general scope the project aims to develop an understanding on the factors that impede progress towards change in education and training from a socio-cultural and capacity building perspective. The area of study is adult education/training because it is the area that is mostly influenced by traditional practices and attitudes towards learning.

The EFELSE target group of "adult learners" included compasses people living in the EU aged 25-64 who are involved or are willing to get involved in education/training to upgrade or to develop new knowledge and skills offered by education/training institutions which are issuing official certificates, diplomas etc. The target group also includes adult trainers. Adults who are enrolled or wish to enrol to formal MA or PhD programmes of study as well as those are involved in self-development learning activities are not included in the target group as defined by the EFELSE project.

The National LLL Strategies and the National contexts of Greece, Romania, Slovakia, Poland, Spain, and Germany constitute the EFELSE policy and practice research settings.

The principle elements for considering the LLL national strategies as coherent and comprehensive are:

- learning culture features,
- partnership working (within and in-between sectors, types and forms of education and training),
- demands for learning,
- investment made,
- accessibility to learning opportunities, and
- the introduction of quality control and indicators to measure progress.

In the following chapters, principle elements for considering the coherence and comprehensiveness of the LLL national strategies of Germany targeting adult learners is presented, analysed, and discussed.

Before proceeding to the main part of this report, some statistical background data describing the adult population of Germany is presented, emphasising recent data about employment.

German Population and Employment

The population of the Federal Republic of Germany in 2008 counted 82.2 million inhabitants, living on an area of 357.104 sq km. The gross national income was 2.529.78 billion Euro. Since 1949 Germany is a parliamentary-democratic federal state. It is administered by 16 federal states (Bundesländer) which have the responsibility for the educational system as laid down in the Basic Law. The map of Germany (figure 1.1) shows the 16 Länder, including the federal city states. Federal states: Baden-Württemberg, Bavaria, Brandenburg, Hesse, Lower Saxony, North Rhine-Westphalia, Mecklenburg-Western Pomerania, Rhineland-Palatinate, Saarland, Saxony, Saxony-Anhalt, Schleswig-Holstein, Thuringia. Federal city states: Berlin, Bremen and Hamburg (for more details see www.deutschland.de).



Figure 1.1. Map of Germany

The National Educational Report (Nationaler Bildungsbericht; Autorengruppe Bildungsberichterstattung, 2008) outlines the current demographic situation in Germany in relation to the educational system as follows: Educational pathways are closely linked to age levels; therefore a decreasing birth rate and increasing life expectancy (see below) will result in long term changes of the quantitative and qualitative demand for education. If the current educational performance remains the same (see section 3, figures 3.1 and 3.2), a shortage of manpower is the consequence. In this context, offers related to the concept of lifelong learning will gain importance to support the integration of all age groups into the job market. Especially older employees will have to participate in lifelong learning in order to gain and keep their qualifications level. Structural changes in society – the increasing importance of jobs in the service sector and the development towards globalisation and internationalisation – will additionally influence educational demands, e.g. with regard to professional qualifications and high skilled workers.

Population. The following graphs provide an overview about the German population in 2010 and an estimation of the population development for the year 2060 by age groups, including the target group of the EFELSE project (25-64 years; figure 1.2). The estimation is based on the presumption of a consistent birth rate of 1.4 children per women, a life expectancy of 89.2 years for females and 85 years for males born in 2060, and an increasing annual net migration up to 100.000 people in 2014 and following years. The anticipated development shows a general decrease of the German population from about 82 million to 65 million. While there will be a decrease in the population of the age groups 0-24 by 2% and 25-64 by 11% each, at the same time the number of people aged 65+ will increase by 13%.



Source: Statistisches Bundesamt (2010)¹

Figure 1.2. Age structure of the German population in 2010 and estimated for 2060.

¹ For an interactive simulation of the population development in Germany from 1950-2060 see <http://www.destatis.de/jetspeed/portal/cms/Sites/destatis/Internet/EN/Content/Statistics/Bevoelkerung/Vorausberechnung/Bevoelkerung/InteraktiveDarstellung/InteraktiveDarstellung.templateId=renderPrint.psml>

Employment and unemployment. The Federal Statistical Office (Statistisches Bundesamt, 2009a) reports an amount of 40.2 million persons in employment in the second quarter of the year 2009. Figure 1.3 provides an overview about the development of employment and unemployment in recent years in Germany. The results show that the percentage of unemployed persons is decreasing since its climax in 2005.

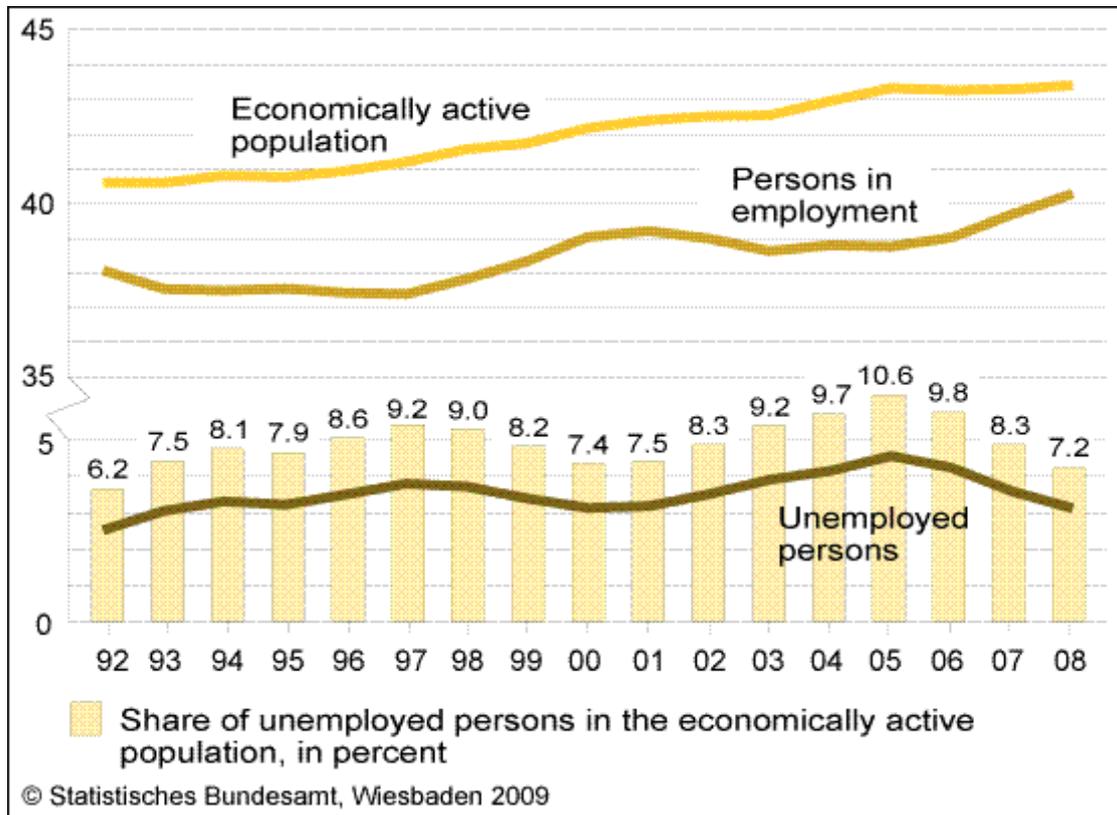


Figure 1.3. Development of employment and unemployment.

The percentage of persons in employment in Germany differs between the economic sectors in Germany as presented in figure 1.4. The service sector holds the highest amount of employed people, followed by trade and transport, industry and financial, renting and business activities. The least amount of employed persons is found for construction and agriculture, forestry and fishing.

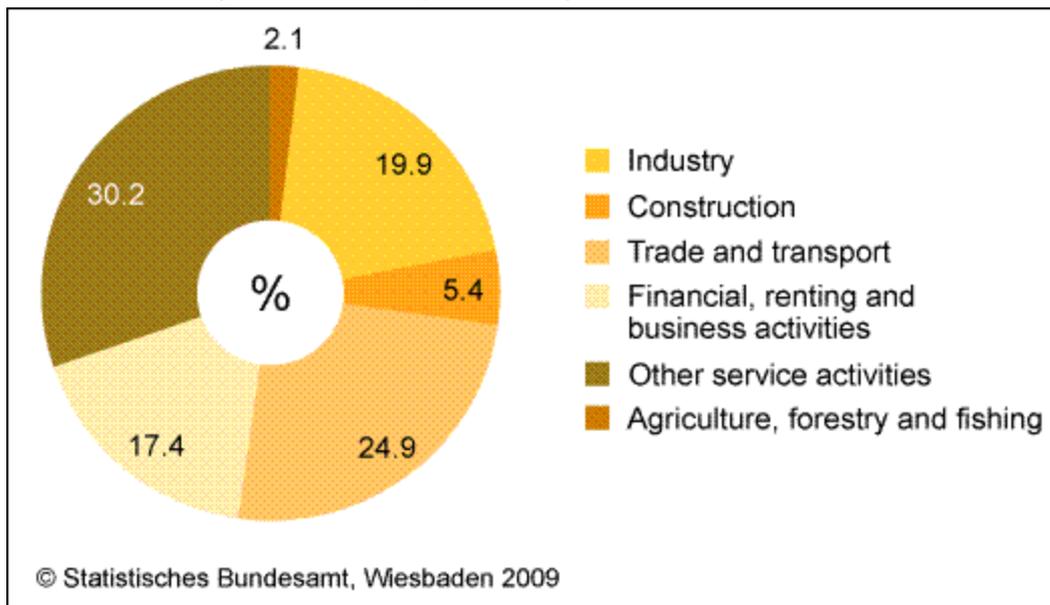


Figure 1.4. Persons in employment by economic sectors in 2008.

2. Background of Educational Issues in Germany

The Basic Law (Grundgesetz) of Germany constitutes the basic principles of democracy and rule of law, as well as the principle of federalism (Art. 20, Paragraph 1). According to this principle, the constituent states of the Federation (Länder) have the legal status of states with own constitutions. The Länder have cultural sovereignty (Kulturhoheit) which implies the responsibility of the Länder for education, science, culture, and related policies and legislation. The Standing Conference of the Ministers of Education and Cultural Affairs (Ständige Konferenz der Kultusminister der Länder) was established in 1948 to ensure cooperation between the Länder in this respect. The cooperation between the Federation and the Länder was co-ordinated in the Bund-Länder Commission for Educational Planning and Research Promotion (Bund-Länder-Kommission für Bildungsplanung und Forschungsförderung, BLK) founded in 1970. In 2006, a federalism reform resulted in important changes of the responsibilities of the Länder for education policy and legislation (Secretariat of the Standing Conference of the Ministers of Education and Cultural Affairs, 2009).

The Federal Government is responsible for legislation concerning vocational training (in-company) and vocational continuing education, entrance permission to higher education (Länder may pass specific laws), financial support for pupils and students, research and technology development promotion, youth welfare, legal protection of participants in distance education, entry to legal, medical and paramedical professions, increasing employment rates and related labour market research (Secretariat of the Standing Conference of the Ministers of Education and Cultural Affairs, 2009). The federalism reform strengthened the responsibilities of the Länder in the area of education. The Länder have increased responsibility civil service sector – most teachers are civil servants – and legislate for example remuneration, pensions, and service regulation. Furthermore, new joint tasks (Gemeinschaftsaufgaben) were formulated for co-operation in the areas of science and research. Educational planning is no longer a joint task (Gemeinschaftsaufgabe) of the Federation and the Länder. Instead, standardised monitoring of the performance on of the educational system and related reporting is among the new joint tasks. For regulation of these joint task the Joint Science Conference (Gemeinsame Wissenschaftskonferenz , GWK) was established in January 2008 as successor organisation to the BLK (BMBF, 2008c; Secretariat of the Standing Conference of the Ministers of Education and Cultural Affairs, 2009).

It has to be noted that the Basic Law also regulates the self-government of local authorities (Kommunen) in each of the Länder. The local authorities have responsibilities for public financing and promotion of adult education, youth welfare and cultural activities, and the construction of school buildings and infrastructure. In this respect, local authorities are entitled to specify taxation regulations (Secretariat of the Standing Conference of the Ministers of Education and Cultural Affairs, 2009).

The structure of initial teacher education (at universities) and in-service teacher training (provided by teacher training institutions) in Germany is quite complex. An exhaustive description cannot be provided in the scope of this report. In the following, basic information about teacher education and training in Germany is given.

Initial teacher education in Germany follows two consecutive phases: 1) teacher education at universities and 2) practical training at school. On secondary level, teachers have to study at least two school subjects, including subject specific didactics. The studies on lower secondary level have durations of 7-9 semesters; on upper secondary level the duration is 9 semesters and 12 for certain arts subjects (Deutscher Bildungsserver, n.d.b). Currently, the teacher education in Germany is subject to a reform focusing on the extended integration of practical experience in the educational processes, improving the connection between theoretical and practical education phases, emphasizing the importance of the job entry phase, implementing examination which accompanies the studies at universities (not afterwards), and developing the diagnostic and methodological competence of teachers. This reform process should also consider the implementation of bachelor and master studies for teacher (Deutscher Bildungsserver, n.d.a). Since 2007, the number of centres for teacher education (Zentren für Lehrerbildung) at universities increased steadily. These centres work on the restructuring of teacher education; they are founded based on Länder specific laws and regulations (Plattform Lehrerbildung, 2007). The current status of the reform in Germany is reported by the Lehrerbildungszentrum der Ludwig-Maximilians-Universität München (2009) and can be downloaded from its homepage (www.lehrerbildungszentrum.uni-muenchen.de).

In-service teacher training is compulsory for teachers who have completed initial education. Again, Länder specific regulations apply with regard to the extent and content of these trainings (Lehrerbildungsgesetze;

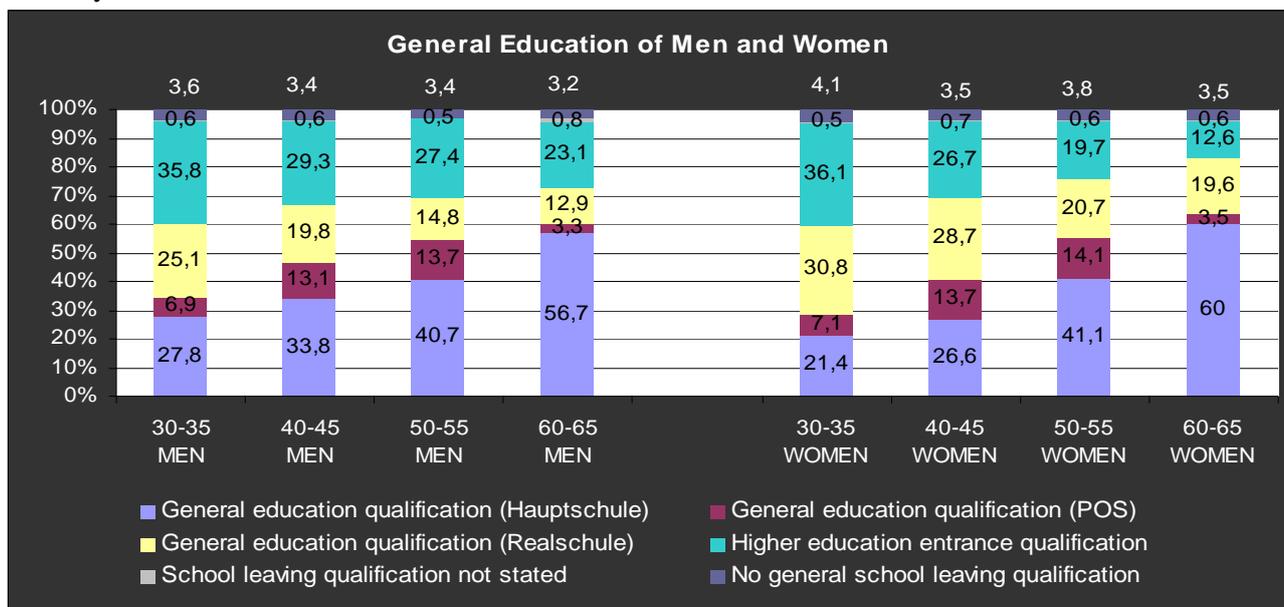
teacher education laws). To support cooperation across the Länder, an association for the facilitation of continuing education of teachers – the Deutsche Verein zur Förderung der Lehrerinnen- und Lehrerfortbildung (www.dvlfb.de) – was founded.

With regard to professional qualification of trainers in continuing education the structures are even more complex than for school teacher education. There are several possibilities to get the qualification necessary for working in continuing education at universities and in special trainer courses e.g. for people with vocational education or without pedagogical background. Education science is one of the university studies which provide qualifications for continuing education trainers, however this is only an optional focus that can be chosen by students, and universities are free to decide about the actual curriculum design. BA studies in the area of adult education mainly focus on education science in general; however MA studies rather have a clearer focus on adult education. Additionally, several other university studies (e.g. school teacher training, business administration) qualify people for working in continuing education (see DIE, 2008, p. 79). According to a survey by Wirtschaft- und Sozialforschung (WSF, 2005) the majority of continuing education trainers have a tertiary education qualification or vocational qualification.

3. Education in Germany

According to the Autorengruppe Bildungsberichterstattung (2008) the general level of education in the German population is rising recently. In the course of time, the number of higher education entrance qualifications (Hochschulreife) is increasing while at the same time a decrease in the number of secondary modern school qualifications (Hauptschulabschlüsse) can be observed. This trend is even more explicit for women than for men (figure 3.1). The development of vocational qualifications in Germany is presented in figure 3.2. The results show that young persons have completed vocational education at the university more often than older persons, especially women (Autorengruppe Bildungsberichterstattung, 2008)

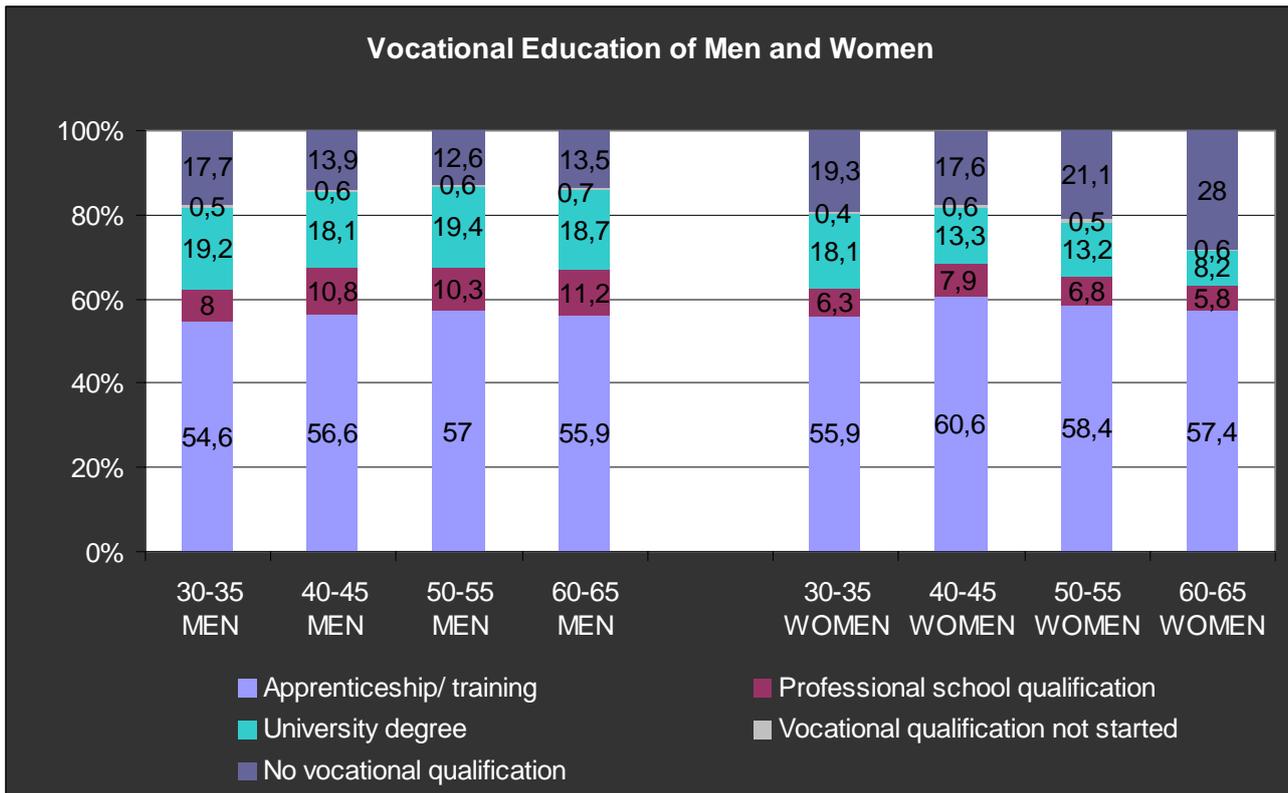
The increasing number of women with higher education certificates and vocational qualifications additionally contributes to the rising educational level of the German population. However, there is still a considerable amount of people in all age groups who do not have any school leaving qualification or vocational qualification. The Autorengruppe Bildungsberichterstattung (2008) reports an amount of 17% of the population aged 20-30 with no vocational qualification or participation in educational offers for the year 2006. This number has increased compared to the year 2000, especially for young people in the Eastern part of Germany.



Source: Federal Statistics Office, Mikrozensus 2006 (Autorengruppe Bildungsberichterstattung, 2008).

Figure 3.1. General educational level by age groups and sex².

² Notes for figure 3.1. Hauptschule, including primary school qualification; Higher education entrance qualification, including qualification for universities of applied science.



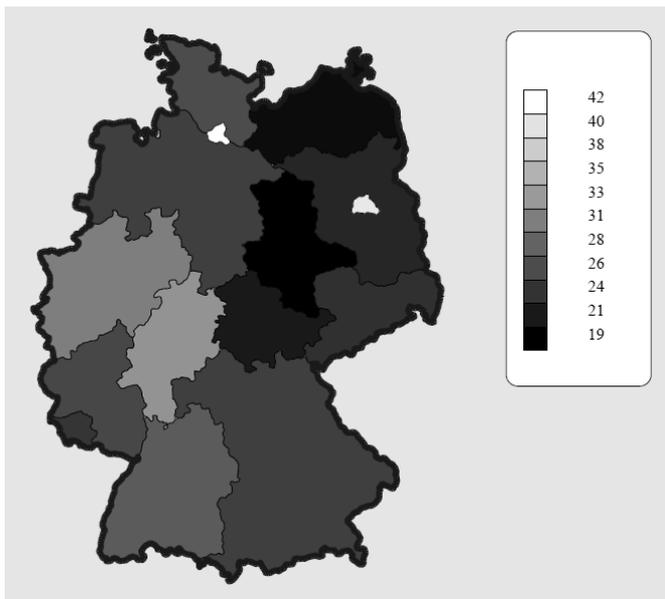
Source: Autorengruppe Bildungsberichterstattung (2008).

Figure 3.2. Vocational educational level by age groups and sex³.

Historically, education is primarily a responsibility of the federal states (Länder), and the educational system may vary between the states. Consequently, there are great differences with regard to the educational attainment rates in the German Länder. The following graphics provide a visualisation of the Länder differences for higher education entrance qualifications (figure 3.3), higher education degree (figure 3.4.), and completed apprenticeship training (figure 3.5). The graphics show the share of population aged 25-64 years which has acquired these qualifications. The differences between the Land with the highest and the lowest share are 23 percentage points for higher education entrance qualifications, 22 percentage points for completed apprenticeship training, and 15 percentage points for higher education degrees.

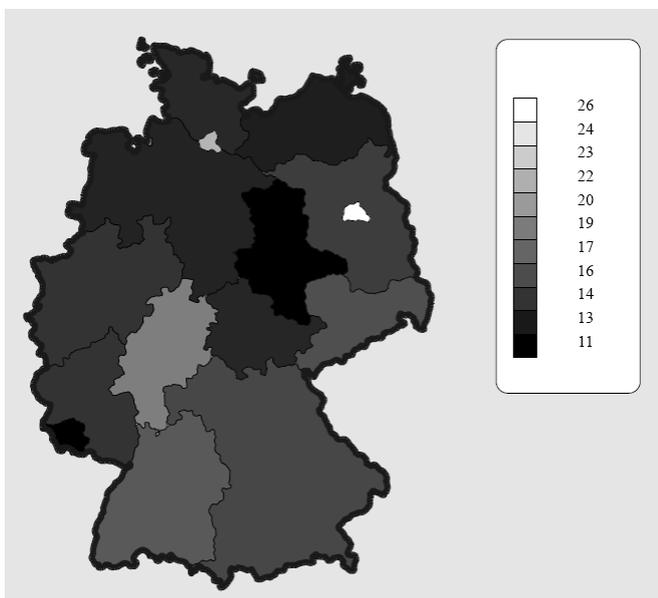
Similarly, the percentage of the lifelong learning participation rate as measured in the Labour Force Survey with regard to the 12.5% target of the EU differs between the Länder from more than 11% to below 7%. Figure 3.6 shows the percentage of people aged 25-64 who participated in education and training four weeks prior to the Labour Force Survey in 2006. The EU targets 12.5% participation rate by 2010, however this was reached by none of the Länder. Berlin (10.8%) and Hamburg (10.1%) were close to this target, followed by Bremen (8.8%), Hesse (8.4%), and Baden-Wuerttemberg (8.4%). The lowest participation rate was reported for North Rhine-Westphalia, Lower Saxony, Saxony-Anhalt, and Rhineland-Palatinate which were below 7%. The high participation rates in the federal city states can be explained by the notable higher education participation rates of these states, which are included in the EU lifelong learning indicator. The participation rate of men exceeds that of women in all western Länder (except Hesse); the participation rate of women is higher than that of men in all eastern Länder (except Thuringia) and in all federal city states.

³ Notes for figure 3.2.: Apprenticeship/ training, including equivalent qualification at vocational college, during professional preparatory years (Berufsvorbereitungsjahr) and practical work placement; Professional school qualification, including qualification as master craftman/ technician, at school of health care, and from former GDR; Higher education qualification, including qualification of universities of applied science, engineering, business administration college (Verwaltungsfachhochschule) teacher education, PhD; People not in vocational education, including people not in school



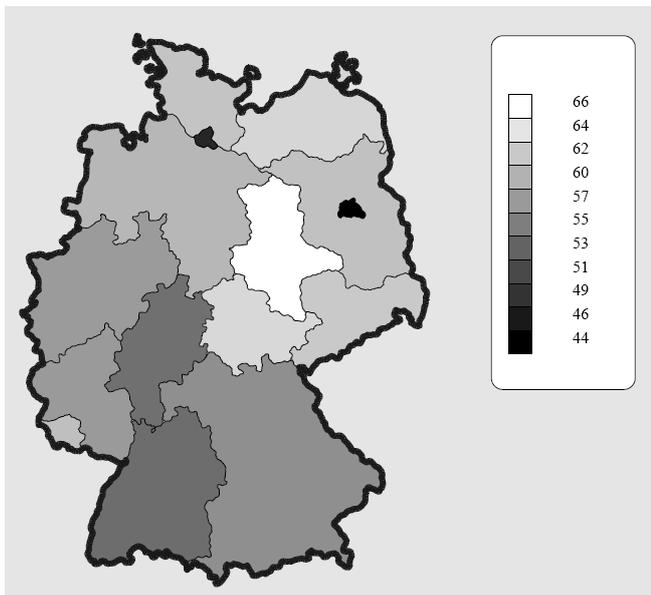
Source: Statistische Ämter des Bundes und der Länder, Mikrozensus 2006 (Autorengruppe Bildungsberichterstattung, 2008, p. 235).

Figure 3.3. Population (25-64 years) with higher education entrance qualification by Land, in percent.



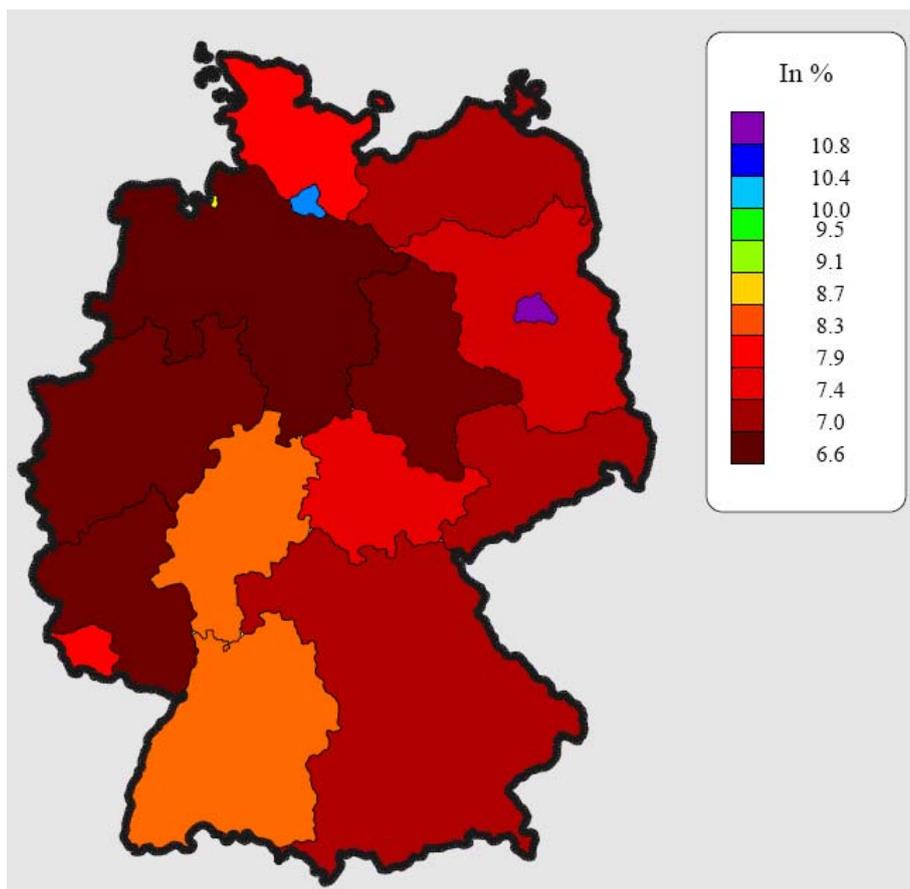
Source: Statistische Ämter des Bundes und der Länder, Mikrozensus 2006 (Autorengruppe Bildungsberichterstattung, 2008, p. 236).

Figure 3.4. Population (25-64 years) with higher education degree by Land, in percent.



Source: Statistische Ämter des Bundes und der Länder, Mikrozensus 2006 (Autorengruppe Bildungsberichterstattung, 2008, p. 236).

Figure 3.5. Population (25-64 years) with completed apprenticeship training by Land, in percent.



Source: Statistische Ämter des Bundes und der Länder (2008).

Figure 3.6. Lifelong learning participation rate of the German population (25-64 year) by state, in %.

Educational System

Due to the responsibility of the Länder for education, the education system itself is rather diverse with structural and curricular peculiarities in each of the Länder. On a general level, the education system in Germany can be divided into five main stages (see German Eurydice Unit, 2008):

- pre-primary education
- primary education
- lower and upper secondary education
- post-secondary and tertiary education (including vocational education in the dual system)
- continuing education (see section 4)

Figure 3.7 illustrates the characteristics of the German education system, starting from compulsory education at primary level up to continuing education after university or basic vocational training. Included in the figure are also the voluntary pre-school (Kindergarten) and further education years. Generally, compulsory education begins between the ages of six and seven and ends at the age of 18 years. The ages given on the right hand side display the earliest possible entry age and account for pupils with a continuous path through the education system (e.g. not interrupted by repeating a year due to low grades).

German children usually start primary school (Grundschule) in the month of September after their 6th birthday. After 4 classes of primary education (six classes in some Länder), pupils move on to one of three types of secondary schools (Hauptschule, Realschule, Gymnasium), depending on their grades and teachers' recommendations. At the age of 15, pupils are allowed to leave school (with its parents' permission), but they must take some form of vocational training until they reach the age of 18. According to BMBF (2004), about 30% of the pupils attending courses at the Hauptschule complete a 10th year instead of leaving school.

These annotations for figure 3.7 are directly cited from KMK (2009a, pp. 3-6). At the end of this report a glossary provides additional information and explanations of the different terms.

The distribution of the school population in grade 8 as per 2007 taken as a national average is as follows: *Hauptschule* 20.6 per cent, *Realschule* 26.5 per cent, *Gymnasium* 33.4 per cent, *integrierte Gesamtschule* 8.5 per cent, types of school with several courses of education 6.4 per cent, special schools 3.8 per cent. The ability of pupils to transfer between school types and the recognition of school-leaving qualifications is basically guaranteed if the preconditions agreed between the Länder are fulfilled. The duration of full-time compulsory education (compulsory general education) is nine years (10 years in four of the Länder) and the subsequent period of part-time compulsory education (compulsory vocational education) is three years.

1. In some Länder special types of transition from pre-school to primary education (*Vorklassen, Schulkindergärten*) exist. In Berlin and Brandenburg the primary school comprises six grades.
2. The disabled attend special forms of general-education and vocational school types (partially integrated with non-handicapped pupils) depending on the type of disability in question. Designation of schools varies according to the law of each Land.
3. Irrespective of school type, grades 5 and 6 constitute a phase of particular promotion, supervision and orientation with regard to the pupil's future educational path and its particular direction (*Orientierungsstufe or Förderstufe*).
4. The *Hauptschule* and *Realschule* courses of education are also offered at schools with several courses of education, for which the names differ from one Land to another. The *Mittelschule* (Sachsen), *Regelschule* (Thüringen), *Erweiterte Realschule* (Saarland), *Sekundarschule* (Bremen, Sachsen-Anhalt), *Integrierte Haupt- und Realschule* (Hamburg), *Verbundene oder Zusammengefasste Haupt und Realschule* (Berlin, Hessen, Mecklenburg-Vorpommern, Niedersachsen) *Regionale Schule* (Mecklenburg-Vorpommern, Rheinland-Pfalz), *Oberschule* (Brandenburg), *Duale Oberschule* (Rheinland-Pfalz), *Regionalschule* (Schleswig-Holstein) and *Gemeinschaftsschule* (Schleswig-Holstein), as well as comprehensive schools (*Gesamtschulen*) fall under this category.
5. The *Gymnasium* course of education is also offered at comprehensive schools (*Gesamtschule*). In the cooperative comprehensive schools, the three courses of education (*Hauptschule, Realschule* and *Gymnasium*) are brought under one educational and organisational umbrella; these form an educational and organisational whole at the integrated *Gesamtschule*. The provision of comprehensive schools (*Gesamtschulen*) varies in accordance with the respective educational laws of the Länder.
6. The general education qualifications that may be obtained after grades 9 and 10 carry particular designations in some Länder. These certificates can also be obtained in evening classes and at vocational schools.
7. Admission to the *Gymnasiale Oberstufe* requires a formal entrance qualification which can be obtained after grade 9 or 10. At present, in the majority of Länder the *Allgemeine Hochschulreife* can be obtained after the successful completion of 13 consecutive school years (nine years at the *Gymnasium*). Yet in almost all Länder the gradual conversion to eight years at the *Gymnasium* is currently under way, where the *Allgemeine Hochschulreife* can be obtained after a 12-year course of education.
8. The *Berufsoberschule* has so far only existed in a few Länder and offers school-leavers with the *Mittlerer Schulabschluss* who have completed vocational training or five years' working experience the opportunity to obtain the *Fachgebundene Hochschulreife*. Pupils can obtain the *Allgemeine Hochschulreife* by proving their proficiency in a second foreign language.
9. The *Fachoberschule* is a school type lasting for two years (grades 11 and 12) which admits pupils who have completed the *Mittlerer Schulabschluss* and qualifies them to study at a *Fachhochschule*. Pupils who have successfully completed the *Mittlerer Schulabschluss* and have been through initial vocational training can also enter the *Fachoberschule* directly in grade 12. The Länder may also establish a grade 13. After successful completion of grade 13, pupils can obtain the *Fachgebundene Hochschulreife* and under certain conditions the *Allgemeine Hochschulreife*.
10. *Berufsfachschulen* are full-time vocational schools differing in terms of entrance requirements, duration and leaving certificates. Basic vocational training can be obtained during one- or two-year courses at *Berufsfachschulen* and a vocational qualification is available at the end of two- or three-year courses. Under certain conditions the *Fachhochschulreife* can be acquired on completion of a course lasting a minimum of two years.
11. Extension courses are offered to enable pupils to acquire qualifications equivalent to the *Hauptschule* and *Realschule* leaving certificates.
12. *Fachschulen* cater for vocational continuing education (1-3 year duration) and as a rule require the completion of relevant vocational training in a recognised occupation and subsequent employment. In addition, the *Fachhochschulreife* can be acquired under certain conditions.
13. Including institutions of higher education offering courses in particular disciplines at university level (e.g. theology, philosophy, medicine, administrative sciences, sport).
14. *Pädagogische Hochschulen* (only in Baden-Württemberg) offer training courses for teachers at various types of schools. In specific cases, study courses leading to professions in the area of education and pedagogy outside the school sector are offered as well.
15. The *Berufsakademie* is a tertiary sector institution in some Länder offering academic training at a *Studienakademie* (study institution) combined with practical in-company professional training in keeping with the principle of the dual system. As at January 2009

4. Lifelong Learning & Continuing Education

A definition of **lifelong learning** was provided by the Bund-Länder Commission for Educational Planning and Research Promotion (BLK, 2004):

Lebenslanges Lernen umfasst alles formale, nicht-formale und informelle Lernen an verschiedenen Lernorten von der frühen Kindheit bis einschließlich der Phase des Ruhestands. Dabei wird "Lernen" verstanden als konstruktives Verarbeiten von Informationen und Erfahrungen zu Kenntnissen, Einsichten und Kompetenzen. (p. 13)

This definition can be translated as follows: "Lifelong Learning includes all formal, non-formal and informal learning at different locations, starting from early childhood and including the phases after retirement. 'Learning' is understood as constructive processing of information and experiences, resulting in knowledge/skills, insights and competences". The "Strategy for the Implementation of Lifelong Learning in Germany" which was developed and approved according to this understanding by the BLK in 2004 forms the basis for the current actions of the German Federal Government in this respect. In her welcoming address on the *Lifelong Learning Programme European Launch Conference* (May 6-7, 2007, Berlin) Dr. Annette Schavan, current Federal Minister of Education and Research, acknowledged this strategy for lifelong learning and calls for joint actions for the implementation of the European Lifelong Learning Programme in Germany. The following text is an excerpt from her speech:

[...] A willingness to engage in lifelong learning will therefore be a decisive key skill in facing the challenges of the future. The Strategy for Lifelong Learning in the Federal Republic of Germany, which was developed by the Länder (German states) and the Federal Government, was adopted in Germany in 2004. Its goal is to demonstrate how all citizens in all phases and areas of life can be encouraged and supported in learning in various places and with diverse forms of learning, regardless of their background, gender, nationality and social and economic situation. In doing this, lifelong learning includes all formal, nonformal and informal learning. A diverse range of measures that build on existing educational structures and experience will be carried out in the German States in the context of this strategy. The European Lifelong Learning Programme, with its four pillars oriented towards the individual biography, accommodates the demand developed in this context that citizens continue learning in all phases of life. [...] We have high expectations of the new programme. It should be instrumental in implementing a European area for lifelong learning and encourage and promote the development of a European civic spirit. At the same time, the education programmes of individual member states should profit from international exchange in terms of their quality, attractiveness, and accessibility. Last but not least, the creativity, competitiveness, employability, and ability to develop of all people in Europe, regardless of their ages and backgrounds, should be supported. Now it's up to us all to implement these ambitious goals. (BMBF, 2008d, pp. 18 ff.)

However, for the terms and concepts of adult education, continuing education, further education, and lifelong learning several overlapping definitions and specifications can be found in the education reports and policy papers available for Germany. The Deutsche Bildungsrat (1970) provided a broad definition of **continuing education** on which other official definitions are based (e.g. BMBF, 2006a; 2008c):

Weiterbildung ist definiert als „Fortsetzung oder Wiederaufnahme organisierten Lernens nach Abschluss einer unterschiedlich ausgedehnten ersten Ausbildungsphase [...]“. „[...] Das Ende der ersten Bildungsphase und damit der Beginn möglicher Weiterbildung ist in der Regel durch den Eintritt in die volle Erwerbstätigkeit gekennzeichnet.“ „[...] Das kurzfristige Anlernen oder Einarbeiten am Arbeitsplatz gehört nicht in den Rahmen der Weiterbildung.“ (Deutscher Bildungsrat, 1970, p. 197)

This definition describes continuing education as the continuation or recommencement of organised learning following completion of a training phase of whatsoever length. The end of a first educational phase and therefore the beginning of possible continuing education in general is marked by entering full employment. Short term training at the workplace is not part of continuing education in this context. The BMBF (2008c) further specifies this definition by stating that "trainees and students in higher education are not counted as being in adult learning and education/ continuing education" (p. 146). However, according to the BMBF (2008e) continuing education at institutions of higher education (continuing academic education) is especially relevant for learners with an academic degree – but not exclusively – to prepare themselves for changing professional demands.

The Federal Ministry of Education and Research (Bundesministerium für Bildung und Forschung, BMBF) provides an even broader definition on its website, also taking into account re-training and courses for master craftspeople, as well as language courses, acquisition of school-leaving certifications at a later stage in life, or educational offers with a recreational focus. Therefore, continuing education is defined as the continuation of any form of learning after completion of the educational phases in youth.

Zur Weiterbildung gehören Umschulungen und Meisterkurse genauso wie ein Sprachunterricht, das Nachholen von Schulabschlüssen oder freizeitorientierte Bildungsangebote. Weiterbildung ist die Fortsetzung jeder Art des Lernens nach Abschluss der Bildungsphase in der Jugend. (BMBF, 2008e)

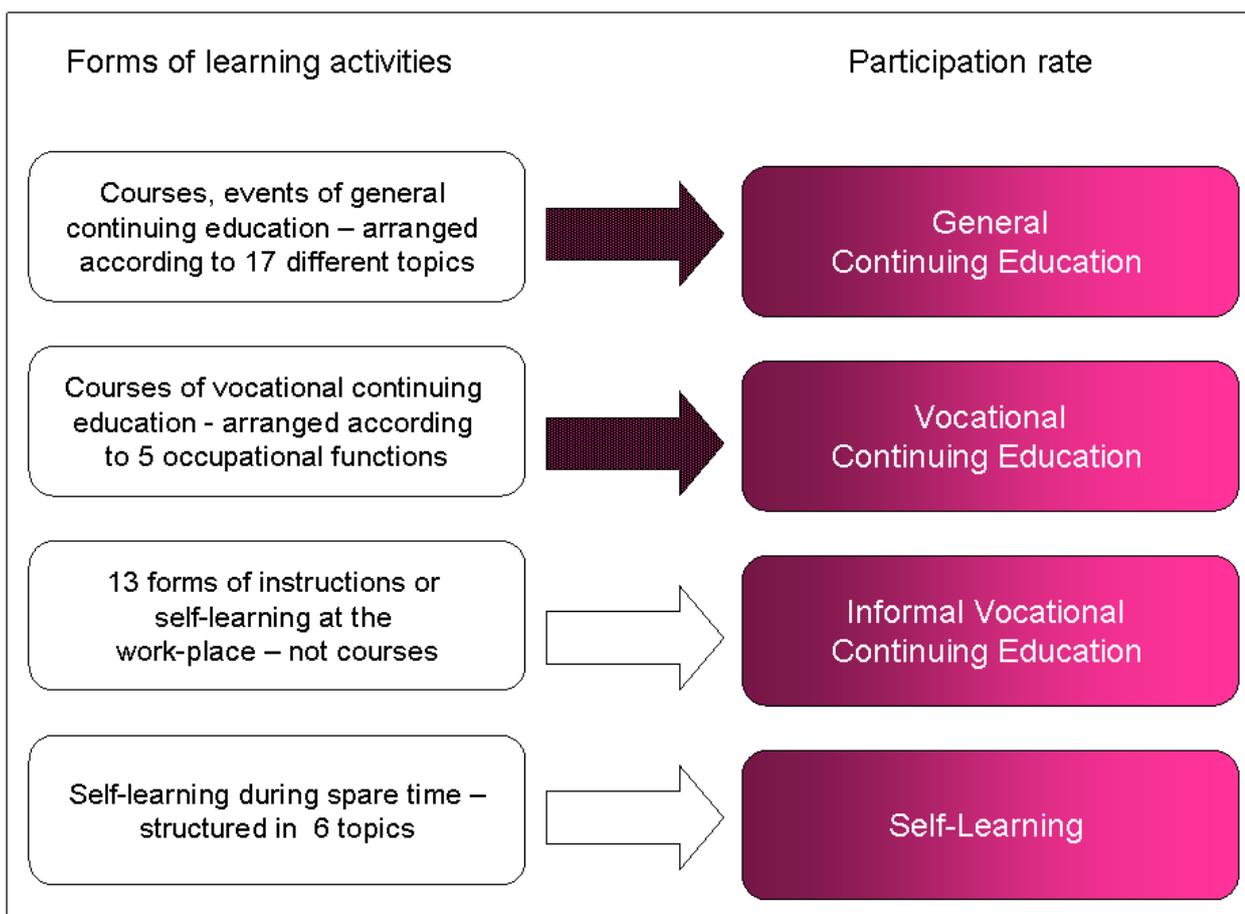
Furthermore, differences between *vocational continuing education* and *continuing education on a private level* (e.g. general, political, cultural continuing education) are outlined (BMBF, 2006a; 2008c; 2008e). *General, political and cultural continuing education* refers to all offers which are not directly related to vocational continuing education; however both kinds of continuing education are interlinked. For example, some general key competences (e.g. foreign language skills, ability to work in a team, computer literacy) are not only relevant for personal development but are as well important in a professional context. Vocational continuing education (formerly: further education) has a clear focus on deepening and completing one's professional knowledge (BMBF, 2008e).

The Autorengruppe Bildungsberichterstattung (2008) has a sceptical view of the differentiation between vocational and private continuing education in the current scientific discussion: not only the educational offer determines the vocational or private relevance of continuing education; additionally, the individual usage perspectives and interests of participants have to be taken into account in order to decide upon the vocational or private relevance of educational activities.

In the Berichtssystem Weiterbildung (BSW; BMBF, 2006a), an integrated report about the situation of continuing education in Germany provided every 3 years, the authors explain the existence of heterogeneous definitions with regard to differing contexts and issues of educational surveys and papers. The current discussion in Germany focuses on the understanding of continuing education as formal offer (validation by certificates) and considers the relevance of additional forms of learning in this context (e.g. non-formal and informal learning, learning at the workplace, self-directed learning with media, learning by observation, learning by reading of journals). The following figure provided by TNS Infratest (2008) constitutes the basis for the definition of continuing education used in the BSW reports. It includes *general continuing education* and *vocational continuing education* as well as forms of *informal learning* and *self-learning*. (see figure 4.1). Furthermore, *distance education* needs to be considered in the context of continuing education in Germany.

In this report the focus is on results from the BSW of recent years (2003 and 2007). If needed in order to understand certain aspects of lifelong learning, further sources will be taken into account (e.g. data provided by the Federal Statistics Office, the German Institute for Adult Education, the Federal Institution for Vocational Education and Training). It has to be noted that by 2011 the German BSW will be transposed to the Adult Education Survey (AES) for the purpose of European comparability of continuing education system data. Information on the comparability of the BSW and AES concept are provided by TNS Infratest (2008), e.g. concerning the basis (BSW: 19-64 years, AES: 25-64 years/ 19-64 years in Germany) the reference period (the last 12 months in both surveys), the underlying conception of lifelong learning and continuing education.

The AES definition of continuing education differs from that of the BSW. The AES (European Commission, 2005) differentiates between formal education (education provided in the systems of schools, colleges, universities, and other formal institutions), non-formal education (organised and sustained educational offers that are not provided in a formal setting), and informal learning (intentional learning, not organised and structured in institutional settings). Non-formal education as defined in the AES comprises general and vocational continuing education as defined in the BSW. The AES definition of informal learning comprises the BSW conception of informal learning at work and self-learning off-the-job. Nevertheless, TNS Infratest (2008) reports a comparability of both data sets (e.g. in 2008 the surveyed participation rates of adult education in the age group 19-64 were similar: BSW 43% and AES 44%), and comparable data is also provided with regard to socio-economic characteristics of adult learners (e.g. educational background, occupational position, sex, migration background). In the following, further details on the BSW conception of general, vocational and informal continuing education and self-learning are provided.



Source: TNS Infratest (2008, p. 9)

Figure 4.1. Definition of Continuing Education by Berichtssystem Weiterbildung.

General Continuing Education

General continuing education, including political and civic continuing education, is an important aspect of continuing education as supported by the relevant Länder specific laws (continuing education laws, *Erwachsenenbildungsgesetze*). Offers in the area of general continuing education do not directly aim at vocational qualification and development; however, it includes the acquisition of educational qualifications at later stages in life as well as specific integration courses (German Immigration Act, *Zuwanderungsgesetz*) for people with migration background (BMBF, 2008c).

According to the definition of the BSW (see BMBF, 2006a; TNS Infratest 2008; figure 4.1) general continuing education includes learning activities in 17 different areas of living, society, culture and politics: (1) health care and healthy life style, (2) insurance, pension, tax and other legal issues, (3) housekeeping, (4) child-care and support for school, (5) personal and family related problems, (6) language competences, (7) practical knowledge, (8) knowledge on science and technology, (9) knowledge and ideas related to active organisation of leisure pursuits, (10) knowledge in the areas of art, literature, religion, history, regional geography, (11) environment protection and ecology, (12) knowledge for practicing sports, (13) civics, rights and duties of citizenship, knowledge on policies, including European level, (14) multicultural issues and tolerant contact to foreign citizens, (15) astrology and esoteric issue, (16) computer, IT, internet, and (17) other issues.

Continuing Vocational Education and Training

Continuing vocational education and training in Germany is provided in various forms (Schneider, Krause & Woll, 2007). *Regulated continuing training* provided in accordance with the Continuing Education and Training Act differentiates between further training and retraining. Further training aims at developing and

upgrading skills and competences in order to adapt to changing requirements of a professional area. Furthermore, the development of competences could aim at career advancement. Retraining is targeted on training the participants for a new profession. *In-company continuing* is either offered by training providers or directly integrated into the work process. *Individual continuing* training refers to educational activities of individuals apart from regulated offers and in-company offers.

A similar definition is used by the BWS (see BMBF, 2006a; TNS Infratest, 2008). As indicated in figure 4.1 above, vocational continuing education can be described by educational activities (e.g. participation in courses and seminars) related to five different occupational functions: (1) re-training for a new profession, (2) training aiming at occupational promotion, (3) initial skill adaptation training on-the-job, (4) training aiming at the adaptation of skills and competences to new occupational tasks, and (5) other courses and seminars related to a person's profession.

Informal Learning & Self Learning

Apart from participation in continuing education offered in organised and formal settings a major part of learning takes place outside of the standardised educational system. Individual engagement of learners and the experiences made in different social contexts are crucial to these learning processes. According to TNS Infratest (2008) the collection of data on informal learning is challenging, although the importance of these learning processes is generally accepted. Baethge & Baethge-Kinsky (2002) discuss the importance of informal learning regarding its chances for compensating formal learning experiences and its low access barriers.

In the context of vocational continuing education all learning activities that take place on-the-job but are not formalised in any courses or seminars can be considered as informal learning. 13 on-the-job activities are considered relevant for informal vocation continuing education in the BSW: (1) learning by observing, testing, (2) reading of professional literature, (3) training on-the-job by colleagues, (4) training on-the-job by superiors, (5) training on-the-job by external people, (6) supervision and coaching on-the-job, (7) quality circles and workshops, group work, (8) visiting of specialised fairs and conferences, (9) organised visits of different divisions of a company (10) job rotation, (11) exchange programs in cooperation with other companies, (12) computer-based self-learning software, and (13) educational offers on the internet at work (see BMBF, 2006a; TNS Infratest, 2008).

Furthermore, informal learning as defined in the BWS includes self-learning off the job: all learning activities where people teach themselves something and acquire skills and competences outside of courses and seminars or off the job. This definition comprehends informal learning activities as intentionally performed by individuals. Areas of interest are mainly (1) language competences, (2) computer, IT, and internet, (3) health care and healthy life style, (4) housekeeping, (5) repairing and home improvement, and (6) other issues (see BMBF, 2006a, TNS Infratest, 2008).

Distance Education & ICT in Education

The above mentioned forms of general and vocational continuing education can be provided as distance education offers. According to the Distance Learning Protection Act (Fernunterrichtsschutzgesetz) the legal approval of distance education offers lies in the responsibility of the Central Office for Distance Learning (Staatliche Zentralstelle für Fernunterricht, ZFU) which applies quality criteria for the course content, its didactical approach and conceptualisation as well as the advertisement of a distance education offer (www.zfu.de). Furthermore, information and communication technology (ICT; e.g. educational offers on the internet, computer-based self-learning software) is particularly applied in informal learning (BMBF, 2006a).

Responsibilities in Continuing Education Policy

In Germany, the federal structure clearly influences the policy area of education and training. In this context, the responsibilities of the Länder for educational policies were strengthened in the 2006 reform of the federal structures (BMBF, 2008c).

In the area of education and cultural affairs in particular, the state powers lie primarily with the Länder, which are responsible for general continuing education, continuing education related to school leaving certificates, continuing vocational education at trade and technical schools and continuing academic

education, as well as some areas of continuing political education. The Federation is responsible, in particular, for continuing vocational education outside the school sector and for developing new approaches to continuing education research, for areas of continuing political education and for issues relating to continuing education statistics. The reform of the federal structure [...] in 2006 saw responsibility for continuing academic education be removed from the remit of the Federation. (BMBF, 2008c, p. 146).

About 18 organisations, institutions, expert groups and committees are responsible for the implementation of adult education in Germany on a policy and strategic level (see Annex A).

The **Federal Ministry of Education and Research** (Bundesministerium für Bildung und Forschung, BMBF) is set up by several directorates dealing with a variety of tasks within the scope of its constitutional responsibilities (BMBF, 2009): "Legislation governing non-school vocational training, and continuing education; Research funding in all fields of science; Support for young researchers; Promotion of international exchanges in initial and continuing training, in higher education and in research; Legislation governing training assistance and its funding (together with the Länder), Promotion of the gifted and talented" (p. 2). The Directorate-General 3 - Vocational Training and Lifelong Learning – has direct focus on vocational continuing education, adult education and lifelong learning. Since 2005, Prof. Dr. Annette Schavan is the Federal Minister of Education and Research. On the Länder level the responsibility for continuing education lies with the **Cultural Ministries and Economic Ministries of the Länder** (Kultusministerien & Wirtschaftsministerien der Länder). Several other bodies and committees share this responsibility supplementary, to a different extent in each of the Länder. The **Standing Conference of the Ministers of Education and Cultural Affairs of the Länder** (Ständige Konferenz der Kultusminister der Länder, KMK) is responsible for trans-regional issues of educational policy, university and research policy, and cultural policy. The aims are joint opinion-forming, decision-making process and representation of common concerns (see KMK website). From 1970-2007, the **Bund-Länder Commission for Educational Planning and Research Promotion** (Bund-Länder-Kommission für Bildungsplanung und Forschungsförderung, BLK) constituted a cooperation of the Federal Government and the governments on the Länder. In 2004, it published the "Strategy for Lifelong Learning" report (BLK, 2004). The BLK was replaced in 2008 by the **Joint Science Conference** (Gemeinsame Wissenschaftskonferenz, GWK) which has a strong focus on research and science promotion in Germany (BMBF, 2008c).

With regard to labour market and employment – and related issues of vocational training and continuing education – three bodies have responsibilities on the federal level. The **Federal Ministry of Labour and Social Affairs** (Bundesministerium für Arbeit und Soziales, BMAS) is responsible for labour market policy (including vocational training and continuing education), employment promotion, labour law, occupational safety and occupational medicine, pension insurance, accident insurance, the social code, prevention and rehabilitation, medical provision, system of labour courts, and social jurisdiction (see BMAS website). The **Federal Employment Agency** (Bundesagentur für Arbeit, BA) provides labour market services for citizens, companies and institutions. One major aim is the integration of people into the labour market (according to SGB II). Therefore, the BA promotes vocational continuing education and cooperates with local-authority providers (BMBF, 2008c). A specific focus on research in initial and vocational education and training can be found in the services of the **Federal Institution for Vocational Education and Training** (Bundesinstitut für Berufsbildung, BIBB). Its aim is the identification of trends and related future tasks in this VET area, and the facilitation of developing innovative solutions for in Germany (BMBF, 2008c, see also BIBB website). Furthermore, the **Federal Ministry of Economics and Technology** (Bundesministerium für Wirtschaft und Technologie, BMWI) has the general responsibility for the administrative, legislative and coordinative improvement of conditions for economic activities in Germany. In this context it deals with the promotion of vocational continuing education from the economic perspective: the qualification of employees is seen as competitive advantage (see BMWI website).

Vocational education and training was also dealt within the **Innovation Circle on Vocational Education and Training** (Innovationskreis Berufliche Bildung) which was set up by the BMBF. In 2007 it published guidelines for the further development and improvement of vocational education and training in Germany, taking into account aspects of flexibility and transitions in the German education system and in relation to the European level (BMBF, 2008c). Additionally, the BMBF initiated an **Innovation Circle on Continuing Education** (Innovationskreis Weiterbildung, IKWB). It is an expert group that is working on aspects of linking formal and non-formal learning, on peculiarities of learning in the urban and rural areas, on scientific

continuing education, and on educational counselling. A “Strategy for the design of learning in the course of life” (BMBF, 2008a) was proposed and considered in the implementation of the German vocational qualification offensive. The perspective of employers in the provision of initial and continuing education and training is represented by chamber organisations, like the **Chambers of Crafts** (Handwerkskammern) and the **Chambers of Industry and Commerce** (Industrie- und Handelskammern, IHK). In accordance with the Vocational Training Act and the Crafts and Trade Code these chambers are responsible for the examination of recognised training occupations and related further training (BMBF, 2008c). The group of migrants in Germany falls under the responsibility of **the Federal Office for Migration and Refugees** (Bundesamt für Migration und Flüchtlinge, BAMF). The work of the BAMF aims at the full linguistic, social and societal integration of people with migration background (BMBF, 2008c). This includes the conceptualisation and implementation of integration courses for adult migrants to develop German language competences and knowledge of the German society.

Two expert bodies can be held responsible in the area of financing adult education in Germany. From 2001-2004 the **Expert Commission on Financing Lifelong Learning** (Expertenkommission Finanzierung Lebenslanges Lernen) worked out a recommendation paper for new financing strategies of LLL which was the basis for the educational savings plan implemented by the Federal Government in 2007 (BMBF, 2008c). The reporting and counselling on financial aspects in education – including adult education – is accomplished by the **Working Group “Report on Education Financing”** (Arbeitsgruppe Bildungsfinanzbericht; Statistisches Bundesamt, 2008) which consists of members from the ministries of the Länder and on federal level.

The **Authoring Group Educational Reporting** (Autorengruppe Bildungsberichterstattung) publishes bi-annual educational reports in cooperation with the KMK and BMBF. These reports provide indicator-based information on educational processes in Germany from early childhood to adult education (www.bildungsbericht.de). Furthermore, the **German Institute for Adult Education – Leibniz Centre for Lifelong Learning** (Deutsches Institut für Erwachsenenbildung – Leibniz-Zentrum für Lebenslanges Lernen; DIE) provides services for research in the field of adult education. A connection between research and practice is established and counselling on these topics is provided on an education policy level (www.die-bonn.de). Additionally, counselling on issues of science, culture and communication is provided by the **German Commission for UNESCO** (Deutsche UNESCO-Kommission; DUK). In preparation of the 6th International Conference on Adult Education (CONFINTEA VI) the German Commission for UNESCO provided a report “The development and state of the art of adult learning and education (ALE) National report for Germany” (BMBF, 2008c; www.unesco.de)

Structure of Continuing Education Market & Training Providers

The German continuing education system can be described by its structure of providers and related course offers in the areas of continuing general, vocational, political, cultural and academic education. According to DIE (2008) the complete number of continuing education institutions can only be estimated. In this context, a survey by Wirtschaft- und Sozialforschung (WSF, 2005) about the professional and social situation of trainers in continuing education provides the following basic information about the continuing education market in early 2005:

- Continuing education (general, political, vocational) institutions: ca. 18.800 (78% in the Western parts of Germany, 22% percent in the Eastern parts of Germany)
- Full-time, part-time and fee based occupational positions (incl. volunteer positions) in continuing education institutions: ca. 1.6 million
- Trainer positions in continuing education institutions: ca. 1.35 million, occupied by ca. 650.000 people (55% women in the Western parts of Germany; 45% women in the Eastern parts of Germany)
- Trainer positions in continuing education institutions (excl. providers of specific employment market related offers⁴): ca: 1.05 million, occupied by ca. 500.000 people (53% women; 47% men)

⁴ e.g. vocational re-training, vocational education external of enterprises, vocational preparation, job market integration measures, occupational rehabilitation of impaired people, consulting/ coaching of entrepreneurs, special measurements for socially deprived people.

According to WSF (2005), the continuing education market is structured by providers of small (40% with max. 10 trainers), medium (37% with 11-50 trainers) and large size (21% with more than 50 trainers; 2% not stated). The continuing education providers can be structured by their organisational affiliation. The following table (table 4.1) provides an overview about the distribution of continuing education providers their organisational affiliation.

Organisational affiliation	Training providers	in %
Education providers managed as private companies	8.876	47.2%
Providers with the legal status of an association	3.757	20.0%
Public-law education providers	1.505	8.0%
Education providers of employer associations and chambers	1.453	7.8%
Church education providers	1.268	6.7%
Adult education centres (Volkshochschulen, VHS)	987	5.3%
Other education providers (not categorised)	455	2.4%
Trade-union education providers	281	1.5%
Other foundations	207	1.1%

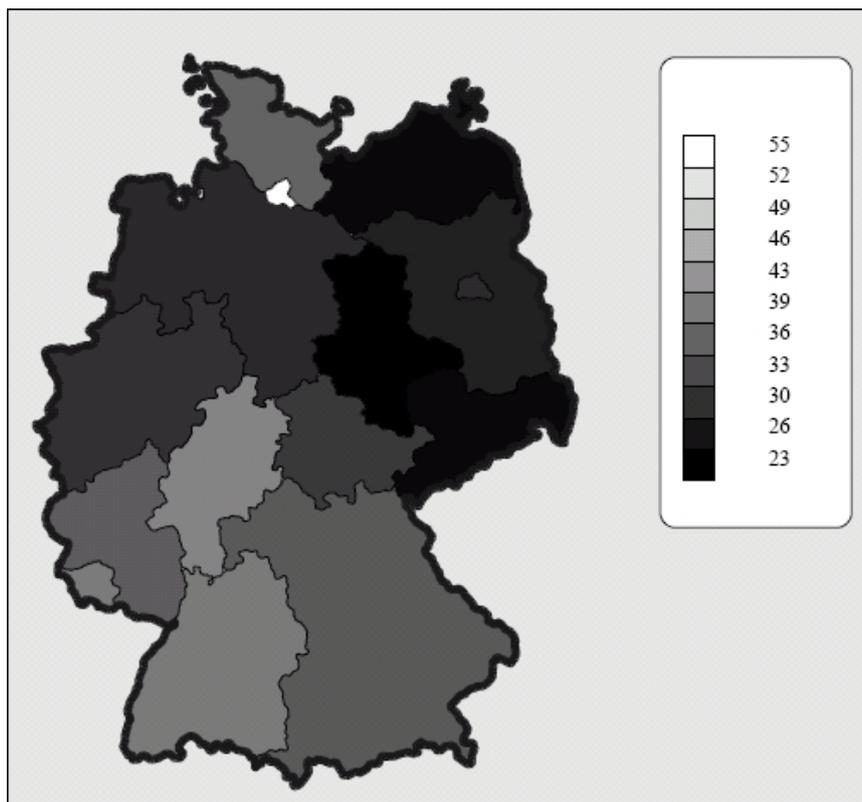
Source: WSF (2005, p. 38)

Table 4.1. Organisational affiliation of training providers.

The training offers of providers are allocated to the different areas of continuing education as follows (multiple answers were possible; WSF, 2005): continuing general/ political education (8%), continuing vocational education (67%), continuing general/ political and vocational education (25%), continuing education in the area of specific employment market related offers (54%). In the Western parts of Germany continuing general and political education is offered more often; in the Eastern parts of Germany continuing vocational training and employment market related offers dominate the continuing education market.

With regard to specific topics and contents of continuing education courses – which vary between different training providers and organisations – the most important area is “work and profession”; 23% of the courses are related to this area. Other important areas are “health and nutrition (21%); “organisation and management” (19%), “economics and law” (18%), “family, gender, education and lifestyle” (17%), and “computer, programming and new media” (14%). Less important are the topics “German as a foreign language” (7%), “religion and ethics” (6%), “basic education and general school-leaving certification” (5%), “environment” (4%).

According to the wbmonitor survey there are more than 17.000 continuing education providers in Germany in 2007. 56% of these providers offer vocational continuing education, 6% offer general, political, and cultural continuing education, and 38% provide courses in both areas. The number of continuing education providers per inhabitant differs between the German states (BIBB & DIE, 2007). In 2007, the density of continuing education providers was higher in the Western parts of Germany (average: 35.1%) than in the Eastern parts (average: 26.7%). In the Western parts of Germany all states have a density above 34%, except for North Rhine-Westphalia (29.9%) and Lower Saxony (28.7%). The three federal city states form exceptions: Hamburg (55.4%) and Bremen (47.9%) have the highest density of continuing education providers compared to all other states, and Berlin (29%) is also among the states with the highest density in the Eastern parts of Germany.



Source: wbmonitor; BIBB & DIE (2007, p. 2)

Figure 4.2. Number of continuing education providers per 100.000 inhabitants (19-64 years) by state, in 2007 (n ~17.000 continuing education providers).

Trainers of Continuing Education

A major part of the results from the survey by WSF (2005) were related to the professional and social situation of trainers in continuing general, vocational and political education. The results showed that there are about double as many trainer positions (ca. 1.35 million) than trainers (ca. 650.000), and therefore several trainers work for more than one training provider. 37% of the trainers work full-time and are completely dependent on the salary of their position, and 62% have a half-time position (1% not stated). 23% of the trainers (63% women, 37% men) have a (full-time) fee based position which results in a rather disadvantageous social insurance situation (e.g. the training provider does not cover the trainers' contribution for social insurance).

The pedagogical staff of continuing education institutions is well educated: 73% of them have acquired an academic degree (e.g. university and university of applied science) and 26% have completed vocational training (e.g. apprenticeship, professional school). Concerning qualifications on a pedagogical level, about $\frac{3}{4}$ have completed specific studies at university or participated in pertinent further education (80% women, 72% men). In detail, the pedagogical education of the trainers is distributed as follows: teacher training university degree (19%); educational sciences university degree (19%); preparation for work by participation in a pedagogical training provided by the continuing education provider (21%); other educational training (28%)

The average age of continuing education trainers is 47 years. 2% of the trainers are younger than 26 years and 5% are younger than 30 years. Equally, the group of trainers aged 65+ is 5%. The largest age group is that of 41-50 years (34%), followed by trainers aged 51-60 years (30%), and aged 31-40 years (23%). Especially, in the group of trainers aged 50+ the amount of voluntary workers is over proportional (55% as compared to 35% in relation to the amount of all trainers).

5. State-of-Affairs of LLL in Germany

The German state regulates continuing education by issuing general principles, basic parameters and rules to be integrated in the laws issued at the level of the Federation and Länder. The BLK (2004) pointed out that the framework of the German constitutional law does not allow for a national coherent strategy for lifelong learning. However, a common agreement on related aspects and connexions can be established which allows the Federation and Länder to act according to their defined responsibilities. In this context, the promotion of lifelong learning is a common priority for all Länder (BMBF, 2008c) based on the LLL strategy of the Federal Government (e.g. Strategie für Lebenslanges Lernen in der Bundesrepublik Deutschland, BLK, 2004).

Milestones of LLL Strategy Development and Implementation

The LLL implementation processes in Germany involve representatives from the Federation as well as from the Länder and social partners. Additionally, experts and stakeholders are included on a regular basis in the development processes. The joint activities resulted in the initiation and completion of key milestones which are presented in chronological order below (see figure 4.3, Annex B).

In 2000/2001 the **national consultation process on the EU Memorandum on Lifelong Learning** (Nationale Konsultation zum EU Memorandum über Lebenslanges Lernen; BMBF, 2001) resulted in an official statement of the BMBF, pointing out the active involvement of Germany in the implementation of the “Education and Training 2010” programme. During the same year, the KMK published the **Fourth Recommendation on Continuing Education** (Vierte Empfehlung zur Weiterbildung; KMK, 2001). Continuing education is to be seen as important part of the education processes in the context of lifelong learning and personal development. The **Strategy for Lifelong Learning in the Federal Republic of Germany** (Strategie für Lebenslanges Lernen in der Bundesrepublik Deutschland) was proposed by the BLK (2004). The strategy paper outlined opportunities for the encouragement and promotion of learning throughout all stages of life. The **2005 coalition agreement** between the current governing parties CDU/CSU and SPD aimed at strengthen links between training and continuing education to create greater transfer opportunities within the education system and to facilitate lifelong learning (see BMBF, 2008c, pp. 152-153). In 2008, the Federal Government and the KMK agreed on a **Qualification Initiative** (Qualifizierungsinitiative, Bundesregierung, 2008). It aims at pooling individual initiatives from different resorts and throughout all stages of the educational system to ensure the long-term supply of skilled workers in Germany. This initiative is closely linked to the **Concept for Lifelong Learning** (Konzeption für das Lernen im Lebenslauf; BMBF, 2008b) which was also introduced in 2008. The concept has a focus on improvement in the areas of educational opportunities for children, training situation, school to university transitions, number of places at university available for students, attention to technology and natural sciences, opportunities for women, and participation in continuing education.

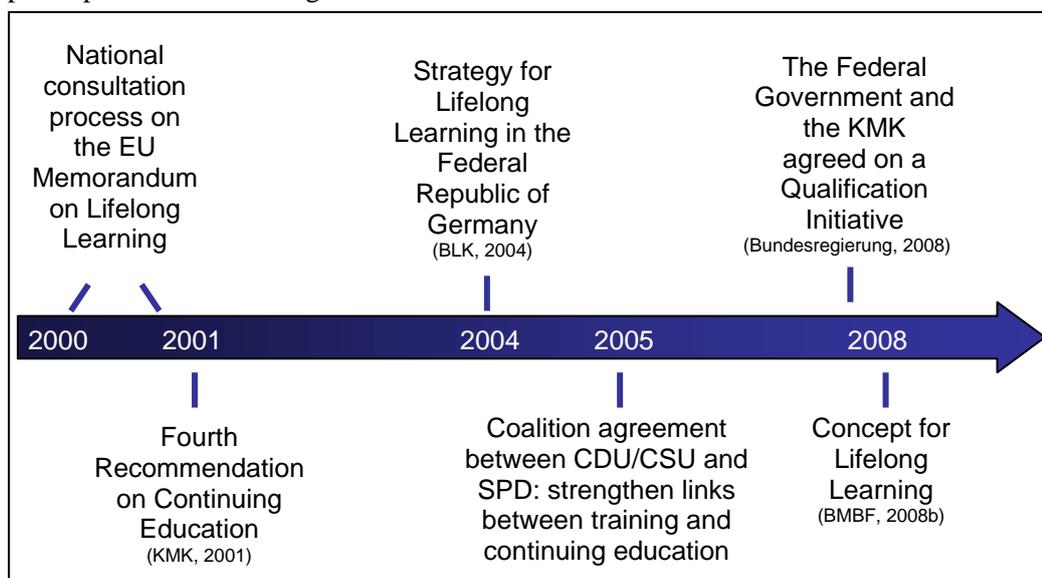


Figure 4.3. Timeline of LLL implementation milestones in Germany.

One of the basic policy documents regarding the implementation of the European LLL strategy in Germany is the above mentioned “Strategy for Lifelong Learning in Germany” issued by the BLK (2004). In this paper the BLK describes 8 aspects of development to be considered in lifelong learning strategy implementation.

(1) Informal learning: A majority of learning processes takes place outside the formal education system. Informal learning needs to be included in the promotion of lifelong learning. In a broader understanding of lifelong learning, formal education and informal learning processes are considered complementary.

(2) Self-directedness: The development of learning is an individual-biographic process. It is dependent of the different learning dispositions, contexts, needs, and occasions of individual learners. This requires self-directedness of the learners, either in the context of (non-) formal offers or in self-organised learning processes.

(3) Competence development: A focus on competence development is important in all life phases. Educational standards specify the competences pupils should acquire at certain stages of their educational career; and continuing learning after school has a strong focus on competences relevant for dealing with demands of living and working. The development of competences for the efficient use of information- and communication technologies is essential for the self-directed acquisition and usage of electronically available knowledge.

(4) Networking: Existing educational institutions need to form a network and adapt their functions to the demands of lifelong learning. Educational levels, offers and opportunities – including informal learning – have to be integrated on vertical and horizontal axes.

(5) Modularisation: Modularised learning offers allow learners to design learning processes according to their specific needs.

(6) Educational counselling: Self-directed and modularised learning in a network of educational institutions requires motivation and competences on the part of the learner. In this context, many learners can profit from lifelong learning only with the support of educational counselling.

(7) New learning culture/ popularisation of learning: Encouragement for a competence development approach in learning and popularisation of learning by media coverage is required for effective learning and the development of a new learning culture.

(8) Equal chances of access: Access to learning is an important aspect of democratic participation in a society focusing on personal development and social responsible application of knowledge and competences. Access to chances of lifelong learning needs to be possible for anyone during all phases of life, especially for lower qualified people.

These aspects are closely linked to all phases of life (childhood, adolescence, young adulthood, adulthood, and older age). Although, each aspect is of relevance in each phase of life, the focus differs as outlined in the following table (table 4.2). The responsible authorities in each of the German Länder should address the relevant aspects according to their specific educational policy orientation.

LLL implementation in the different phases of life (focus areas highlighted in bold typing)					
development aspects	<i>children</i>	<i>adolescents</i>	<i>young adults</i>	<i>adults</i>	<i>older people</i>
<i>informal learning</i>	settings that stimulate informal learning and development	informal learning in school, complemented in youth work , situated and context-related learning	informal learning through engagement in associations, social groups, travelling, media; documentation of informal learning	recognition of informal learning qualifications supports acquisition of missing educational certificates and comeback to work, motivates engagement in voluntary work	decreasing importance of formal learning, requires continuing educations which supports informal learning according to the needs of older people
<i>self-directedness</i>	arousing child-curiosity and promoting learning to learn	school needs to facilitate self-guided learning, active involvement of learners	self-guided learning methods are improved especially beyond formal learning processes	distance learning and learning with ICT is importance in the context of time restrictions (e.g. work, family life), needs to be supported by companies	independent decision about the reasons for learning and the related methods, chances for participation in cultural and society development, social inclusion
<i>competence development s</i>	educational plans need to focus on competence development, educational staff needs to be qualified accordingly	school facilitates development of social, personal, team, digital, learning, competences; formulation of educational standards	development of social, personal, professional, competences at university/ vocational training through practical trainings; documentation of competences	competence development in professional context, and social, cultural personal competences, civic responsibility	focus on the preservation of existing competences, ICT-based offers for people with mobility restrictions
<i>networking</i>	coordinating educational plans on elementary and primary level; including parents, child and youth service	schools cooperate with parents, companies universities, employment agency, further education institutions	cooperation of schools, universities, companies, employment agency to ensure easy transition	networking at work (informal learning), educational institutions form networks to meet timely restrictions of learners	networking of institutions to support transition form work to retirement, focus life experience and inclusive aspects of learning

development aspects	<i>children</i>	<i>adolescents</i>	<i>young adults</i>	<i>adults</i>	<i>older people</i>
<i>modularisation</i>	designing consecutive learning phases in kindergarten and school, focus on individual learning needs	the educational system is modular, can be complemented with modular curriculums and learning outside school	availability of modularised learning offers allows development of individual competence portfolios	development of individual competence profiles through modularised formal offers, completing and continuing vocational education	allows participation in learning offers in a flexible way and related to interests, specific methods and approaches for older learners
<i>education counselling</i>	counselling of parents concerning informal learning settings, childcare, educational career	school psychologist, social work, career counselling; networking of counselling institutions is essential	educational counselling with focus learning dispositions, educational pathways, planning of learning biography	focus on very heterogeneous target group with different qualifications, dispositions, supports self-directed learning and continuing education	promoting the importance of lifelong learning for all aspects of daily life, focus on individual and age-related needs
<i>new learning culture</i>	delight and curiosity of children in learning are used to form a basis for lifelong learning	public relations improve image of learning and teacher profession, supports school development	teaching approaches need to focus on practical experiences and transfer of learning, motivation through learning parties, competitions	recognition of informal learning, modularised offers, and popularisation of learning by media coverage create a motivating learning culture,	mass media is used to motivate older people for participation in learning activities, importance for personal living conditions
<i>equal chances of access</i>	the majority of children visits kindergarten, competence development prepares for future learning	support measures for pupils with special needs, fulltime-schools	support and incentive systems for low qualified people, easy educational transitions, extra occupational studies	education vouchers and educational savings support participation, special offers for different target groups, e.g. immigrants, low qualified people	reduction of age related barriers to learning, e.g. physical problems, mobility barriers, time restrictions, low self-confidence

Table 4.2. Development focus of LLL implementation in the different phases of life

Currently, the major development towards a coherent and comprehensive implementation of LLL in Germany was the adoption of the above mentioned concept for lifelong learning by the BMBF and the initiation of several related programmes and activities (BMBF, 2008b). In this context the BMBF presents the following description and objectives for lifelong learning on its website (directly cited⁵).

Lifelong learning is one of the biggest political and societal challenges facing Germany. The realization of lifelong learning is decisive for the prospects of the individual, the success of industry and the future of society. Meeting this challenge is one of the priority tasks of education policy. The Concept for Lifelong Learning is therefore committed to the goal of making increased use of Germany's most important resource - education - in order to promote economic dynamism and personal career opportunities.

Globalization and the knowledge society are confronting people with great challenges which are made even more demanding as a result of demographic change. Lifelong learning must serve to continuously adapt and expand knowledge and the ability to apply the knowledge acquired. Only thus can individuals maintain and enhance their personal situation, their societal participation and their employability. The "value of learning" must therefore be enhanced, irrespective of whether a person's motives for learning are primarily to develop their employability, to exercise civic engagement, or of a purely personal nature. Particular account must be taken of Germany's position as a country of integration. If integration is to succeed, all those responsible for lifelong learning must help to enable everyone to develop their full potential. Learning German is an essential precondition for successful integration.

Life and work in the knowledge society and the special importance of developing human resources have already helped to enhance the reputation of lifelong learning. If we are to increase participation in continuing education, we must improve the opportunities for learning throughout a person's life and make these opportunities more attractive by creating new incentives and removing existing obstacles.

- *Everyone must be encouraged to regard learning as a permanent challenge and as an opportunity for shaping their own life.*
- *Every qualification must offer the opportunity for follow-up qualifications.*
- *Companies and public authorities must base their human resources development measures on lifelong learning much more than in the past, in other words on needs-oriented, continuous skill-building during a person's entire working life.*
- *This calls for an increasingly demand-driven approach in addition to a supply-driven approach.*
- *Affordable and target group-specific schemes must therefore be devised to offer educationally deprived sections of the population easy access to continuing education -particularly within the framework of continuing education provided by the public sector.*
- *Special importance must be given to providing educational guidance and appropriate learning schemes based on the individual's learning situation and vocational and work-related biography. This includes the consistent involvement of the many different informal learning processes outside educational institutions. Working processes must be made more learning-intensive in order to make better use of opportunities for learning at the workplace.*
- *We want to expand lifelong learning as a whole, both on behalf of and in cooperation with companies, and to link continuing education more closely with the High-Tech Strategy. To do this we must devote particular attention to small and medium-sized enterprises.*
- *These objectives call for a considerable effort on the part of all those involved in financing continuing education.*

In other words, the realization of lifelong learning affects all fields of education. The factors which determine a person's willingness to undergo continuing education are essentially established by his or her motivation and ability to learn independently. This begins with early childhood education and continues with education and training at schools, during vocational training and at institutions of higher education. School-leaving qualifications form the basis for every educational biography. Everyone must therefore be enabled to achieve such qualifications. School education and sound initial training provide the best basis

⁵ BMBF. Lifelong Learning. <http://www.bmbf.de/en/411.php>

for further learning. Initial training followed by high-quality continuing training can provide an equal alternative to Abitur and a degree. At the same time, learning must remain attractive for people in their final phase of working life and for people who have already retired. On the one hand, this helps them to retain their knowledge and competencies and, on the other hand, it enables them to participate in society and gain recognition for their experience.

Legal Basis of LLL & Continuing Education

Several laws and regulations for the direct promotion of continuing education exist on the level of the Federation and Länder, targeted at different areas of general and vocational education and labour market policies (see Annex C). In the following, a short summary is provided on the basis of the Confintea VI report (BMFB, 2008c, pp. 147-151) not including laws that indirectly promote continuing education such as German tax laws and the Treatment of Offenders Act (Strafvollzugsgesetz).

The public sector of continuing education is regulated by the **continuing education laws** (Weiterbildungsgesetze) on the Länder level. The laws specify a legal framework for the establishment of educational offers, including the selection and qualification of educational staff, the curriculum design, and accessibility of continuing education offers. For the special target group of immigrants the **Immigration Act** (Zuwanderungsgesetz) is the legal basis on which the conception and implementation of integration courses is organised. Formal and non-formal courses provided in distance education settings need to be approved according to the specification of the **Distance Learning Protection Act** (Fernunterrichtsschutzgesetz, FernUSG; see above). The **Framework Act for Higher Education** (Hochschulrahmengesetz) provides obligations for higher education institutions on the Länder level to offer continuing education as well as to support the career advancement of their staff.

Continuing education in relation to labour market policies is covered by **Social Code, Book III and II** (Sozialgesetzbuch: SGB III und II). The prevention of unemployment and the support of people seeking a job are regulated specifically. However, the SGB III was subject to a reform in 2003. In this context, the Acts for **Modern Services of the Labour Market** (Hartz-Gesetze/ Hartz-Reformen) puts the focus on the improvement of the quality and efficiency of vocational continuing education measures supported by the Federal Employment Agency. The **Vocational Training Act** (Berufsbildungsgesetz, BBiG) regulates the responsibilities and implementation of vocational training and related continuing vocational training and retraining offers; and in the case of crafts professions the **Crafts and Trade Code** (Handwerksordnung) is applied. Furthermore, adult learners have the possibility to apply for financial support for continuing education aiming at career advancement (**Career Advancement Further Education Promotion Act**, Aufstiegsfortbildungsförderungsgesetz, AFBG) or for the preparation courses on the Abitur examination at later stages of the educational career (**Federal Education and Training Assistance Act**; Bundesausbildungsförderungsgesetz, BAföG)

Employers receive incentives for supporting the participation of their employees in continuing education on the basis of the **Job-Aktiv Act** (AQTIV – Activate, Qualify, Train, Invest, Place; Job-Aktiv-Gesetz), including for example the concept of job rotation. Direct support for continuing education of employees is provided on the basis of the regulations for **paid educational leave** (bezahlter Bildungsurlaub) in most of the Länder. Each employee is allowed to spend five days a year in paid leave for participation in continuing education offers. The **Labour Management Relations Act** (Betriebsverfassungsgesetz) regulates the grant of time off work for participation in continuing education, for works council members and union representatives. Further regulations might be specified in **collective bargaining agreements and plant agreements** (Tarifverträge, Betriebsvereinbarungen). However, these legally effective regulations between employees and employers are not subject to any regulation by the state. Civil servants are allowed to apply for paid or unpaid leave for participation in vocational continuing education on the legal basis of the **civil service acts** (Beamtengesetze).

The quality and effectiveness of continuing education provision is monitored on the basis of article 91b paragraph 2 of the German **Basic Law** (Grundgesetz). Based on this law, the monitoring of the underlying conditions, processes, results, implementation, and effects of education processes in the German education system is performed by the Länder and federation collaboratively (see section 2 for further details on the basic law).

Status with regard to the “Education & Training 2010” Work Programme

The Council of the European Union (2008) issued a report on the implementation status of the 'Education & Training 2010' work programme. The report provides a table presenting the current status of European countries with regard to adopting a lifelong learning strategy, qualifications framework, systems for the validation and recognition of non-formal and informal learning, and the specification of national targets in the EU benchmark areas. Table 4.3 shows an excerpt of this table for Germany. It represents Germany’s status before 2008.

Country	Explicit National Lifelong Learning Strategies	National Qualification Frameworks	System for validation of non-formal and informal learning	National targets set in all or some EU benchmark areas
DE	Country has strategy in place	Country is developing framework	Country does not have validation system	Country does not have national targets

Source: Council of the European Union (2008, p. 20)

Table 4.3. Germany's situation in relation to adoption of explicit lifelong learning strategy, qualifications framework, validation of non-formal/informal learning and national targets in benchmark areas.

However, the current situation (status 2009) has already changed and can be described as presented in table 4.4. The national LLL strategy (BLK, 2004) has been complemented with the Conception for Lifelong Learning (BMBF, 2008b) and implementation is pushed forward by means of the Qualification Initiative (Bundesregierung, 2008). With regard to the German Qualifications Framework (Deutscher Qualifikationsrahmen, DQR) Germany is still in a development process. However, phases 2 has started recently (see www.deutscherqualifikationsrahmen.de). By now Germany is also in the development process of a validation system for the recognition of non-formal and informal learning, however there are many different approaches and no coherent system is put in place (ECOTECH, 2008). National targets have been specified for all five EU benchmarks (see section 6 for details) and additional targets exist (e.g. concerning the transition between educational sectors, the financing of education, and the facilitation of special target groups such as women and people with migration background; see Bundesregierung, 2008):

- 1) number of mathematics, science and technology graduates: the overall number of people who start to study at university level should be 40% of an age group, a special focus is put on attracting students to STEM subjects
- 2) the lifelong learning participation rate of 15 – 64 year old people should reach 50% by 2015; specific targets for low qualified people and informal learning exist
- 3) early school leavers and 4) upper secondary completion rate: by 2015 the number of people who leave school without any certification should be no more than 4% and the number of young adults who do not have a vocational qualification should not exceed 8.5%.
- 4) low achievers in reading: by 2010 language skills will be assessed prior to school entry, and by 2012 a complementary system of language speaking facilitation should be implemented. The aim is: each child should be able of speaking the German language by the time they enter school.

Country	Explicit National Lifelong Learning Strategies	National Qualification Frameworks	System for validation of non-formal and informal learning	National targets set in all or some EU benchmark areas
DE	Country has strategy in place and complemented it with further concepts and initiatives	Country is proceeding in the development of a national qualifications framework	Country has a variety of validation approaches; the development of a coherent system still needs to be advanced	Country has specified national targets for EU benchmarks; additional targets exist

Table 4.4. Germany's situation in relation to adoption of explicit lifelong learning strategy, qualifications framework, validation of non-formal/informal learning and national targets in benchmark (status 2009).

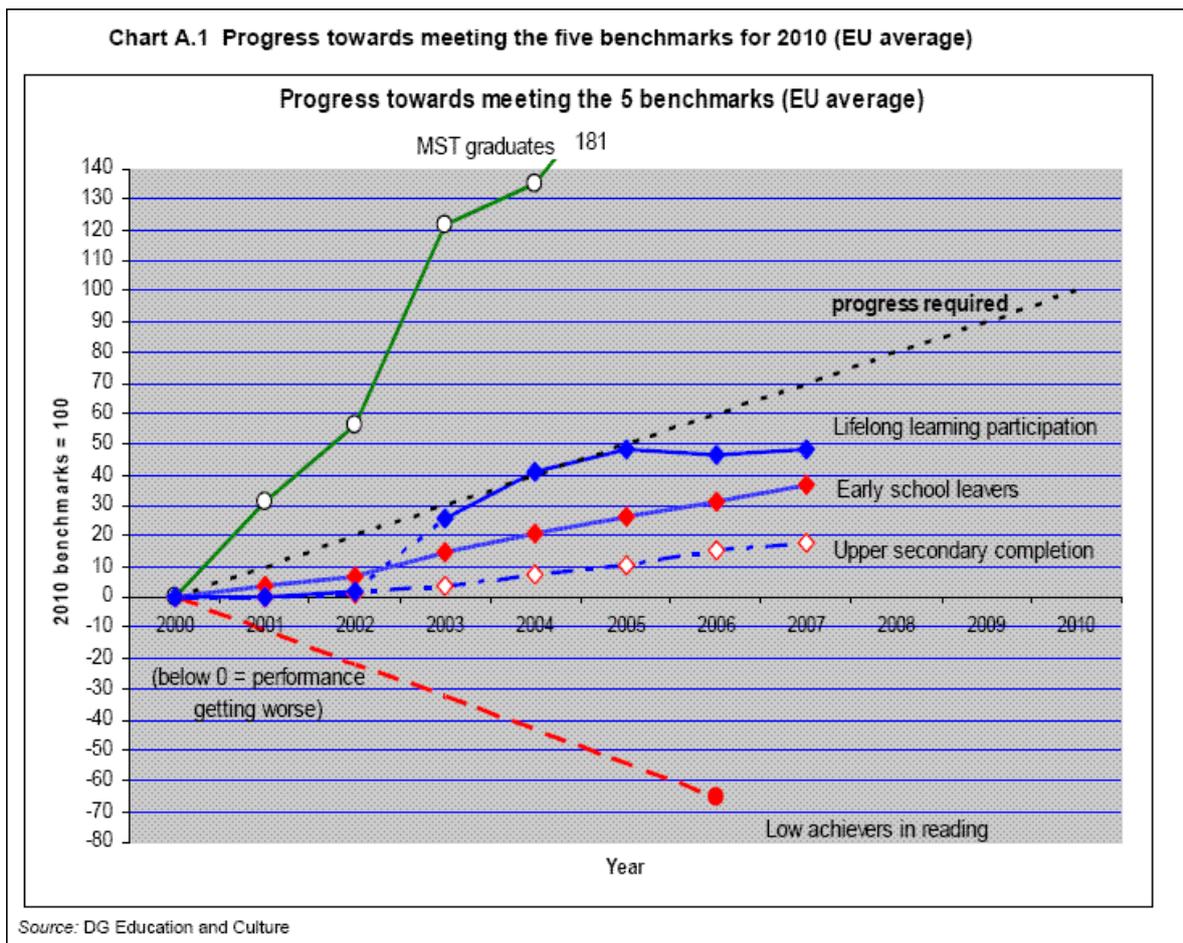
6. LLL in Germany and on EU Level

An education monitoring system has been set up in Germany, including educational reporting procedures as well as the participation in national and international benchmarking studies (BMBF website⁶). On European level and with regard to monitoring lifelong learning and continuing education, Germany participates in the Adult Education Survey (AES), the Continuing Education and Training Survey (CVTS), The Labour Force Survey (LFS), the Programme for the International Student Assessment (PISA), and the upcoming Programme for the International Assessment of Adult Competences (PIAAC).

The European Communities (Hingel et al., 2008, p. 10) have formulated the following five benchmarks⁷:

- “No more than 10% early school leavers;
- Decrease of at least 20% in the percentage of low-achieving pupils in reading literacy;
- At least 85% of young people should have completed upper secondary education;
- Increase of at least 15% in the number of tertiary graduates in Mathematics, Science and Technology (MST), with a simultaneous decrease in the gender imbalance;
- 12.5% of the adult population should participate in lifelong learning.”

The following graphic (figure 6.1) shows the current progress (EU average) towards these five benchmarks, from 2000 (starting point zero) measured against the 2010 benchmark objective (=100). A diagonal line shows the progress required to reach the benchmark.



Source: Hingel, et al. (2008, p. 11)

Figure 6.1. Progress towards meeting the 5 EU benchmarks for 2010 (EU average)

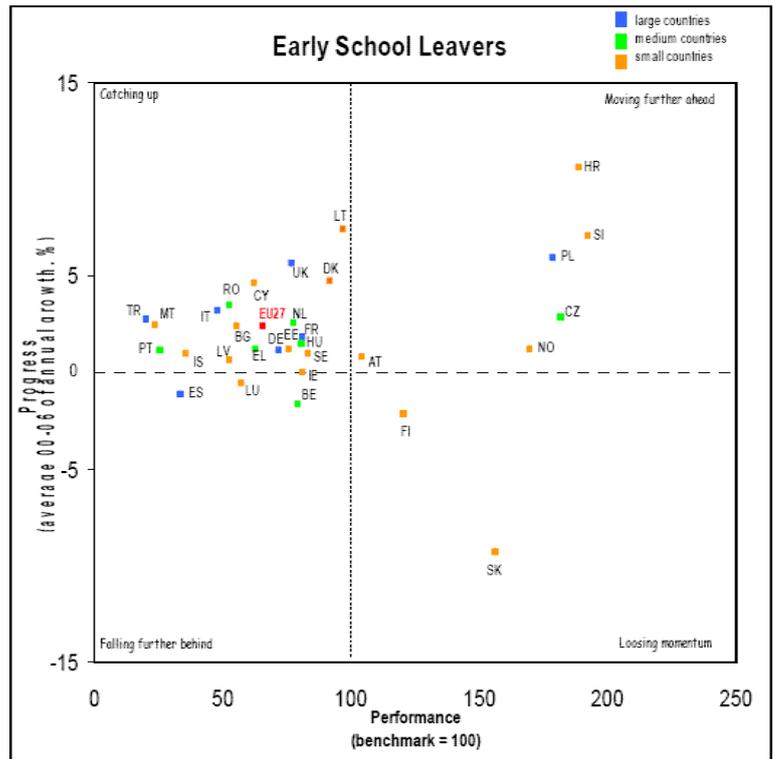
⁶ BMBF. Lifelong Learning. <http://www.bmbf.de/en/411.php>

⁷ An update and development of three new benchmarks is currently performed (Council of the European Union, 2009).

Early School Leavers

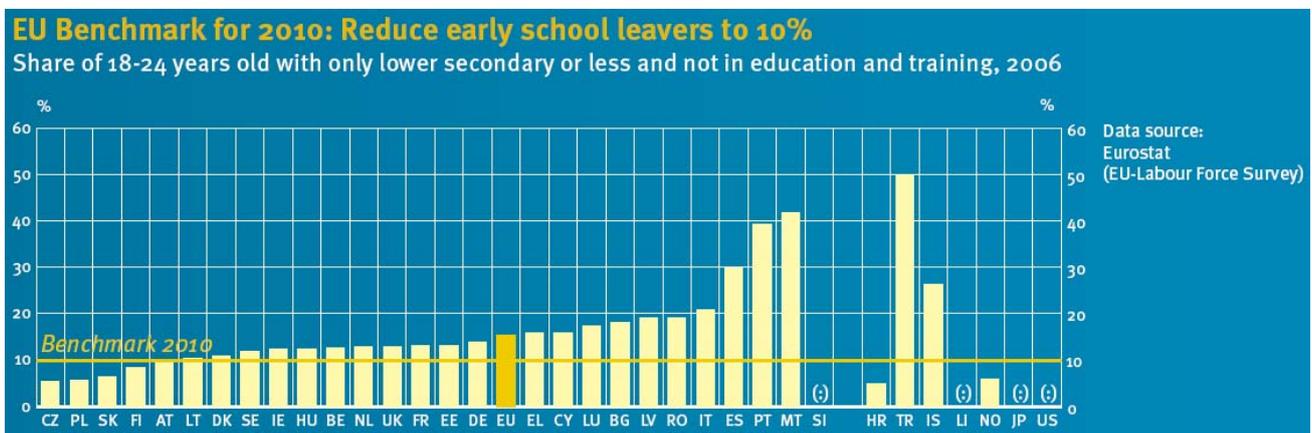
With regard to the share of 18-24 year-olds with only lower secondary education or less and not in education or training, the performance level of Germany in 2006 is above the LFS EU27 average (Hingel et al., 2008; see figure 6.2). The 2010 benchmark has not yet been reached. Still, more than 10% of the 18-24 year olds are “early school leavers” (European Commission, 2008; see figure 6.3).

However, the average growth rate of early school leavers between 2000 and 2006 is slightly below that of the EU27 average. However, in total the development of early school leavers in Germany can be described as catching up, as are most of the other EU countries as well (Hingel et al., 2008, see figure 6.2; European Commission (2008, see figure 6.3).



Source: Hingel et al. (2008, p. 14)

Figure 6.2⁸. Early school leavers benchmark performance and average of annual growth 2000-2006.



Source: European Commission (2008, p. 2).

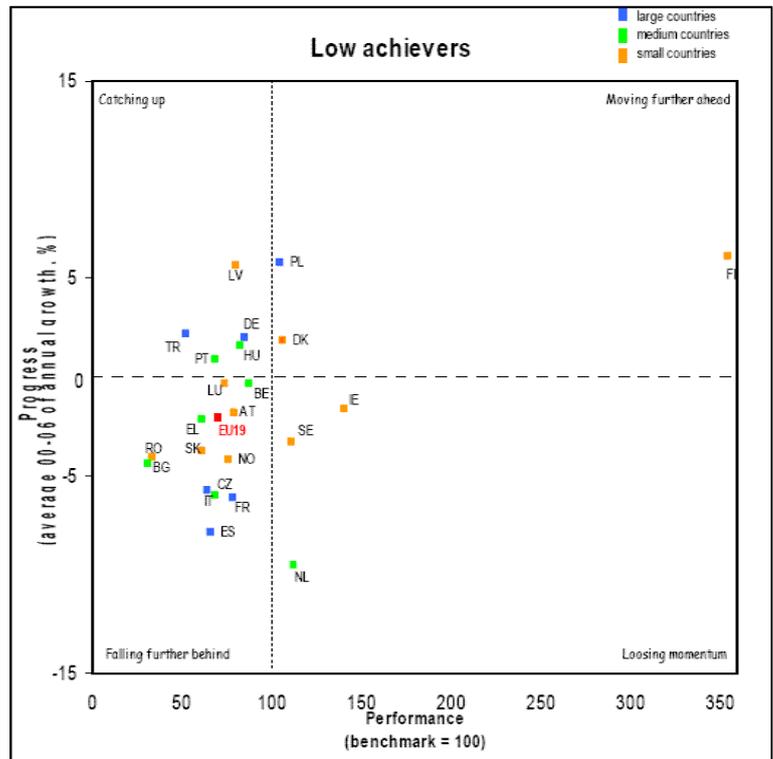
Figure 6.3. Share of 18-24 years old with only lower secondary or less and not in education and training in 2006.

⁸ Notes for figure 6.3- 6.13: Benchmark for 2010 = 100 (Performance)
 Average Performance (2006); Average annual growth (2000-06) in %. (Average yearly growth across the five benchmarks).
 In the case of the indicators on low achievers and early school leavers the average growth rate is multiplied by (-1) to take into account that a negative growth rate is a plus for the country. Sources: Eurostat (UOE, LFS); OECD/PISA

Low Achievers in Reading

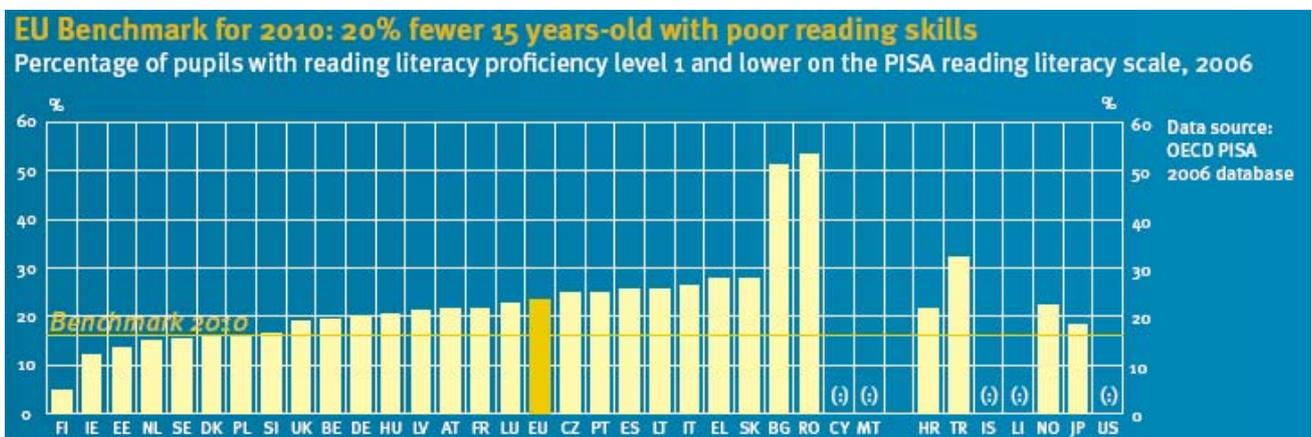
Germany is catching up with regard to the percentage of pupils with reading literacy proficiency level 1 and lower on the PISA reading literacy scale. The German reading literacy proficiency level in 2006 is above EU19 average, and the majority of countries is still falling behind (Hingel et al., 2008; see figure 6.4). In 2006, the percentage of German pupils with reading literacy proficiency level 1 and lower was above the 2010 EU benchmark, which calls for a 20% reduction of 15 year-old low achieving pupils (European Commission, 2008; see figure 6.5).

The average growth rate of low achievers in reading between 2000 and 2006 was negative (Hingel et al., 2008; see figure 6.4). This was also reported by the OECD (2007): the PISA reading score in Germany increased between 2000 and 2006, although not significantly (see figure 6.6).



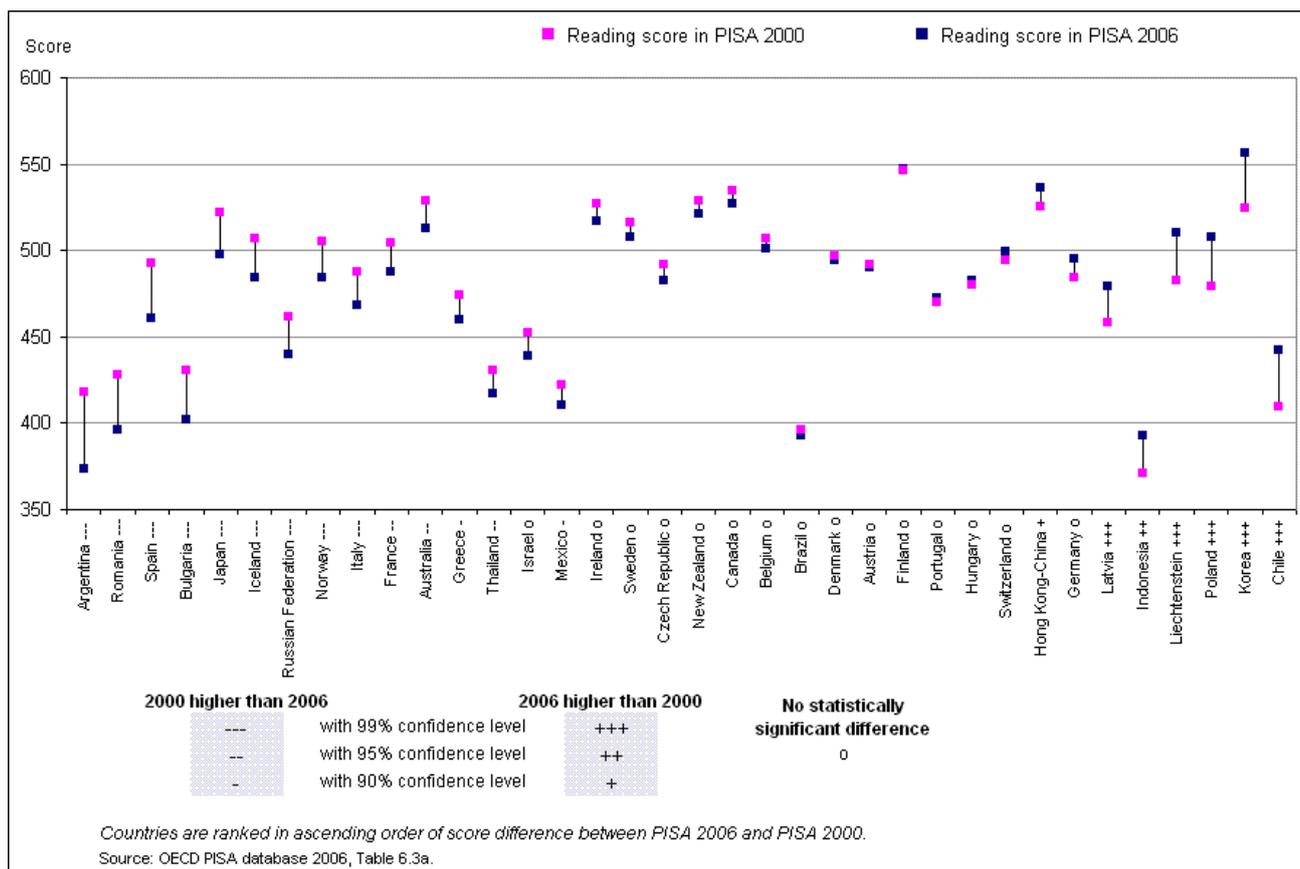
Source: Hingel et al. (2008, p. 14)

Figure 6.4. Low achievers benchmark performance and average of annual growth 2000-2006.



Source: European Commission (2008, p. 2).

Figure 6.5. Percentage of pupils with reading literacy proficiency level 1 and lower on the PISA reading literacy scale in 2006.



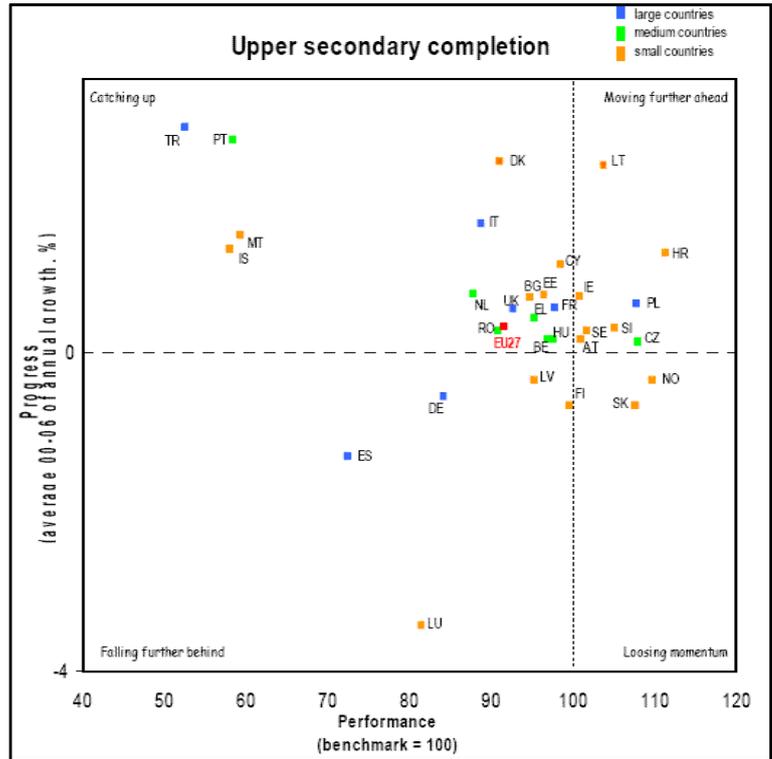
Source: OECD (OECD, 2007, p. 301)

Figure 6.6. Differences in reading scores between PISA 2000 and PISA 2006.

Upper Secondary Completion Rate

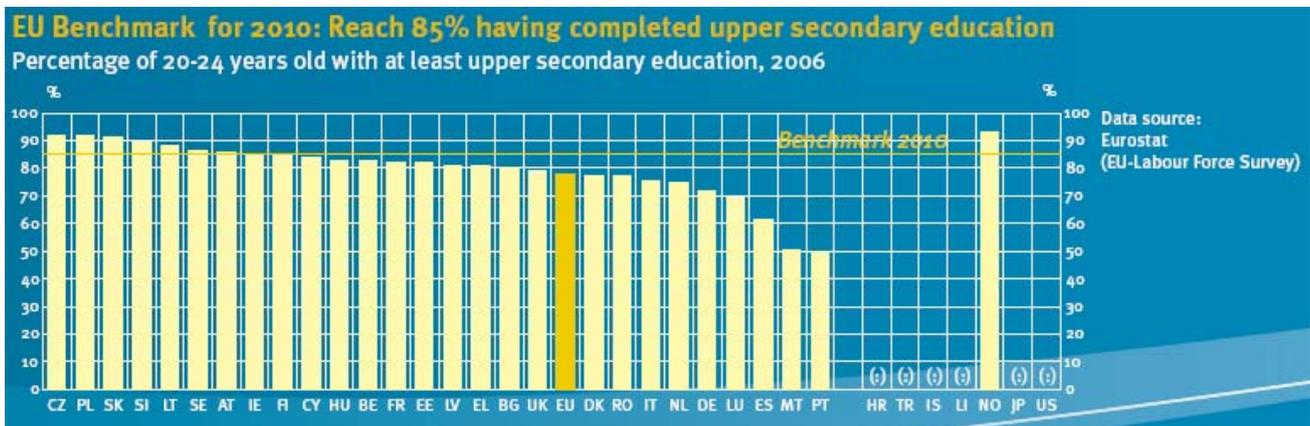
According to Hingel et al. (2008), Germany is falling behind with regard to the percentage of 20-24 year-olds with at least upper secondary education. The performance level in 2006 is below that of LFS EU27 and also below that of most other EU countries (see figure 6.7). The LFS data shows that the 2010 benchmark of 85% 20-24 year-olds having completed upper secondary education was not yet reached. According to European Commission (2008) the upper secondary completion rate is about 70% in Germany in 2006 (see figure 6.8).

The average growth rate of upper secondary completion between 2000 and 2006 was negative and is again below EU27 average and that of the majority of other EU countries (Hingel et al., 2008; see figure 6.7).



Source: Hingel et al. (2008, p. 14)

Figure 6.7. Upper secondary completion benchmark performance and average of annual growth 2000-2006.



Source: European Commission (2008, p. 2).

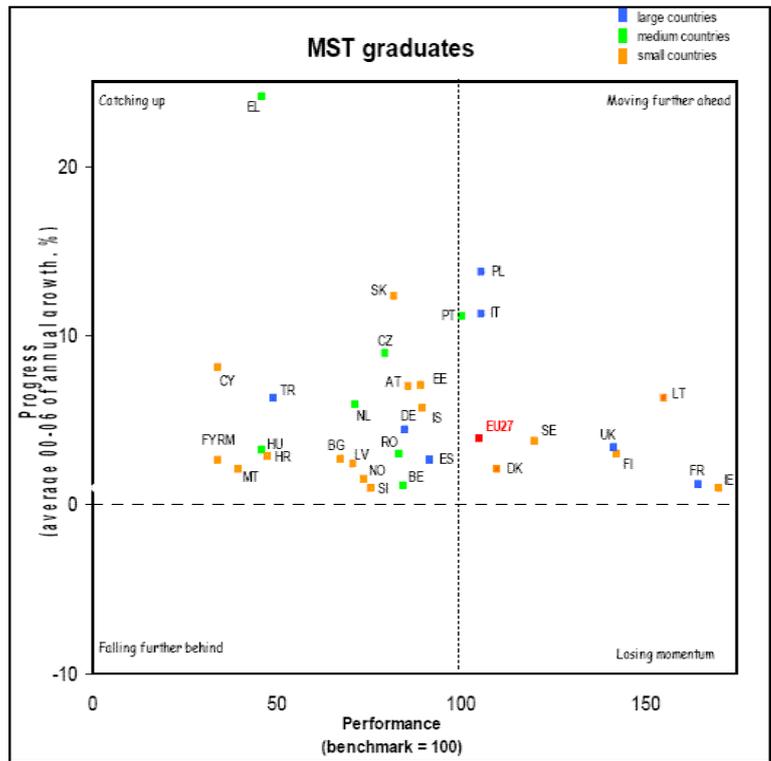
Figure 6.8. Percentage of 20-24 years old with at least upper secondary education in 2006.

Number of Mathematics, Science and Technology Graduates

Germany is catching up with regard to the total number of MST graduates/ per 1000 of the population, 20 – 29 year-olds, as are most of the EU27 countries in 2006. According to Eurostat (UOE) data Germany is behind the EU27 average what can be described as moving further ahead.

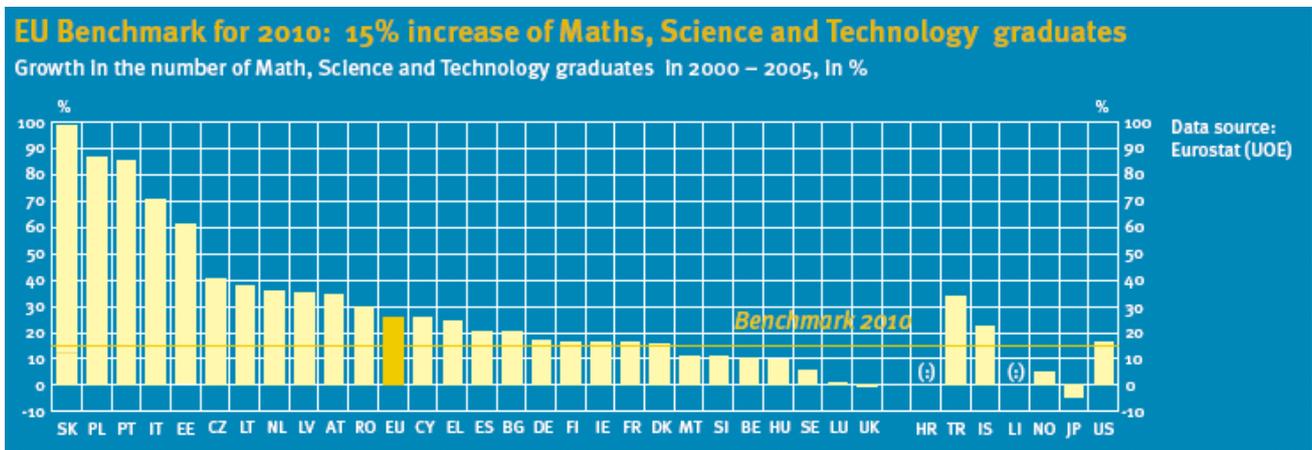
With regard to the average growth rate of MST graduates between 2000 and 2006 Germany is slightly above the EU27 average. No country is falling behind or losing momentum in both categories (Hingel et al., 2008; see figure 6.9).

According to the European Commission (2008) the growth in numbers of MST graduates (in %) in Germany has already reached the 2010 benchmarking objective. From 2000 to 2005 the number already increased by more than 15% (see figure 6.10). However, it has to be noted, that the growth rates still differ greatly for male and female MST graduates all over Europe.



Source: Hingel et al. (2008, p. 13)

Figure 6.9. MST graduates (benchmark performance and average of annual growth 2000-2006).



Source: European Commission (2008, p. 3).

Figure 6.10. Growth in the number of MST graduates, 2000-2005.

According to OECD (2009b) about 20% of the graduates in 2007 graduated in mathematics, computer science, engineering, manufacturing, and construction (see table 6.1). This is still below the number of graduates in social sciences, business and law service (31%) and humanities and arts education (30%).

In %	Health and welfare	Life sciences, physical sciences & agriculture	Mathematics and computer science	Humanities, arts and education	Social sciences, business, law and services	Engineering, manufacturing and construction	Not known or unspecified
Australia	13,6	6,2	7,4	22,3	43,4	7,0	-
Austria	8,1	7,4	9,6	18,9	40,2	15,7	0,1
Belgium	12,8	9,7	3,8	24,7	36,2	12,8	-
Canada	9,8	10,0	4,6	23,9	39,3	8,7	3,7
Czech Republic	9,0	7,3	4,4	24,7	33,1	17,0	4,5
Denmark	25,1	4,9	3,9	24,3	29,8	11,9	-
Finland	19,3	5,7	5,2	21,7	28,1	20,0	-
France	9,4	8,8	6,0	17,7	44,7	13,4	-
Germany	9,6	9,2	8,0	29,9	30,8	12,4	0,2
Greece	12,4	9,1	7,1	29,4	31,5	10,5	-
Hungary	9,9	4,3	5,2	27,1	46,2	7,3	-
Iceland	13,1	4,9	2,6	32,2	41,0	6,2	-
Ireland	15,5	15,7	x(3)	33,8	28,5	6,3	0,1
Italy	15,1	6,5	2,3	26,1	35,3	14,0	0,7
Japan	7,1	7,8	x(3)	23,3	37,6	19,4	4,8
Korea	8,8	7,2	5,4	26,4	27,2	25,0	-
Luxemburg	-	-	-	-	-	-	-
Mexico	8,8	4,8	7,6	18,2	45,6	14,2	0,7
Netherlands	18,4	1,6	0,0	25,6	45,7	8,2	0,4
New Zealand	16,1	7,8	5,1	27,0	37,9	5,4	0,7
Norway	24,7	4,0	4,8	27,9	31,1	7,4	0,2
Poland	8,3	5,0	4,6	24,1	49,1	8,8	-
Portugal	17,6	6,7	6,7	18,3	33,9	16,8	-
Slovak Repub.	18,8	7,9	4,4	19,6	34,4	14,9	-
Spain	14,9	6,8	5,4	23,5	32,8	14,5	2,2
Sweden	26,3	4,7	3,3	23,7	25,4	16,6	-
Switzerland	9,7	9,3	3,9	23,7	39,5	13,3	0,5
Turkey	6,6	7,9	3,3	32,1	41,1	9,1	-
UK	13,0	8,6	6,2	27,8	34,5	8,8	1,1
United States	10,3	6,4	3,6	28,2	45,4	6,1	-
OECD average	13,5	7,1	5,2	25,0	36,9	12,1	0,7
EU19 average	14,6	7,2	5,1	24,5	35,6	12,8	0,5

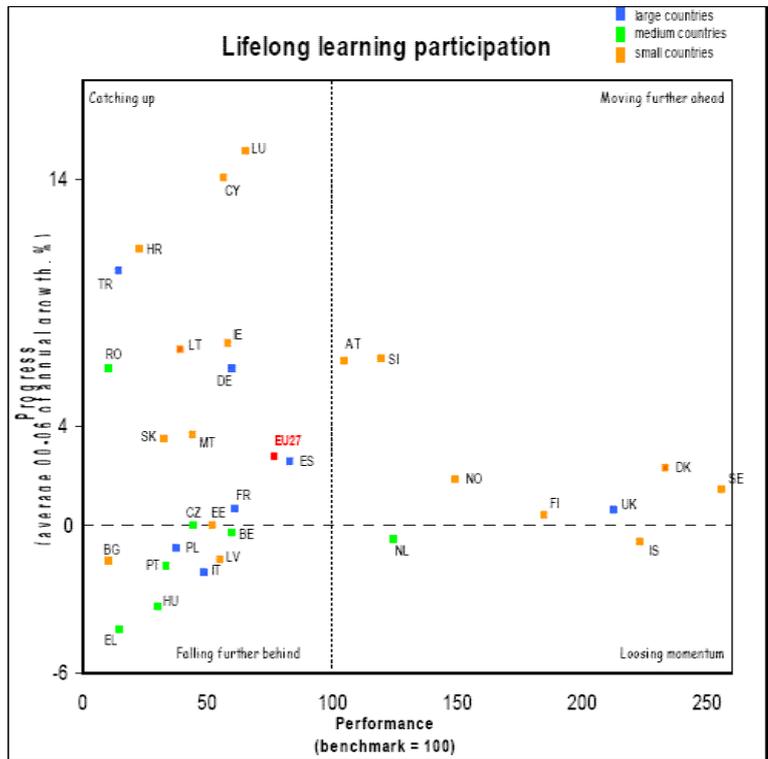
Source: OECD (OECD, 2009b, Table A3.5), Australia/Canada/Italy based on 2006 data

Table 6.1. Percentage of tertiary graduates at ISCED level 5A and 6, by field of education in 2007

Lifelong Learning Participation Rate

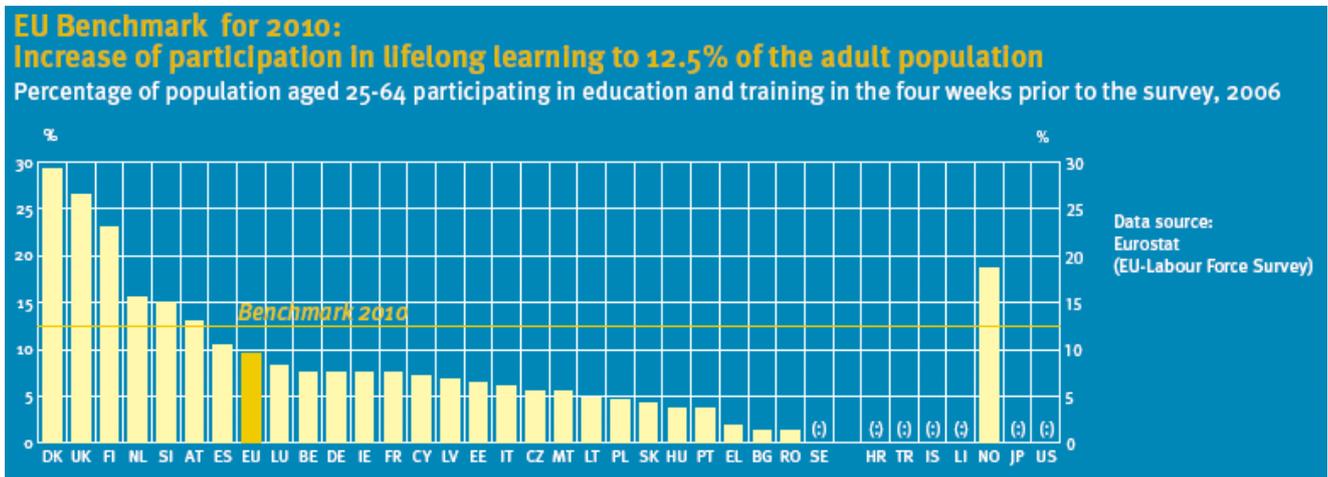
Germany is catching up with regard to the percentage of population aged 25-64 year-olds participating in education and training in the four weeks prior to the LFS survey. In 2006, the participation in lifelong learning was below LFS EU27 average (Hingel et al., 2008; see figure 6.11) and the Germany is still below the 2010 benchmark of 12.5% lifelong learning participation of 25-64 years old adults (European Commission, 2008; see figure 6.12). It has to be noted, that the Lifelong learning participation rate differs greatly between the different Federal states (see section 3, figure 3.6).

The actual growth rate of lifelong learning participation between 2000 and 2006 is clearly above it EU27 average (Hingel et al., 2008; see figure 6.11).



Source: Hingel et al. (2008, p. 14)

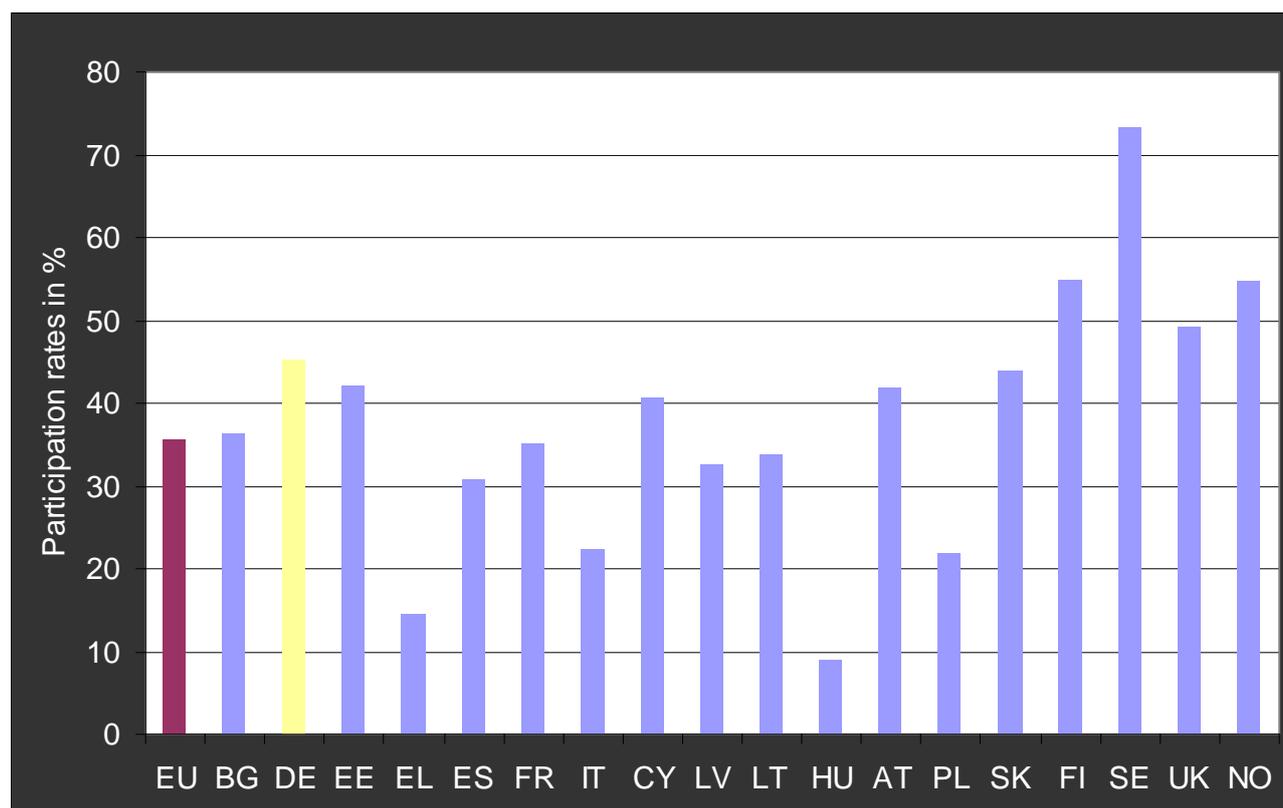
Figure 6.11. LLL participation rates benchmark performance and average of annual growth 2000-2006.



Source: European Commission (2008, p. 3).

Figure 6.12. Percentage of population aged 25-64 participating in education and training in the four weeks prior to the survey.

According to 2007 data of the Adult Education Survey (AES) the participation rate of the German population (25-64) in formal and non-formal education is 45.4% and clearly above the EU average of 35.7% (see figure 6.13). However, differences can be observed between women and men and with regard to different age groups (see table 6.2; for more details on the continuing education participation rates see section 7 “Demand for Learning” and “Accessibility to Learning Opportunities”).



Source: Eurostat, AES 2007 (Boateng, 2009, p. 1)

Figure 6.13. Participation in formal or non-formal education by country of the age group 25-64 in 2007.

Country	SEX			AGE		
	Total	MALE	FEMALE	25- 34 years	35- 54 years	55- 64 years
EU	35,7	36,1	35,4	44,7	37,2	21,6
BG	36,4	37,9	35	44,7	39,7	20,3
DE	45,4	48,3	42,4	53,3	48,7	28,3
EE	42,1	36,9	46,7	52,5	42,6	27,5
EL	14,5	14,3	14,6	22,7	14	5,1
ES	30,9	30,8	31	39,7	30,8	17
FR	35,1	36,4	33,8	48,2	35,9	16,2
IT	22,2	22,2	22,2	30,5	23	11,8
CY	40,6	43	38,2	53,2	41,1	20,1
LV	32,7	25,9	39	39	34,3	21,8
LT	33,9	28,7	38,7	42,7	35,1	19
HU	9	8,3	9,6	15,8	9	2,5
AT	41,9	44	39,9	47,1	45,7	25,4
PL	21,8	21,3	22,4	34,1	20,7	6,8
SK	44	45,3	42,8	51	48,3	23,8
FI	55	48,9	61,3	66	58,6	37,8
SE	73,4	70,8	76,176,1	81	76,4	60,7
UK	49,3	47,2	51,3	58,8	50,3	37
NO	54,6	533,3	55,9	65	55,5	41,2

Source: Eurostat, AES 2007 (Boateng, 2009, p. 2)

Table 6.2. Participation in formal or non-formal education by country, sex and age in 2007.

Positioning in international comparison

The data presented above shows that European countries are placed on different levels for each of the lifelong learning indicators, and Germany has a different positioning for each indicator also, e.g. either at the top of the mid-table with regard to the AES participation rate in formal and non-formal learning (see figure 6.13), or at the bottom of the mid-table with regard to the LFS upper secondary completion rate (see figure 6.8). Differences in the countries education systems and socio-economic structures have to be considered for interpreting these results.

Different positioning is not only found for countries with differing socio-economic structures, but also for countries with generally comparable structures. The EU member states can be classified by its segmentation of the vocational continuing education system and related institutions and stakeholders, such as the state, companies, labour unions, training providers, and individuals. It can be differentiated between a *cooperative* vocational continuing education system, in which the different segments share the responsibility (e.g. Denmark, the Netherlands) and a *segmented* vocational continuing education system, in which different institutions and stakeholders are responsible for their own activities (e.g. Germany, Austria). Especially in Germany, the principle of subsidiary is well developed, and the institutional segmentation of the vocational continuing education system impedes the efficient implementation of vocational continuing education (Dick, 2007). In this context, Dick (2007) discussed the positioning of Germany with regard to vocational continuing education as measured in the Continuing Vocational Training Survey (CVTS2). The CVTS2 survey aimed at collecting data about the quantitative and qualitative structures of continuing education in all EU member states, 9 accession countries, and Norway. The focus was on companies with at least 10 employees from the sectors production, trade, hospitality industry, traffic, communication, banking, insurance and services. In total about 76.000 companies participated in the survey - 3.184 of it were Germ. The 1999 CVTS2 data (Eurostat, 2002) shows that Germany is positioned in the mid-table (place 9 of 25) with regard to the number of companies participating in vocational continuing education, which is worse than in Scandinavian countries, in France, and in the Netherlands. Additionally, the internal structures of in-company continuing education are only partially systematically organised, e.g. analysis of individual educational demands of employees (place 14), continuing education planning (place 14), utilisation of in-company continuing education budgeting (place 13), and evaluation of courses (place 9). Dick (2007) concluded that German companies provide in-company continuing education mainly for a low number of employees (e.g. professionals and managers), and that continuing education measures rather serve the aim of short-termed adaptations.

In the following, the positioning of Germany for the five lifelong learning indicators is considered in more detail and compared to the positioning of the five other EELSE partner countries (Greece, Poland, Romania, Slovakia, Spain; see table 6.2).

	DE	GR	PL	RO	SK	ES	EU 2010
Early school leavers (age 18-24)	13.8%	15.9%	5.6%	19.0%	6.4%	29.9%	10%
Low achieving 15 years olds in reading literacy	20.0%	27.7%	16.2%	53.5%	28.7%	25.7%	17%
Upper secondary completion rate(age 20-24)	71.6%	81.0%	91.7%	77.2%	91.5%	61.6%	85%
Tertiary graduates in STEM – increase since 2000	+16.7%	+24.1%	+86.6%	+29.6%	+98.6%	+20.6%	+15%
Tertiary graduates in STEM – Share of females	24,4%	40.9%	36.6%	40.0%	35.3%	29.6%	Improve gender imbalance
Adult participation in lifelong learning (age 25-64)	7.5%	7.5%	4.7%	1.3%	4.3%	10.4%	12.5%

Source: European Commission (2008).

Table 6.2. Comparison of lifelong learning benchmarking results in the EFELSE partnership countries, and the 2010 EU benchmark, status: 2006.

It can be seen, that Germany is performing good in half of the indicated lifelong learning benchmarks, but is not top performing in any respect. With 20% low achieving 15 years olds Germany is at second place among the EFELSE partner countries, and three percentage points above the specified EU target. Although reading literacy was improved since 2000 it still needs further improvement. The number of early school leavers (age group 18-24) is 13.8%, which is in the mid-table of the EELSE partner countries, and behind Poland (5.6%), Slovakia (6.4%) and the EU target (10%). The upper secondary completion rate of 20-24 years olds is rather low (71.6%), as compared to the other countries. Spain has a lower upper secondary completion rate (61.6%) only. Nevertheless, it has been improved since 2000 and slowly develops towards the EU benchmark of 85%. Germany is performing worst with regard to the tertiary graduates in STEM benchmark. The increase since 2000 – although above the EU benchmark of 15% - is the lowest as compared to the EFELSE partner countries, and likewise, the share of female graduates in STEM – although improved since 2000 – is lowest. With regard to adult participation in lifelong learning the situation is better, and Germany (together with Greece) is at second place among the EFELSE partner countries with a participation rate of 7.5%. The highest participation rate is found for Spain (10.4%), but still all six EFELSE partner countries are performing below the EU benchmark of 12.5%.

7. EFELSE Evaluation Parameters

The principle elements for considering coherence and comprehensiveness of the LLL national strategies are: demands for learning, investment in adult education, accessibility to learning opportunities, learning culture features, partnership working (within and in-between sectors, types and forms of education and training), and the introduction of quality control and indicators to measure progress (see Commission of the European Communities, 2001). In the following, information on these parameters is provided for the context of Germany.

For each of the above mentioned six principle elements of LLL strategies a graphic (see figures 7.1, 1.19, 7.27, 7.28, 7.35, 7.37) provides an overview about the main aspects which need to be reflected in the process of LLL strategy implementation. Based on a balanced score card approach, the objectives, benchmarks, indicators and policies of the different parameter aspects are presented. In general, the *objectives* for lifelong learning formulated by the BMBF (see section 4) apply for all six principle elements of LLL strategy implementation. Additional objectives are described in the respective sections below. Further, *benchmarks* and related *indicators* are specified and *policies* for the implementation of lifelong learning in Germany are presented.

For the identification of the objectives, benchmarks and policies, the following central policy documents and strategy papers of lifelong learning implementation in Germany were reviewed:

- Bundesministerium für Bildung und Forschung (BMBF). (2008c). *Leben und Lernen für eine lebenswerte Zukunft – die Kraft der Erwachsenenbildung. Confintea VI-Bericht Deutschland. The Development and State of the Art of Adult Learning and Education (ALE)*. Bonn, Berlin.
- Bund-Länder-Kommission für Bildungsplanung und Forschungsförderung (BLK). (2004). *Strategie für Lebenslanges Lernen in der Bundesrepublik Deutschland. Materialien zur Bildungsplanung. Heft 115*.
- Bundesministerium für Bildung und Forschung (BMBF). (2008b). *Konzeption der Bundesregierung zum Lernen im Lebenslauf*.
- Bundesregierung. (2008). *Aufstieg durch Bildung – Qualifizierungsinitiative der Bundesregierung – Januar 2008*.
- Bundesministerium für Bildung und Forschung (BMBF). (2008a) *Empfehlungen des Innovationskreises Weiterbildung für eine Strategie zur Gestaltung des Lernens im Lebenslauf*. Bonn, Berlin.
- BMBF Webseite: www.bmbf.de

Indicators for each parameter were proposed by the EFELSE partnership (see e-Demos portal, section “Key Policy Parameters”⁹). Data for several of these indicators in the context of Germany is reported below. The data was mainly retrieved from the following sources:

- Autorengruppe Bildungsberichterstattung. (Ed.). (2008). *Bildung in Deutschland 2008. Ein indikatorengestützter Bericht mit einer Analyse zu Übergängen im Anschluss an den Sekundarbereich I*. Bielefeld: wbv.
- Bundesministerium für Bildung und Forschung (BMBF). (Ed.) (2006a). *Berichtssystem Weiterbildung IX. Integrierter Gesamtbericht zur Weiterbildungssituation in Deutschland*. Bonn, Berlin.
- TNS Infratest Sozialforschung. (2008). *Weiterbildungsbeteiligung in Deutschland. Eckdaten zum BSW-AES 2007*.
- Deutsches Institut für Erwachsenenbildung (DIE) (Ed.). (2008). *Trends der Weiterbildung. DIE-Trendanalyse 2008*. Bielefeld: Bertelsmann.
- Statistisches Bundesamt. (2008). *Bildungsfinanzbericht 2008. Im Auftrag des Bundesministeriums für Bildung und Forschung und er Ständigen Konferenz der Kultusminister der Länder in der Bundesrepublik Deutschland*. Wiesbaden.

⁹ E-Demos. <http://promitheas.iacm.forth.gr/e-demos/index.php>

- Wirtschaft- und Sozialforschung (WSF). (2005). *Erhebung zur beruflichen und sozialen Lage von Lehrenden in Weiterbildungseinrichtungen. Schlussbericht*. Kerpen.
- Eurostat. (2002). Europäische Sozialstatistik. Erhebung über die betriebliche Weiterbildung (CVTS 2). Daten 1999.
- WB Monitor Ambos, I., & Egetenmeyer, R., u.a. (2008). *wbmonitor 2008: Personalentwicklung und wirtschaftliches Klima bei Weiterbildungsanbietern - Zentrale Ergebnisse im Überblick*.
- Bundesinstitut für Berufsbildung (BIBB) & Deutsches Institut für Erwachsenenbildung (DIE).(2007). *wbmonitor Anbieterumfrage Winter 2007: Gesamtheit der Anbieter und Klimaindex*.
- Bundesinstitut für Berufsbildung (BIBB). (2004b). *wbMonitor. Dynamik in der Weiterbildungslandschaft! Tips – Trends – Transparenz, 1/2004*.
- Weiß, C. (2009). *Fernunterrichtsstatistik 2008*.

A focus is set on the participation and financial indicators of continuing education in Germany. For both indicators very detailed and elaborated data sets are available and presented in the educational reports on national level and on the basis of international surveys. For other indicators fewer data is provided, e.g. in relation to partnership working which is rather performed on Länder level and with regard to quality assurance in lifelong learning which often lies in the responsibility of single institutions or is limited to formative evaluation of pilot projects. Thus, aggregated data sets on national level do hardly exist in these areas.

Demand for Learning

“An understanding of the needs for learning amongst citizens, communities, wider society and the labour market should be the basis of any strategy for lifelong learning. Such an understanding must be grounded in evidence from the local level. This is a prerequisite for ensuring an effective learner centred approach and equality of opportunity” (European Commission, 2001, p. 12).

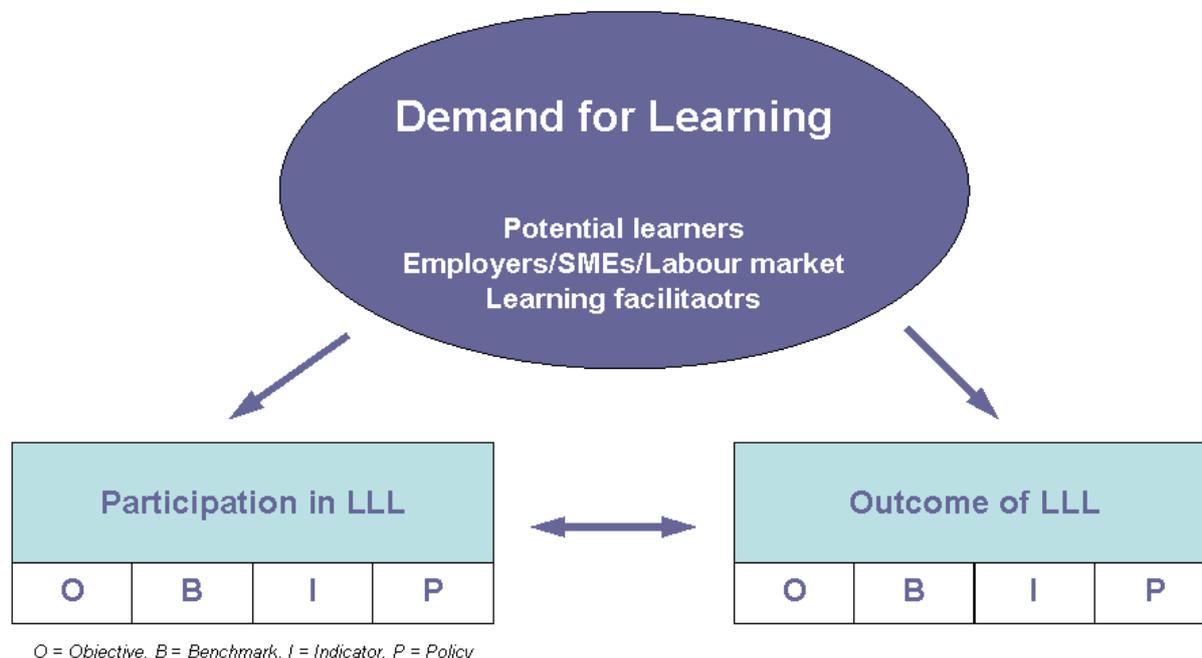


Figure 7.1. Balanced Scorecard for the analysis of Demand for Learning.

Objectives of Demand for Learning in Germany

The BMBF provides the following objectives for accessibility to learning opportunities on its website:

Globalization and the knowledge society are confronting people with great challenges which are made even more demanding as a result of demographic change. Lifelong learning must serve to continuously adapt and expand knowledge and the ability to apply the knowledge acquired. Only thus can individuals maintain and enhance their personal situation, their societal participation and their employability. [...] Companies and public authorities must base their human resources development measures on lifelong learning much more than in the past, in other words on needs-oriented, continuous skill-building during a person's entire working life. [...] This calls for an increasingly demand-driven approach in addition to a supply-driven approach. (BMBF website¹⁰)

Given that participation in continuing education is below the level of other European countries, the Concept for Lifelong Learning adopted by the BMBF in 2008 points out the objective of raising the participation rate of adults in all forms of continuing education with a particular focus on low-qualified people (BMBF, 2008b).

In the context of learning at work the BMBF¹¹ formulates the objective to support customer-oriented provision of vocational continuing education at work with the aid of external providers. Participation in vocational continuing education (BMBF website¹²) and continuing education offered by universities (BMBF website¹³) is considered important to ensure employability of workers, prepare them for new professional challenges, and improve their career advancement opportunities. A special objective is to increase the number of women in education and careers related to science, technology, engineering, and mathematics (STEM; BMBF

¹⁰ BMBF. Lifelong learning. <http://www.bmbf.de/en/411.php>

¹¹ BMBF. Weiterentwicklung der beruflichen Fort- und Weiterbildung. <http://www.bmbf.de/de/736.php>

¹² BMBF. Continuing training. <http://www.bmbf.de/en/1366.php>

¹³ BMBF. Continuing education at institutions of higher education. <http://www.bmbf.de/en/349.php>

website¹⁴). In complementation to competences in STEM acquired by men and women the BMBF promotes cultural and intercultural education with the aim to develop creativity and artistic skills, support personal development and an active lifestyle, and the integration of people with migration background (BMBF website¹⁵).

The lifelong learning strategy document of the BLK (2004) points out the necessity of developing social, personal, cultural, civic and professional competences of adults, and the necessity of documenting its acquisition. Especially for older adults the aim is to preserve existing competences. The development of modularised education offers is important to support the development of individual competences profiles. With the German activities for the implementation of the European Qualification Framework (EQF) the BMBF¹⁶ follows the objective of creating comparability of competences and qualifications in Europe, aiming at creating a profile of competences acquired in Germany across educational fields.

The BMBF has set a focus on supporting basic education for adults and increasing the literacy rate of the German population through funding research and programmes dealing with alphabetization. The aim is to support inclusion in every day life activities as well as in working life. The number of illiterate people in Germany is estimated to 4 million and existing disadvantages in education must be reduced and prevention of and fighting against illiteracy must be the main objective. With regard to the literacy level the PISA benchmarking study revealed that actions for improving the literacy rate of people in Germany need to be more decisive and provided at early stage of school and adult education (BMBF website¹⁷).

With regard to society and labour market developments, the measures applied in the context of the conception for lifelong learning aim at the promotion of “economic dynamism and individual career opportunities” also. Thus, human resource development in companies must intensify its focus on “needs-oriented, continuous skill-building during a person’s entire work life”. To meet the demand for skilled staff it is important to develop schemes for tracking required qualifications and taking into account the learners specific situations, e.g. with regard to existing skills of university drop-outs and their related potential for labour market entry or the integration of people with migration background (BMBF website¹⁸).

According to a resolution adopted by the Standing Conference of the Ministers of Education and Cultural Affairs (Kultusministerkonferenz – KMK) in 1979 members of administrative and teaching staff at institutions of continuing education are supposed to have a higher education degree. Assistant tutors must have acquired a higher education degree, a further qualification in a profession (Fachschulabschluss) or a vocational training qualification plus several years of practical experience (Secretariat of the Standing Conference of the Ministers of Education and Cultural Affairs, 2009, p.202). This objective is supported by the BMBF¹⁹ which points out the importance of qualification of continuing education staff for the delivery of successful continuing education offers.

Benchmarks of Demand for Learning in Germany

Based on recommendations of the Committee on Innovation in Continuing Training (BMBF, 2008a) and in the frame of the Concept for Lifelong Learning (BMBF, 2008b) and the Qualification Initiative (Bundesregierung, 2008), the BMBF intends to achieve three specific targets with regard to participation in continuing education by 2015. The focus is on adult learners aged 25-64 who have completed initial training (BMBF website¹⁶):

- *Participation in formal continuing education (courses and seminars) is to rise from the current level of 43% to 50%.*
- *At least 40% of people with low skills should be active in the field of continuing education (currently 28%).*
- *Participation in all forms of learning, including so-called informal learning, should rise from 72% to 80%.*

¹⁴ BMBF. Komm, mach MINT - mehr Frauen in MINT-Berufen. <http://www.bmbf.de/de/12563.php>

¹⁵ BMBF. Interkulturelle Bildung. <http://www.bmbf.de/de/10755.php>

¹⁶ BMBF. Der Deutsche Qualifikationsrahmen für Lebenslanges Lernen. <http://www.bmbf.de/de/12189.php>

¹⁷ BMBF. Second Chance: Basic Education for Adults. <http://www.bmbf.de/en/426.php>

¹⁸ BMBF. Lifelong learning. <http://www.bmbf.de/en/411.php>

¹⁹ BMBF. Professionalisierung in der Weiterbildung. <http://www.bmbf.de/de/430.php>

A related benchmark concerning the educational achievements at school level was formulated in the frame of the Qualification Initiative (Bundesregierung, 2008; BMBF website²⁰). By 2015, the number of school leavers without recognised qualification should be reduced from currently 8% to 4% and the number of young adults without school leaving qualification is to be halved and should not exceed 8.5%. Additionally, the number of beginners at university should amount to 40% of a cohort.

Concerning the literacy of people in Germany the BMBF aims at supporting the international benchmark set by the UN Decade for Alphabetization: worldwide halving the number of people who lack adequate reading and writing competences and provision of basic education for all people (BMBF website²¹). The Qualification Initiative (Bundesregierung, 2008) plans the implementation of compulsory procedures for assessing the German language competence level of school children by 2010. Additionally, by 2012 measures of language competence promotion will be ensured on Länder level for children before school entry.

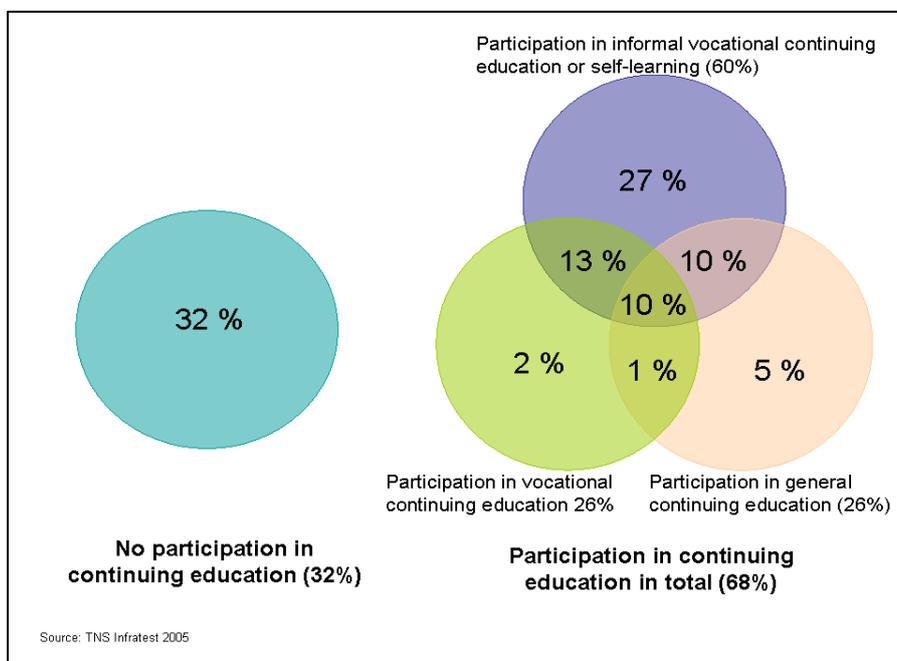
By 2010, the EQF should be replaced by national concepts in all European countries, taking into account specific requirements of the related education system.

Indicators of Demands for Learning in Germany – Participation in LLL

Adult Learner Participation in Continuing Education

The Autorengruppe Bildungsberichterstattung (2008) points out a discrepancy between the attention given to lifelong learning in public discussions and policies, and the actual participation rate of adults in general and vocational continuing education.

According to BMBF (2006a) adult participation in general adult education, continuing vocational education, and general and vocational informal learning in 2003 was distributed as presented in figure 7.2. More than 2/3 of the adult population (19-64 years; BSW data) participated in continuing education; however, 32% do not show any learning activities. The participation rate of general and vocational continuing education is comparable (each 26%). However, the participation in informal vocational continuing education or self-learning (60%) clearly exceeds participation in formal and non-formal forms of learning and thus complements it.



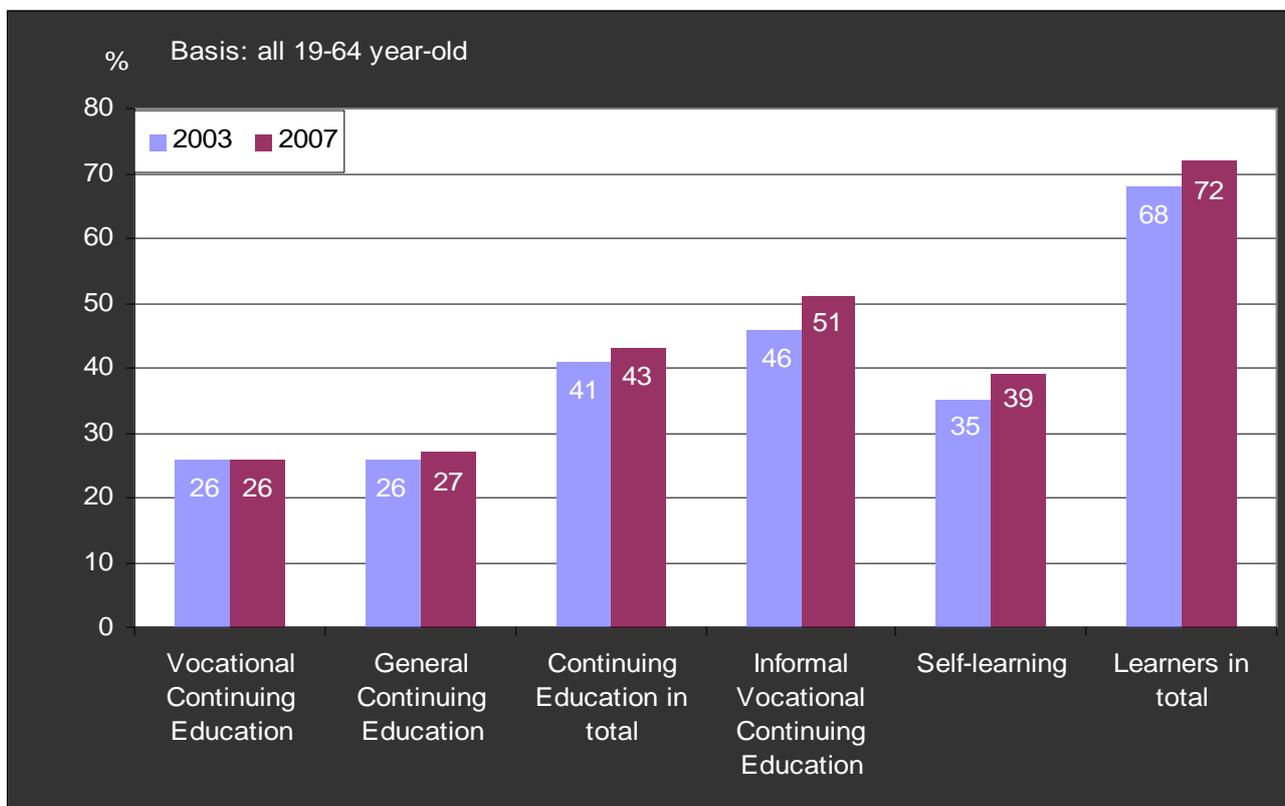
Source: BSW, BMBF (2006, p.219)

Figure 7.2. Participation of adults (19-64 years) in learning activities in 2003 in percent.

²⁰ BMBF. Qualifizierungsinitiative für Deutschland. <http://www.bmbf.de/de/12042.php>

²¹ BMBF. Second Chance: Basic Education for Adults. <http://www.bmbf.de/en/426.php>

Current BSW data reported by TNS Infratest (2008) provides evidence for a change in the continuing education participation rate of recent years of adults aged 19-64 years. The decreasing participation rate of the years 1997 to 2003 stopped for the first time in 2007 and a slight upward trend in continuing education participation (from 41% to 43%) can be seen (see figure 7.3). Concerning general continuing education, an increase from 26% to 27% was observed; however, the continuing vocational education participation rate remained at 26%. Taking into account the informal learning and self-learning activities in addition, the total participation rate learning in Germany increased from 68% to 72%.



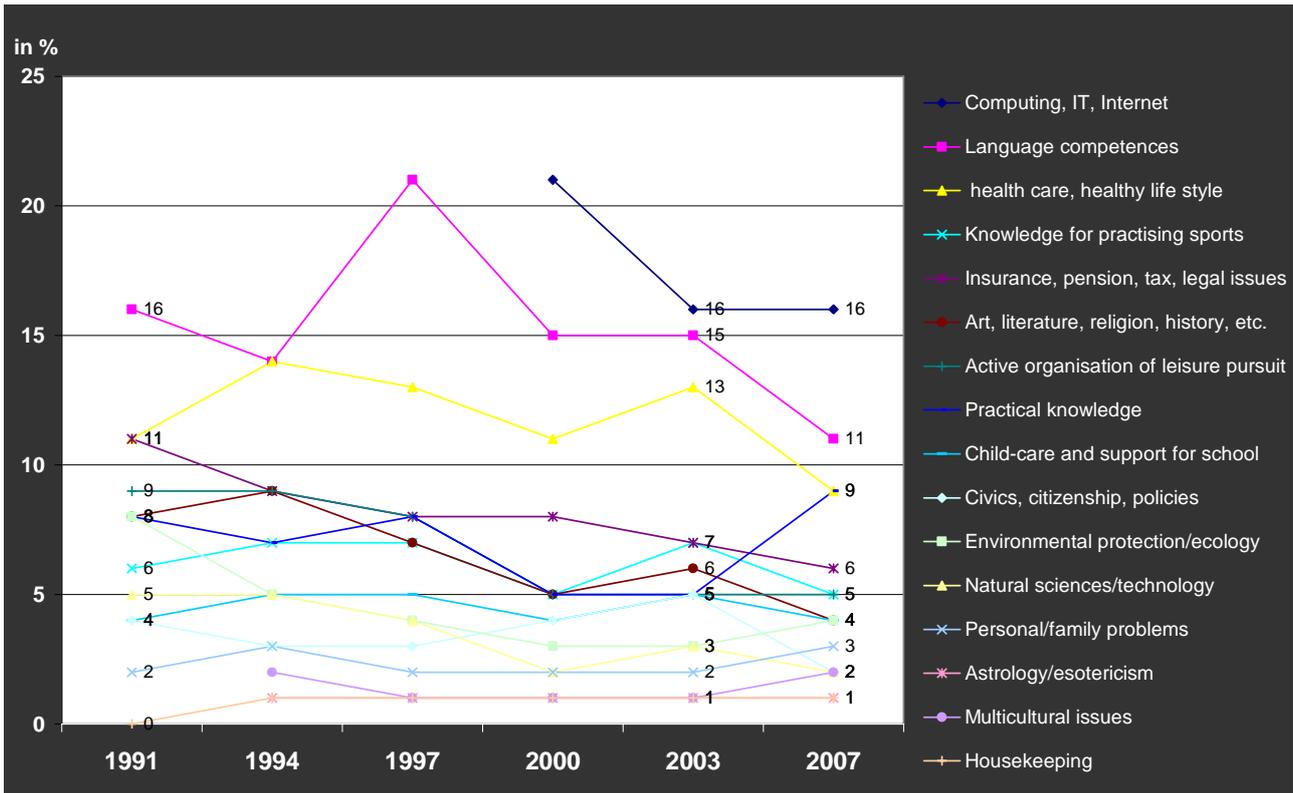
Source: BSW 2003, 2007 (TNS Infratest 2008, p. 20)

Figure 7.3. Continuing education participation rate in 2003 and 2007 of adults (19-64 years) in percent.

According to TNS Infratest (2008), in 2007 41% of the non-formal education activities had duration of 1 day maximum; about ¼ of the activities had duration of several weeks or months. Participation in continuing education can also be measured by the volume of continuing education (e.g. the hours spent for continuing education per participant per year). The Autorengruppe Bildungsberichterstattung (2008) reports on the basis of AES data for the year 2007 an average of the total continuing education volume of 79 hours per participant. Taking into account the continuing education participation rate of 44% this results in a volume of about 2 weeks for half of the adults aged 19-64 years. Continuing education (not job-related) had a volume of 63 hours per participant; vocational continuing education had a volume of 67 hours per participant in 2007.

Participation of Adults in Generals and Vocational Continuing Education

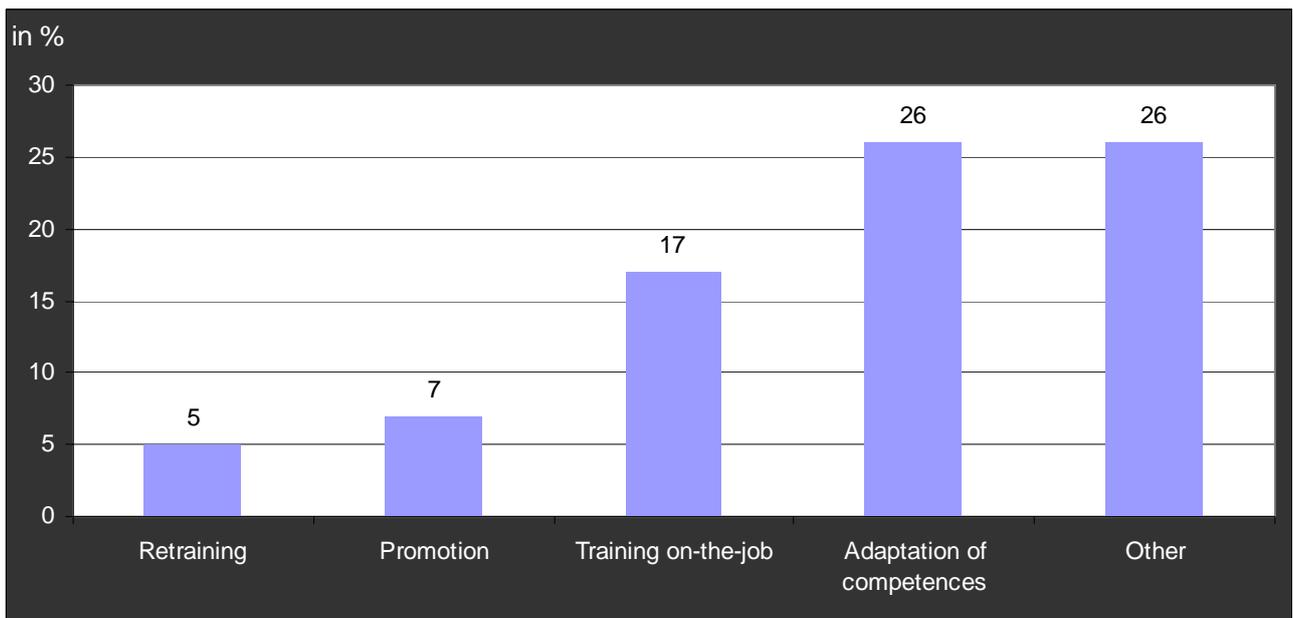
Adults participate in a great variety of courses with different subjects (figure 7.4). According to BSW data, in 2007 computing, IT and internet courses (16%), as well as language courses (11%) and health care related courses (9%) as well as practical knowledge (9%) were most often attended. Courses for other subjects were less often attended; the range was from 6% for courses related to insurance, pension and tax policies and sports courses, to 1% for courses on house keeping (BMBF, 2006a; TNS Infratest 2008).



Source: BSW 2005, 2007 (BMBF, 2006a, p. 304; TNS Infratest 2008, p. 14).

Figure 7.4. Course attendance of adults (19-64 years) in general continuing education by subject, in percent.

Participants in vocational continuing education followed different aims: in 2007 (BSW data, TNS Infratest 2008), the majority of participants aimed at the adaptation of professional competences according to new challenges of the job (26%), and other aims (26%). Also of importance was training on-the-job, e.g. for people who were new to a job (17%). Courses for a wider professional development were visited less often (e.g. retraining on a new job, 5%; and preparation of career advancement and promotion, 7%).



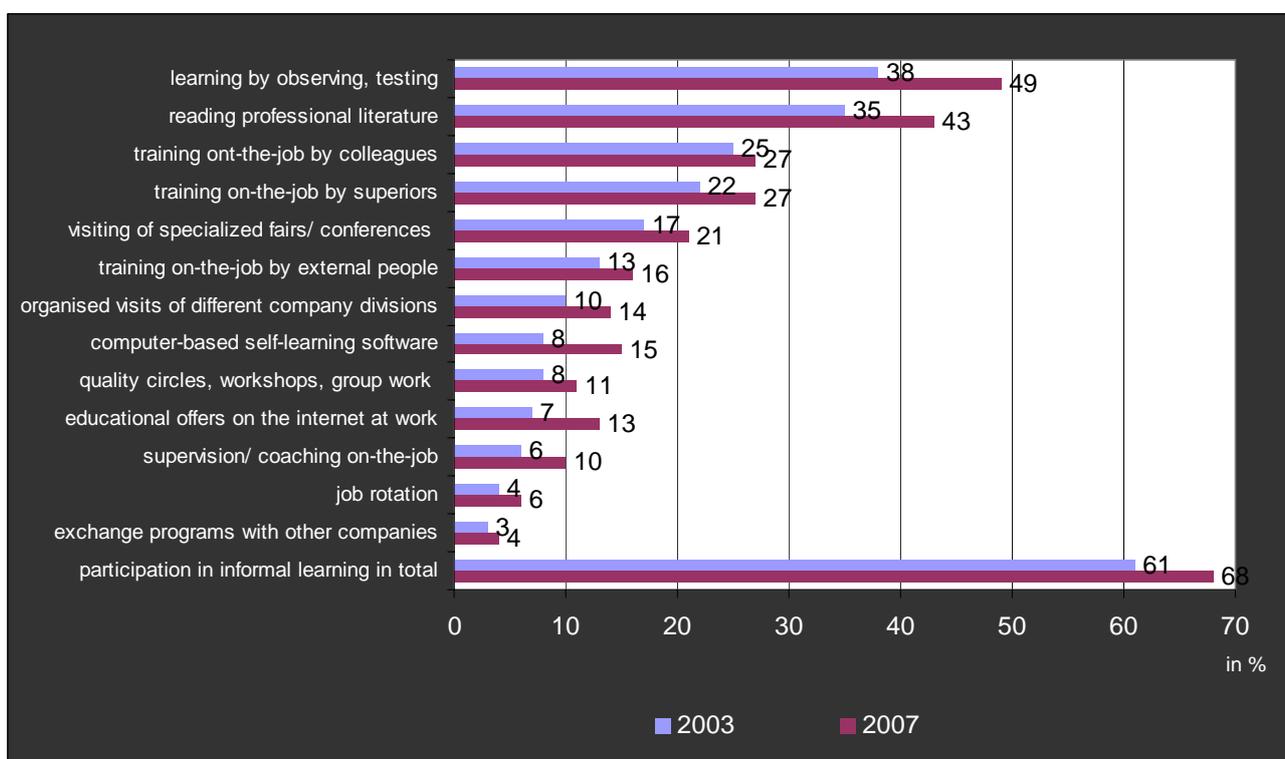
Source: BSW 2007 (TNS Infratest 2008, p. 11).

Figure 7.5. Participation of adults (19-64 years) in 2007 in vocational continuing education by aim of participation, in percent.

Participation in Informal Learning and Self-Learning

The importance of informal learning and self-learning for continuing education cannot be denied. In fact, it accounts for the highest participation rate in continuing education of adults (19-64 years) in Germany (see above, figures 7.2 and 7.3). Informal learning as defined in the BSW consists of 13 learning activities (see section 4, figure 4.1). The following figure (figure 7.6) provides an overview about of participation in these categories for employees in the years 2003 and 2007. In 2007, learning by observing (49%) and reading professional literature (43%) are the informal learning activities which were performed most often by employees, and exchange programs in cooperation with other companies (4%) was the least important learning activity of informal vocational continuing education (Autorengruppe Bildungsberichterstattung, 2008).

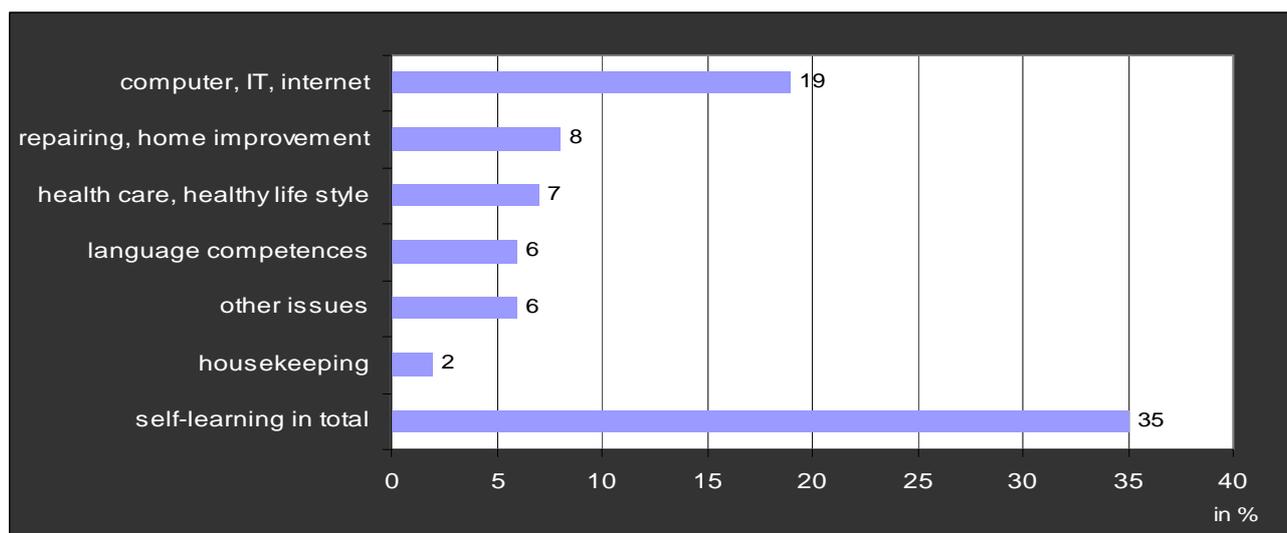
According to the Autorengruppe Bildungsberichterstattung (2008) the steady increase in all forms of informal vocational continuing education can be seen as indicator for the increasing importance of communication and knowledge-based forms of working which need to be trained on the job. Especially the increase of computer-based self-learning and the usage of educational offers on the internet by nearly 50% each between 2003 and 2007 should be considered in this context.



Source: BSW; Autorengruppe Bildungsbericht-erstellung (2008, 146)

Figure 7.6. Participation of employees (19-64) in 2003 and 2007 in informal learning activities in percent.

The number of 19-64 year-olds who participated in self-learning activities was 35% in 2003 and 39% in 2007 (see figures 7.3 and 7.7). Learning activities were more than twice as often related to computer, IT and internet related topics (19%) as to other topics such as repairing (8%), health care (7%), the improvement of language competences (6%). Housekeeping was the subject with the least self-learning activities (2%;BMBF, 2006a).



Source: TNS Infratest 2005; BMBF (2006a).

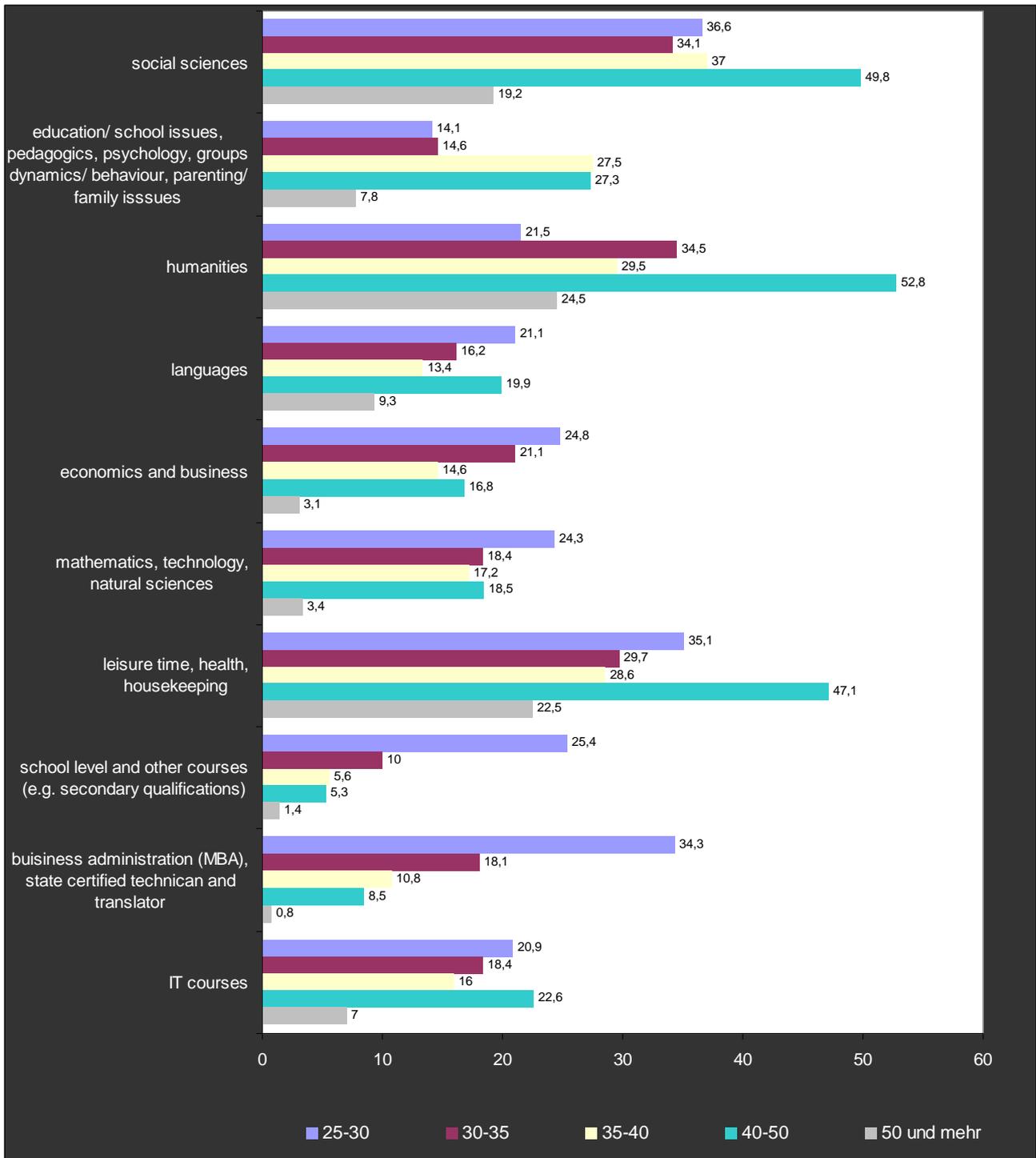
Figure 7.7. Participation of adults (19-64 years) in 2003 in self-learning by topic in percent.

The participation structures of vocational informal continuing education and self-learning reflect the participation structures reported for formal continuing education offers (see above). Social characteristics, employment and company structures influence participation in vocational informal continuing education on the individual level. In 2007, BSW data reported by TNS Infratest (2008) shows that the vocational informal continuing participation rate of people (19-64 years) with higher education entrance qualifications (79%) exceeds that of people with medium (69%) and low (58%) attainment at school level. People with university degree (81%) participate more often than people with apprenticeship training (64%) and without vocational education (51%). The same pattern can be seen in relation to occupational status: workers (55%) participate less often than civil servants (71%), employees (72%), and self-employed people (77%). The participation rate in informal continuing vocational education and self-learning of people from the Eastern parts of Germany was higher than that of people from the Western parts of Germany (75% vs. 67%).

Participation in Distance Education and Computer-Supported Learning

Although continuing education is dominated by traditional face-to-face course offers more and more distance education courses are offered and attended by participants (BMBF, 2008c). Distance education falls under the Distance Learning Protection Act (see section 4). In October 2009, 378 distance education institutions were accredited, offering more than 1600 courses of general and vocational continuing education (Weiß, 2009; ZFU, 2009). The number of participants in distance education is increasing continuously every year. In 2008, about 223.212 people participated in accredited distance education courses and 18.163 people participated in specific courses for companies and public institutions which do not require accreditation. Figures 7.8 and 7.9 show the participation rates of different age groups and of men and women (Weiß, 2009). It has to be noted, that these data is based on the feedback given by distance education institutions; however the actual participation rate is estimated above these numbers.

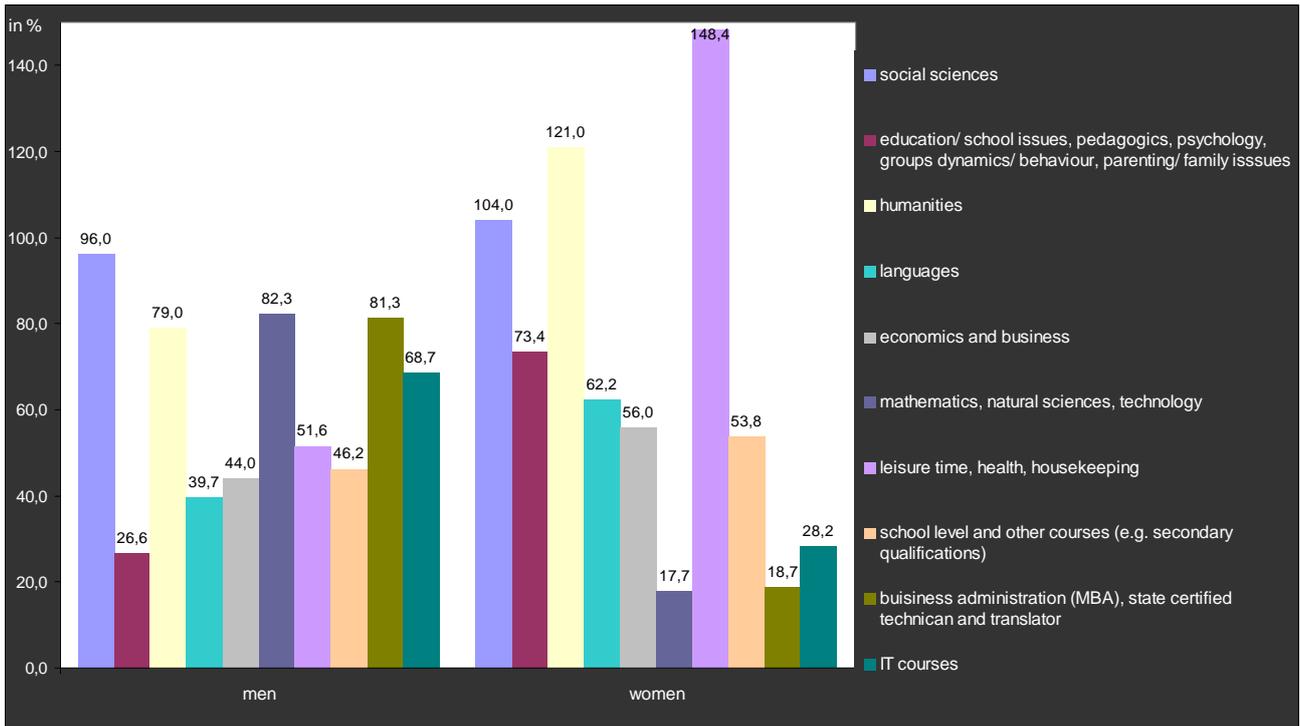
Based on the DIE data, the Forum DistanceE-Learning (2009) describes the following prototype of distance e-learners in Germany in 2008: A typical distance e-learner is aged 20-30 years and participates in economics, business or school qualification courses, financed by her. In distance education the majority of participants (52%) are female and 41% of the participants are 20-30 years old. Courses of economics (24%) and for school qualifications (18%) are most often attended, followed by health issues (11%).



Source: DIE; Weiß (2009, p.10).

Figure 7.8. Participants in distance education in 2008 by age and subject.

Furthermore, information- and communication technologies (ICT) are widely used in continuing education. Certain information on learning with and about ICT can be deduced from the BSW 2003 data. For example, 16% of the general continuing education courses attended by participants in 2007, and 19% of the self-learning activities in 2003 were related to issues of computer, internet and IT (see figure 7.7) and 15% of the informal learning activities performed by employees are computer based (e.g. self-learning software) and 13% used educational offers on the internet at work (see figure 7.6; BMBF, 2006a).

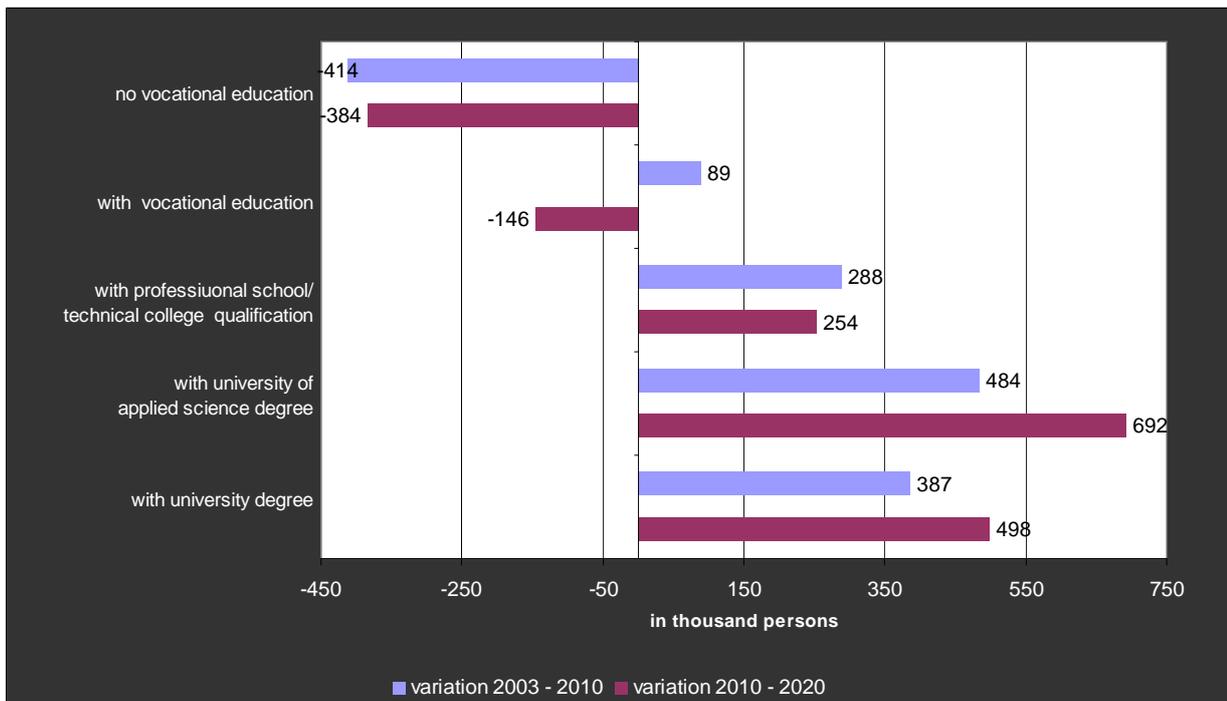


Source: DIE; Weiß (2009, p. 16).

Figure 7.9. Participants in distance education in 2008 by sex and subject.

Company & Employer Participation in Vocational Continuing Education

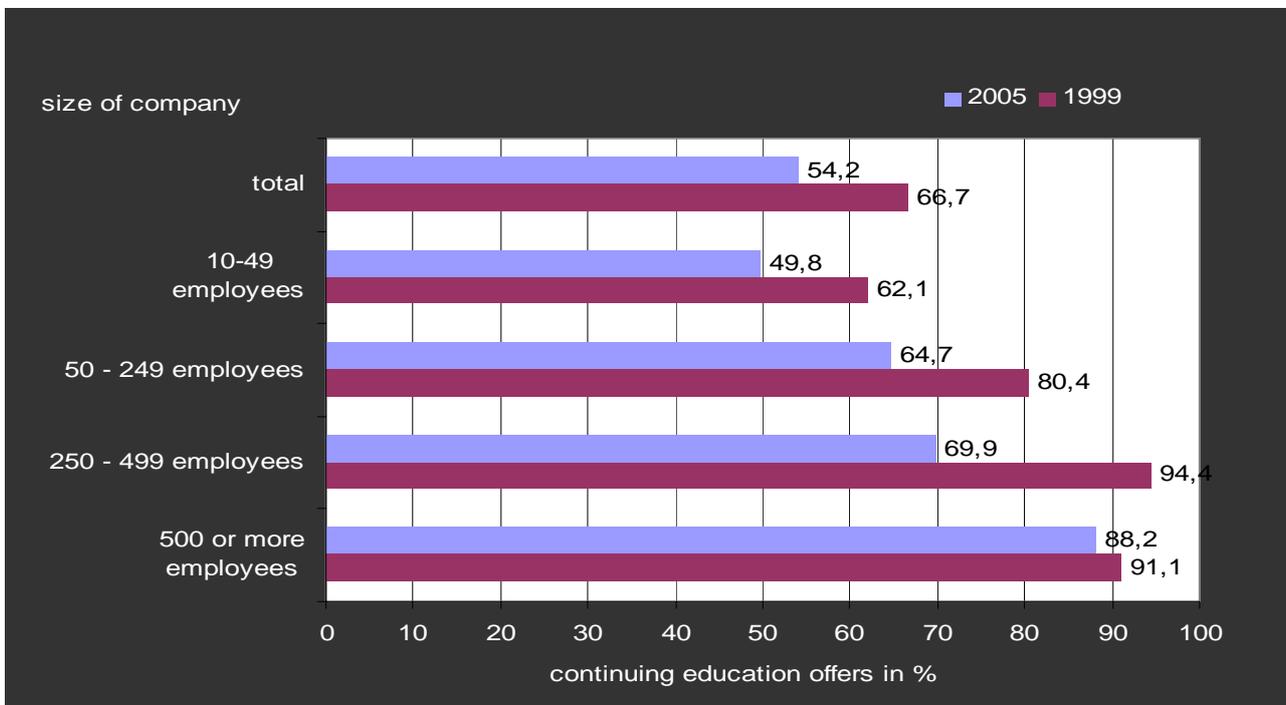
A general demand for high qualifications on the German labour market is reported by Bonin (2007, cited from Autorengruppe Bildungsbericht, 2008). The prognosis for the years 2010 and 2020 in figure 7.10 shows a clearly decreasing demand for employees without and with vocational training qualification. Accordingly, the demand increases for people with higher education qualification. This trend was also reported for the European labour market by CEDEFOP (2008).



Source: Bonin H. et al (2007, S. 81, cited from Autorengruppe Bildungsberichterstattung, 2008, p. 201).

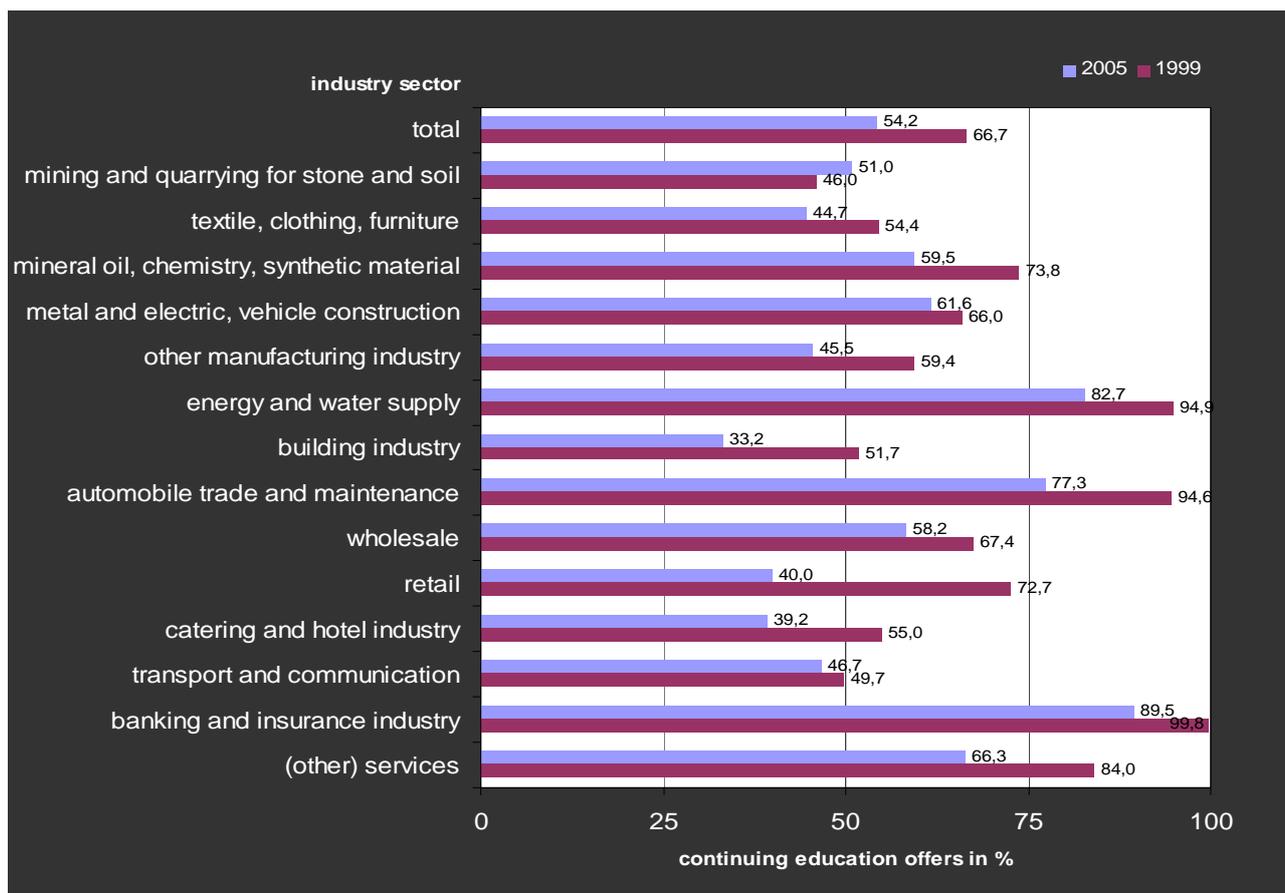
Figure 7.10. Development of labour force demand by educational qualification 2003-2020 (in Tsd. persons).

According to the Autorengruppe Bildungsberichterstattung (2008), in this situation of changing qualification demands of the labour market companies have an important position in designing vocational continuing education because of their proximity to the labour market and working processes. Thus, in-company continuing education can be a strategic option for companies and at the same time providing its employees a chance for further qualification, professional development and improvement of competences. However, according to CVTS3 data (Eurostat, 2006) the number of continuing education offers of companies was decreasing between the years 1999 and 2005. In 2005, about 88% of the large companies (more than 500 employees), nearly 67% of the medium-sized companies (50-499 employees), and about 50% of the small companies (10-49 employees) offered vocational continuing education (figure 7.11). Furthermore, companies from different industry sectors differ clearly with regard to their vocational continuing education offers and spending on vocational continuing education, and the participation rates of employees vary accordingly (figure 7.12). A focus on the three sectors with the highest and lowest percentage of companies offering vocational continuing education shows that in 2005 vocational continuing education activities were higher in sectors which require intense knowledge, e.g. banking and insurance industry (89,5%), energy and water supply (82,7%), automobile trade and maintenance (77,3%), than in branches with a high percentage of low qualified employees, e.g. retail (40,0%), catering and hotel industry (39,2%), and building industry (33,2%).



Source: Statistical offices of the state and Länder, CVTS3; Autorengruppe Bildungsberichterstattung (2008, p. 142).

Figure 7.11. Companies offering vocational continuing education in 1999 and 2005 by size of company in percent.



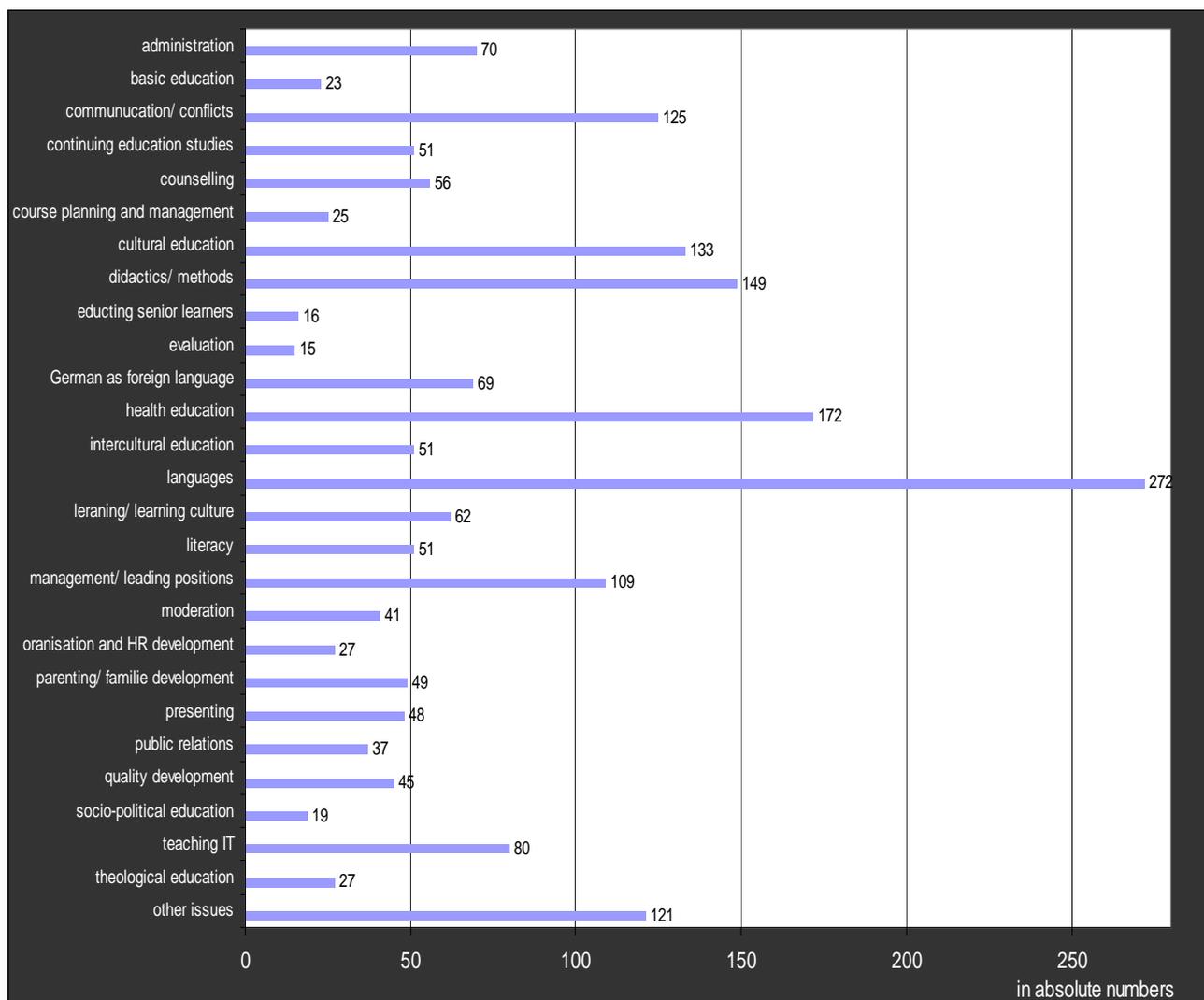
Source: Statistical offices of the state and Länder, CVTS3; Autorengruppe Bildungsberichterstattung (2008, p. 143).

Figure 7.12. Companies offering continuing education in 1999 and 2005 by industry sector in percent.

Professional Development of Teachers and Trainers

Data on the participation of teachers and trainers in continuing education is available on school level only. Although Germany did not participate in the TALIS (Teaching And Learning International Survey) initiated by the OECD in 2008 the Gewerkschaft Erziehung und Wissenschaft (GEW) organised a national survey based on the official version of the OECD TALIS questionnaires (Focus Online, 2006; 2008; GEW 2009). The TALIS survey provided an international analysis of the conditions which affect teaching at schools, including the professional development of teachers (OECD, 2009a). The first results of the TALIS-GEW survey show that nearly all teachers in Germany who participated in the survey also participated in continuing education, with a volume of 9 continuing education days, financed individually by more than half of the teachers. Reasons for not participating more often in continuing education were the lack of appropriate offers, problems in timing continuing education with the teaching hours at school, and the need to finance courses from the individual budget (GEW, 2009).

Information on the demand for training and interests of trainers in continuing education can only be deduced from the continuing education offers available for this target group. Data on the actual participation rates in total and for the different courses is not available. The DIE (2008) provided an overview about the number of course offers for trainers in different areas, based on courses available in the QUALIDAT data base (www.die-bonn.de/qualidat). Figure 7.13 shows that the majority of courses has a focus on language teaching (272), followed by health education (172), and didactics and methods of teaching (149). Most of these offers are one day trainings, presented in face-to-face format. Blended learning courses and eLearning offers form a minority.



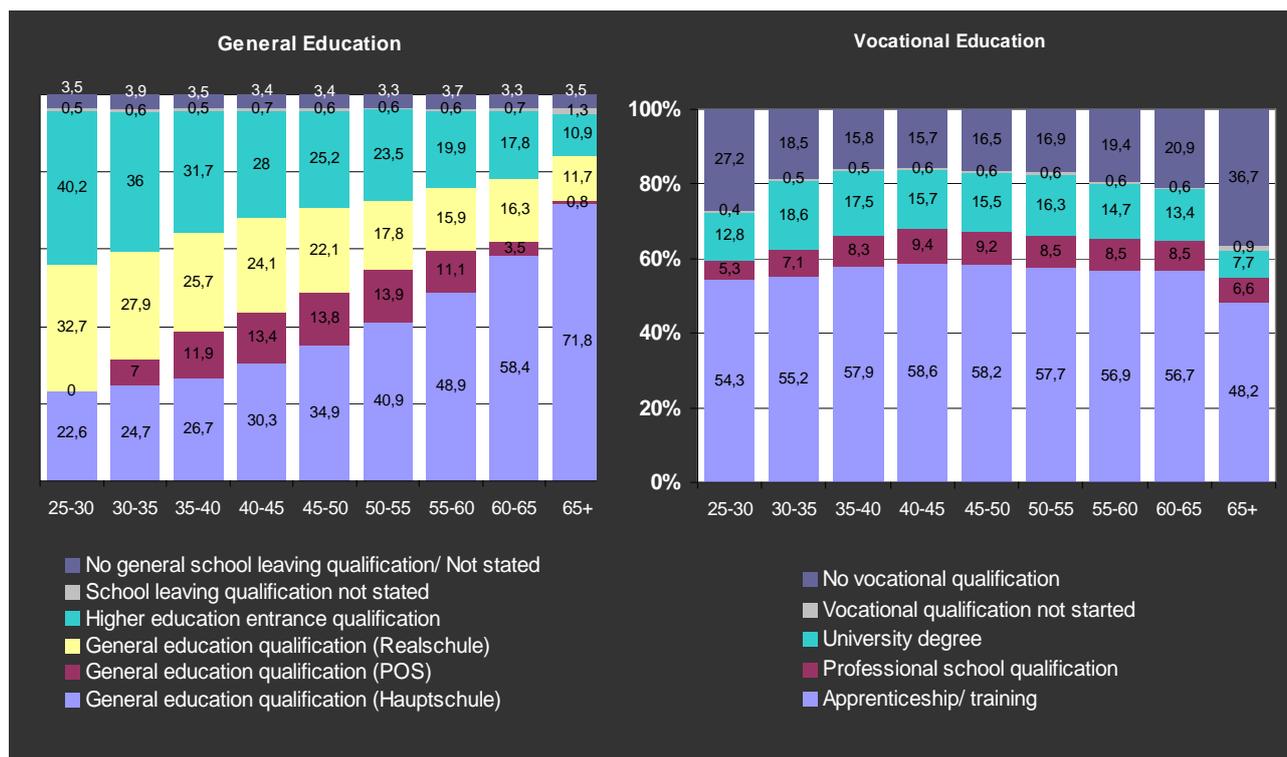
Source: QUALIDAT (DIE); Conein (2007), DIE (2008, p. 81)

Figure 7.13. Number of continuing education offers for educational staff by topic in June 2007 (n = 1943).

Indicators of Demand for Learning in Germany – Outcomes of LLL

Adult Learner Competencies

According to OECD (2009a) the educational attainment rate of the adult population provides insights into the available competencies of adult learners as well as information on the supply and demand of skilled workers on the labour market. Figure 7.14 shows the general and vocational education attainment level of adults in Germany aged 25-65+ years. The comparison of cohorts shows the increasing importance of higher education entrance qualifications. About 38% of the adults aged 25-35 have acquired higher education entrance qualification, in the age group 55-65 this educational level was attained by 19% of the population. Accordingly, the higher education qualification has more importance for younger cohorts. Nearly 17% of the 35-45 year-olds have a vocational education qualification at higher education level. Still, for people aged 55-65 the higher education qualification was attained by 14% of the population (Autorengruppe Bildungsberichterstattung, 2008). For more details on the educational attainment of the German population by age and sex see section 3.

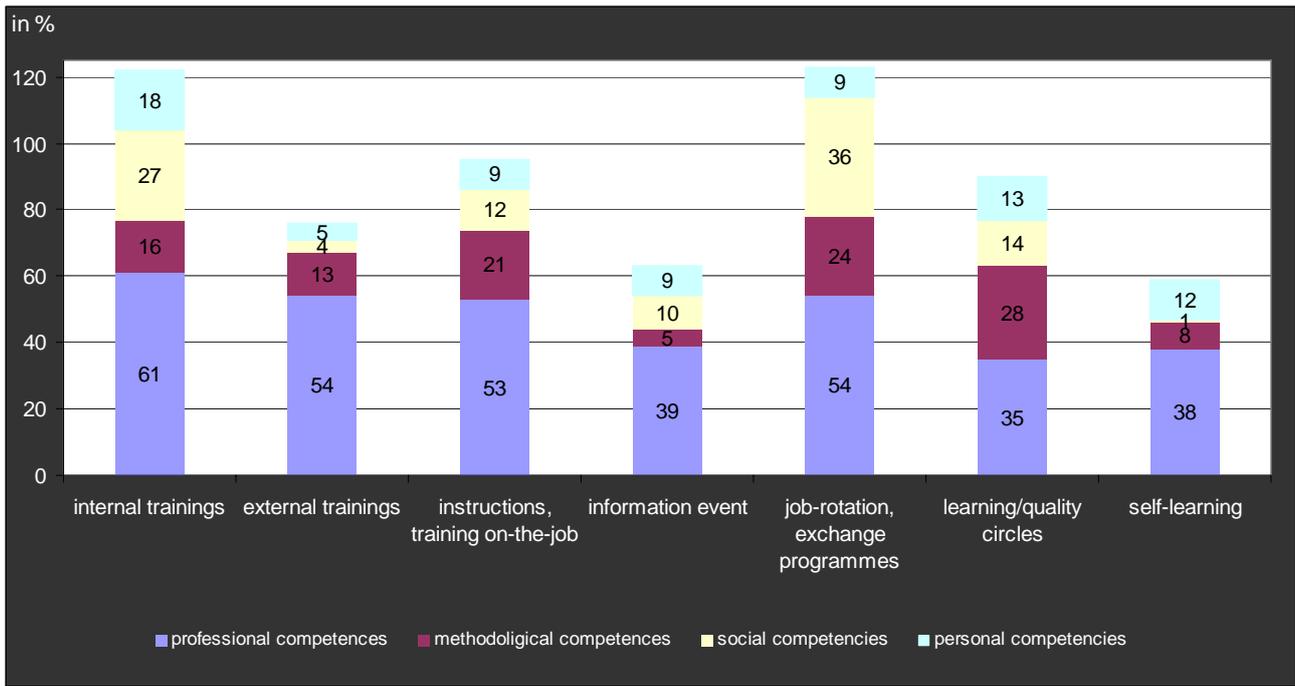


Source: Federal Statistics Office, Mikrozensus 2006; Autorengruppe Bildungsberichterstattung (2008).

Figure 7.14. General and vocational education level of German population (25-65+ years) in percent.

The current development of the Programme for International Assessment of Adult Competencies (PIAAC) by the OECD will result in international comparable data of adult competencies. The aim of the survey is to provide insights into the skills and competencies of adults and thus support the design of continuing education offers targeted to the actual demands for learning, and initiatives to raise adults’ skill levels. In Germany, the GESIS – Leibniz-Institut für Sozialwissenschaften is responsible for the conduction of the survey. First results are expected for 2013 (GESIS, 2009). A national study of adult competencies was conducted by the IPN – Leibniz Institute for Science Education. The study focused on the mathematical literacy of parents of PISA participants. Randomly chosen adults had to solve 30 PISA mathematics tasks. The analysis of the results showed for the participating parents the competence level V (average: 613 points; men: 646 points, women: 580 points). The majority of parents had a higher competence level than their children (Ehmke & Siegle, 2008).

The development of learner competencies by different forms of vocational continuing education was analysed in the national supplementary survey of the third European Continuing Vocational Training Survey (CVTS3). Results show that companies see a future trend towards the importance of social and personal competences, especially in the service sector. Methodological and professional competences will decrease in their importance (Moraal, Lorig, Schreiber & Azeez, 2009). Again, the report by Moraal et al. (2009) does not provide specific data about the actual competences of employees after completion of courses and other forms of vocational continuing education. Instead, the employers’ estimation of the importance of vocational continuing education for the development of different competences is described. Not only professional competence development is supported, also interdisciplinary soft skills such as social and personal competences and methodological competences are facilitated by certain forms of vocational continuing education. The employers estimated the expected competence development on a 5-point-skale. Figure 7.15 shows the percentage of employers who gave the highest rating for the different forms of vocational continuing education. Internal vocational continuing education offers facilitate professional competences (61%) and personal competences (18%) better than other offers. The acquisition of methodological competence is best supported through participation in learning and quality circles (28%) and the highest social competence development is expected to take place in job rotation and exchange programmes (36%).

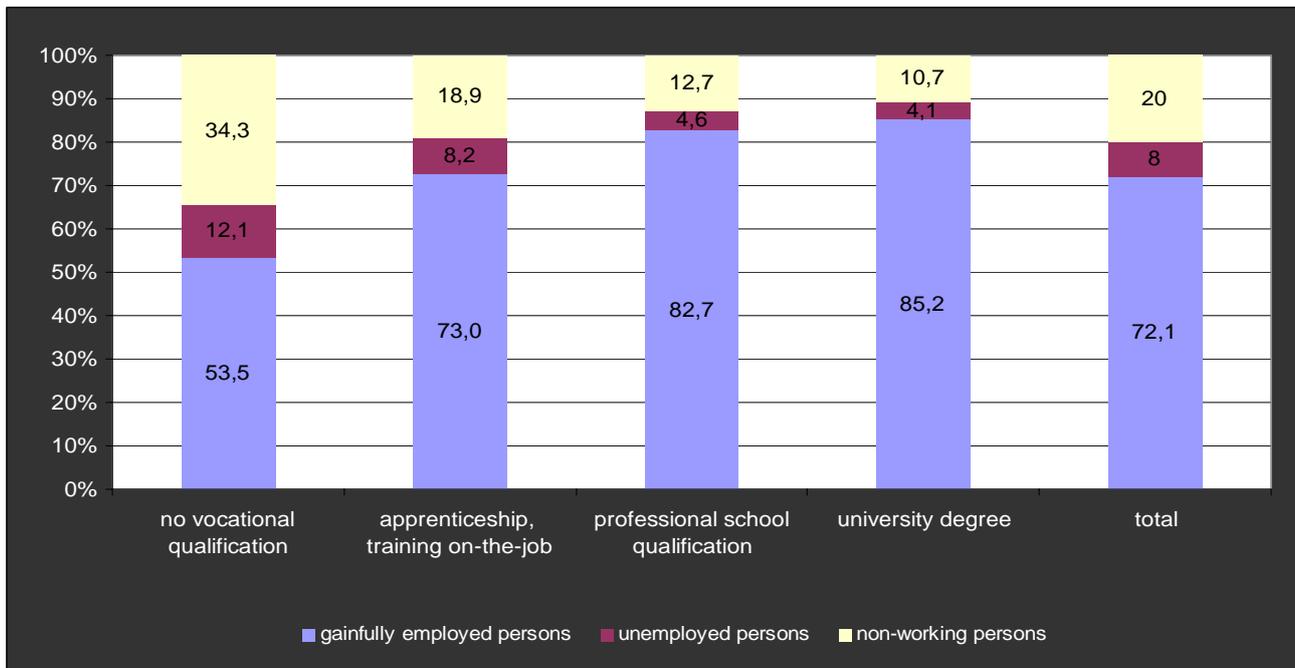


Source: CVTS3 supplementary survey, weighted data (Moraal et al., 2009, p. 6)

Figure 7.15. Competence development through continuing vocational education in 2007 estimated by employers, in percent.

Labour market development

Employment and unemployment in Germany are influenced by the educational background of persons. According to the Autorengruppe Bildungsberichterstattung (2008) persons without any vocational qualification show the highest unemployment rate (34.4%). The chances of employment increase with the level of the educational qualification, with the highest employment rate (85.2%) for persons with university degree (see figure 7.16.).



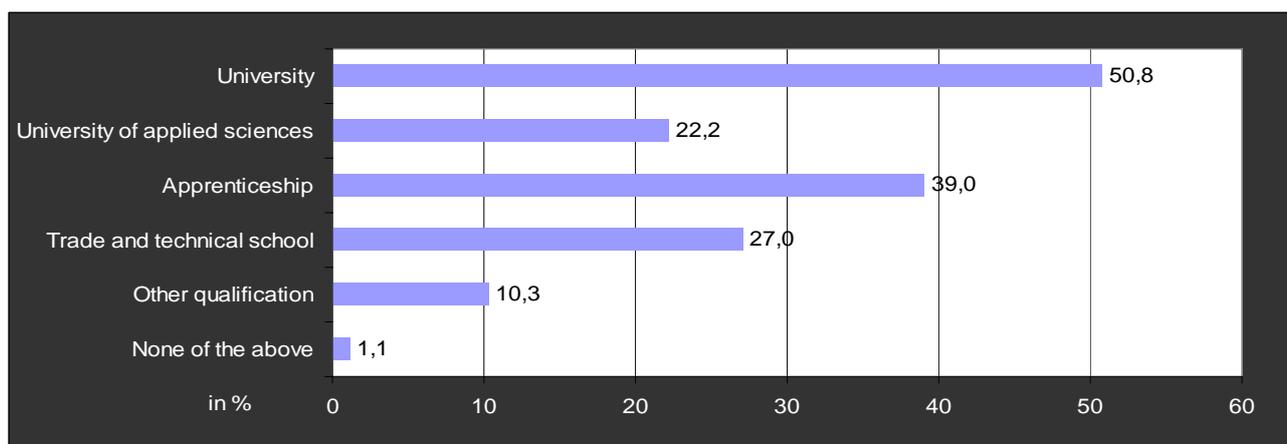
Source: Statistische Ämter des Bundes und der Länder, Mikrozensus 2006; Autorengruppe Bildungsberichterstattung (2008, p. 206).

Figure 7.16. Employed, unemployed and non-working persons (25-64 years) by educational qualification, in percent.

Indicator-based data on the relation of participation in vocational continuing training and employment status is hardly available. The AES 2007 analysed the self-perceived profit of competences acquired during continuing education, e.g. the expected extend of application of acquired competences. 46% of the respondents expect very high profit (4-point-scale; very much, much, low, very low) from participation in non-formal education offers, and about one out of ten does not expect any profit (TNS Infratest, 2008). However, these data do not provide detailed insights into actual competences and its outcomes on the labour market, and according to the Autorengruppe Bildungsberichterstattung (2008) it has to be considered that the validity of self-estimation data is rated low in scientific discussions. The 2009 analysis of the Eurobarometer revealed that about 67% of Germans consider the level of one’s qualifications as the most important factor for finding a new job easily, followed by professional experience (42%) and the ability to adapt to new requirements (34%). Specific skills are valued less important, but are still considered as influencing factors, e.g. computer skills (22%) and language skills (17%; Special Eurobarometer, 2009).

Teacher & Trainer Competencies

Data on the competences of education personnel and their continuing education participation rate is hardly available in Germany. In this context, the German education report (Autorengruppe Bildungsberichterstattung, 2008) provides information about the age, sex and employment situation of educational personnel at schools and universities; data about personnel of continuing education institutions was not reported. Similarly, section 4 provided an overview about the social and occupational situation of trainers in 2003. The WSF study (WSF, 2005) further provided information on the qualification level of people teaching in continuing education institutions (not including academic continuing education and continuing education offered by companies). The results are displayed in figure 7.17 showing that the majority of continuing education trainers have studied either at universities (51%), universities of applied science (22%), or were educated in an apprenticeship training (39%). Especially fulltime staff (80%) acquired university degrees.



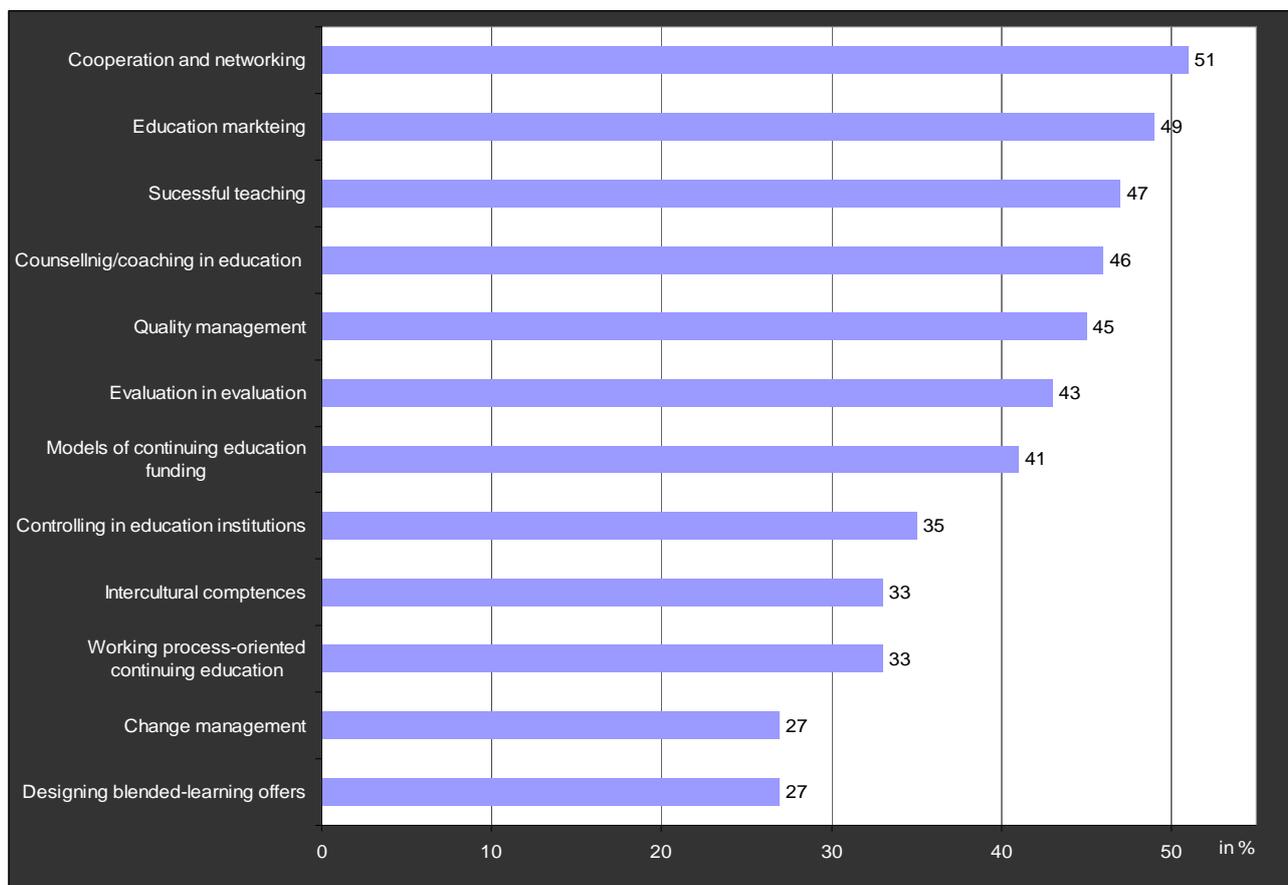
Source: WSF (2005, p. 48); multiple responses permitted, weighted according to persons surveyed

Figure 7.17. Highest education qualification of teachers at continuing education institutions in percent.

Concerning the pedagogical teaching qualification, the WSF survey reports of 34% of teachers who have not completed any specific teacher training. Those who have teaching qualification acquired it in teacher training courses at university (19%), in other pedagogical university studies (19%), in continuing education courses organised by the training institution they are working for (21%), and other forms of train the trainer courses, e.g. preparation courses for teachers at schools for master craftspeople (28%).

Human resources development in continuing education institutions was surveyed in the frame of the wbmonitor in 2008. The wbmonitor is a cooperation of BIBB and DIE. Its aim is to provide insight into general and vocational continuing education structures in Germany through the annual collection of data from training providers (<http://www.wbmonitor.de>). Again, no information on the actual competence level of trainers were collected in the 2008 survey, however Ambos & Egetenmeyer (2009) report the perceived continuing education needs of educational staff (employees, and people working on fee basis or voluntary basis) in continuing education institutions. The results show that training providers see a high demand for competence development in several areas. The greatest need is seen for the competence development in

cooperation and networking (51%), educational marketing (49%), and successful teaching (47%). Less competence development needs are seen for intercultural competences and working process-oriented continuing education (each 33%) and the design of blended-learning offers and change management (each 27%); still about 1/3 of the providers considered these areas as important (figure 7.18).



Source: BIBB/DIE wbmonitor 2008 survey (N ~ 1720)

Figure 7.18. Continuing education needs of staff of continuing education institutions from the perspective of the providers, in percent.

Policies of Demand for Learning in LLL

With the adoption of the concept for lifelong learning by the BMBF in 2008 (BMBF, 2008b, BMBF website²²) several activities and initiatives were started to raise the participation rate of adults in continuing education. One focus was on financial support and incentives (e.g. the education savings plan and related continuing education grant) and other measures such as improvement of educational counselling, support for local and regional education schemes, improvement of transition between different educational fields, and intensifying peoples’ knowledge about lifelong learning.

Support is also provided by the Federal Government for several other projects which focus on increasing the participation rates of adult learners, facilitating their competence development, and improving their chances on the labour market, e.g. with a focus on special target groups such as illiterate people, people with migration background, low-qualified workers and older learners and women. The BMBF funds initiatives and projects (e.g. www.ichwill-schreiben-lernen.de) which aims at providing alphabetisation and basic education for adults. Thus the UN Decade of Alphabetization, announced for the period 2003 to 2012 is implemented in Germany (BMBF website²³). In the context of the National Integration Plan (Bundesregierung, 2007) the Federal Office for Migration and Refugees (Bundesamt für Migration und Flüchtlinge, BAMF) supports integration of people with migration background into the German society by organising German language

²² BMBF. Lifelong learning. <http://www.bmbf.de/en/411.php>

²³ BMBF. Second Chance: Basic Education for Adults. <http://www.bmbf.de/en/426.php>

courses, including a module on civics and society in Germany (BMBF, 2008c). Older learners are targeted with the 50 plus initiative (Initiative 50 plus, <http://www.gemeinschaft-der-generationen.bmas>) of the Federal Ministry of Labour and Social Affairs (Bundesministerium für Arbeit und Soziales, BMAS). It aims at increasing the level of employment among older members of the workforce. Measures of this initiative include the financial promotion of continuing vocational education and training for the target group of older learners. On the basis of a national pact the BMBF cooperates with more than 40 partners from the business and science sector to promote women in STEM careers (www.komm-mach-mint.de; BMBF website²⁴). Furthermore, young employees are especially supported by the BMBF to participate in continuing education. In the frame of the Vocational Training Programme for the Highly Talented (Begabtenförderung Beruflicher Bildung, <http://www.begabtenfoerderung.de>) young employed people under the age of 25 who have completed a recognised vocational training course can receive a grant for continuing education.

With respect to labour market development, the BMAS (2009) promotes participation in vocational continuing education according to the SGB III. The aim is to increase the chances of unemployed people to find a job; however, also employees can request funding of continuing education under certain conditions. The Federal Employment Agency (Bundesagentur für Arbeit, BA) decides on the grant. In the context of the current economic crisis in Germany, employers can request short-time work payment from the Federal Employment Agency. Employers which are granted short-time work payment can further request financial support for vocational continuing education of their short-time workers. Thus, through participation in vocational continuing education, jobs can be saved, unemployment can be prevented, and the time resources that result from short-time work can be used for the qualification of employees (BA, 2009; Stiftung Warentest, 2009). Further details on funding opportunities of continuing education for individuals and companies are provided below in the section “Investment in Lifelong Learning”.

According to the BMBF (2008c) formal regulations of the qualification status of personnel in continuing education are only partially implemented. For publicly financed general continuing education the laws of the Länder provide regulations of required qualification level of personnel in pedagogical institution. According to a KMK resolution from 1970 people in leading positions of education institutions and educational staff must hold university degrees (any subject). Thus, only a minority of these people have a university degree in education science or with a focus on adult education and many trainers, especially part-time staff, gain their position by lateral entry. The situation is comparable for private commercial continuing education institutions. However, higher education institutions offer a variety of trainings in adult education, e.g. education science degree (Diploma and Magister) with a specialisation on adult education, or postgraduate supplementary courses (Nuissl & Pehl 2004, p.47 ff) and new possibilities for specialisation in adult education are currently introduced in the context of the Bologna Process by implementing Bachelor and Master courses (DIE, 2008). An overview about continuing education courses for continuing education staff is provided in the QUALIDAT data base by DIE (<http://www.die-bonn.de/qualidat>). This data base includes a great deal of the available courses offered by adult education centres (Volkshochschulen, VHS), universities, the Catholic Federal Association for Continuing Education (Katholische Bundesarbeitsgemeinschaft für Erwachsenenbildung, KBE) and numerous private institutions (Conein, 2007). The BMBF considers professional development of continuing education personnel as crucial for the provision of high quality continuing education. Professionals, media-didactics, and organisational competences are important in the context of developing a new learning culture in Germany and therefore the BMBF promoted related projects. The development and testing of new continuing education concepts for continuing education providers was enabled and forms the basis of many continuing education offers of the DIE (BMBF website²⁵). One of the projects recently funded by the BMBF is named “Increase in Enrolment in Further Education and Improvement of Equal and Just Opportunities Through the Promotion of Competences Among Teachers in Further Education” (Erhöhung der Weiterbildungsbeteiligung und Verbesserung der Chancengerechtigkeit durch Kompetenzförderung von WeiterbildnerInnen, KomWeit). It aims at analysing how competence development of educational staff can increase participation in continuing education and improve equal chances of learners. Perspectives of educational staff is taken into account as well that of continuing education associations and providers (<http://www.komweit.de>).

²⁴ BMBF. Komm, mach MINT - mehr Frauen in MINT-Berufen . <http://www.bmbf.de/de/12563.php>

²⁵ BMBF. Professionalisierung in der Weiterbildung . <http://www.bmbf.de/de/430.php>

Investment in Continuing Education

“Achieving the vision of lifelong learning for all, with the fundamental changes in thinking, systems, structures and working which this implies, calls for higher levels of investment, as the Lisbon conclusions and the European Employment Strategy require” (European Commission, 2001, p. 12).

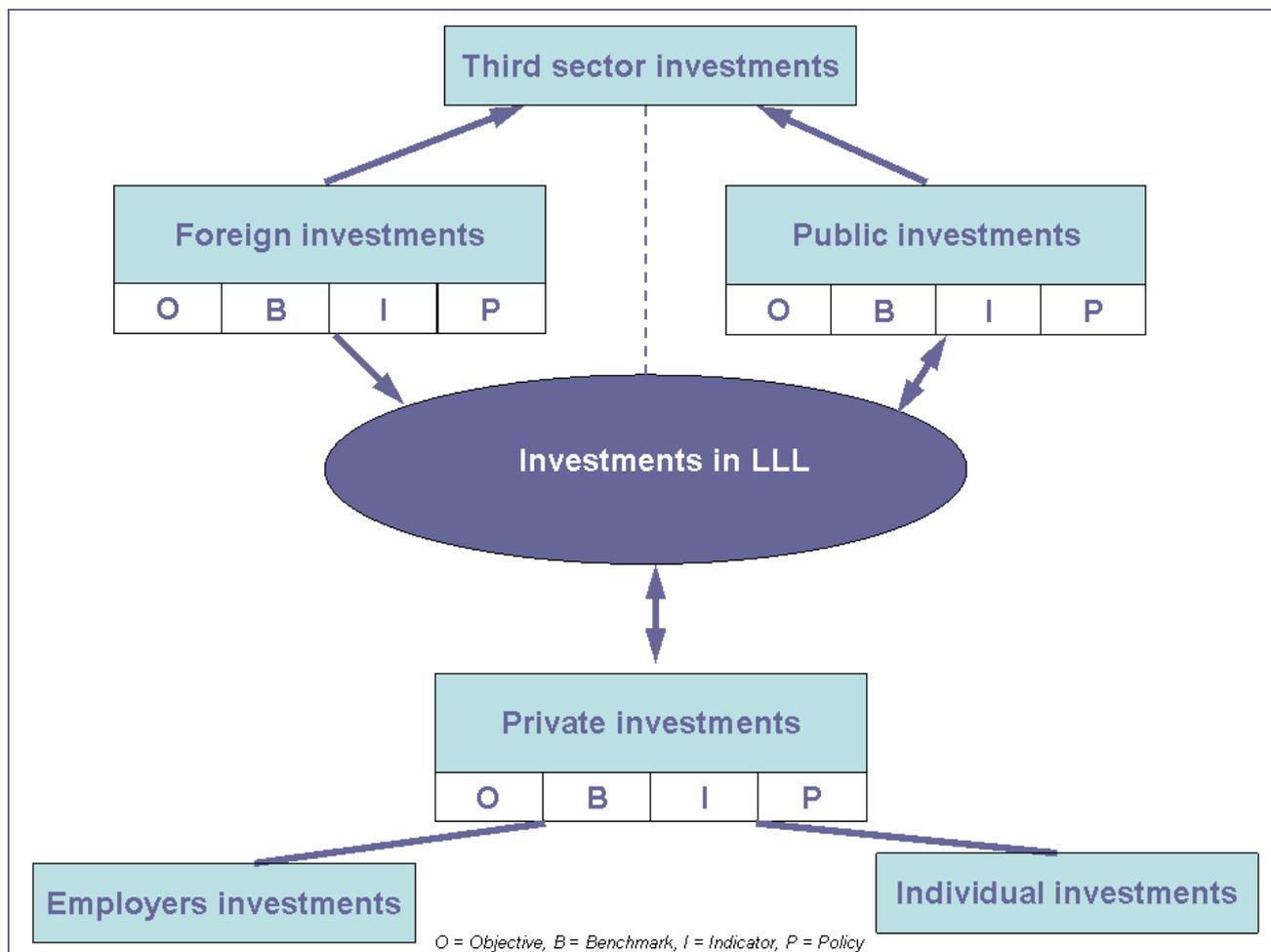


Figure 7.19. Balanced Scorecard for the analysis of Investment in Lifelong Learning.

Objectives of Investment in LLL in Germany

In its lifelong learning strategy document the BLK (2004) formulated objectives which – although focusing on improving the accessibility to learning and increasing participation rates – were strongly related to investment of adult education. In implementing LLL in Germany, the development of support and incentive systems and funding of education by education vouchers and educations savings needs to be considered, taking into account the needs of special target groups.

Furthermore, the BMBF points out that the overall German continuing education objectives “call for a considerable effort on the part of all those involved in financing continuing education” (BMBF website²⁶).

²⁶ BMBF. Lifelong learning. <http://www.bmbf.de/en/411.php>

Benchmarks of Investment for LLL in Germany

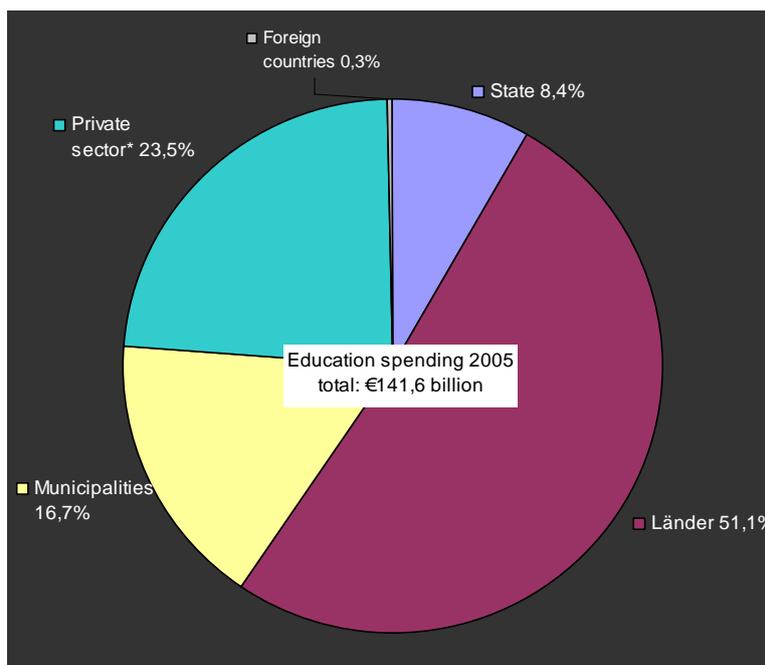
According to the BMBF (2006a) “there are no formal benchmarks in Germany about the financing of continuing education” (p. 173). However, with the implementation of the Qualification Initiative for Germany in 2008 the Federal Government sets the aim of spending 10% of the gross domestic product by 2015 for education and research (Bundesregierung, 2008).

Indicators of Investment in LLL in Germany – Public, Private & Foreign Investment

Education spending in Germany is specified by several definitions and funding is based on many different forms. Accordingly, available data sets vary in their focus on the different investment aspects and its validities are often based on estimations and deductions. The following description of the educational budget in Germany is based on data from the German financial report for the education system (Bildungsfinanzbericht, Statistisches Bundesamt, 2008) which has a focus on public spending in all areas of the German education system, and is targeted at educational policy makers mainly. It takes data from different sources into account, e.g. public budgets, budgets of educational institutions, and UNESCO/ OECD/ Eurostat data. Results are presented in a national view, structured according to the German educational system, and in an international view according to the ISCED delimitation of the OECD. Furthermore, data with a focus on continuing education is provided by a trend analysis report (Trendanalyse der Weiterbildung, DIE; 2008). The underlying understanding of continuing education spending is rather broad, including financial support as well as the availability of resources such as goods services and institutions for continuing education. Concerning spending on vocational continuing education of companies the Trendanalyse Weiterbildung considers data from studies of the BIBB (Bundesinstitut für Berufsbildung), including CVTS (Continuing Vocational Training Survey) results, and of the IW (Institut der deutschen Wirtschaft Köln). However, these studies differ according to definitions, acquisition of participants, and consideration of related indirect costs, and a comparison of data is hardly possible.

According to the Statistisches Bundesamt (2008), the total education spending for the year 2005 was €141.6 billion. This includes spending on non-formal education such as continuing education, youth work, day-care for children, etc. It sums up²⁷ from expenditures and social insurance contributions, benefits for staff and civil servants, and expenditures for material goods. As shown in figure 7.20, 76.2% of the education spending – especially for secondary and tertiary education – was provided by public budgets (not taking into account indirect funding from the treasury). The state (8.4%), the Länder (51.1%), and municipalities (16.7%) covered the main part of the education spending. The remainder was provided from private budgets (23.5%, including spending on education by private households, companies and non-profit organisations) and foreign investors (0.3%). According to the Statistisches Bundesamt (2008) the total amount of foreign education budgets (€0.4 billion) is provided for the tertiary education sector, which is 1% of the total education spending in this sector.

²⁷ Not included: amortisation, finance costs, apprenticeship pay, costs related to absenteeism of employees due to participation in vocational continuing education, social provision for retired education staff. Public spending on BAföG, re-training, pupil transportation, etc. is accounted for in the context of education promotion. If not named, such spending is presented according to its respective price (Statistisches Bundesamt, 2008, p. 23).



*Private households, companies, non-profit organisations

Source: Federal Statistic Office, education budget 2005/2006; Statistisches Bundesamt (2008, p. 21)

Figure 7.20. Education spending in 2005 by financing sector in percent.

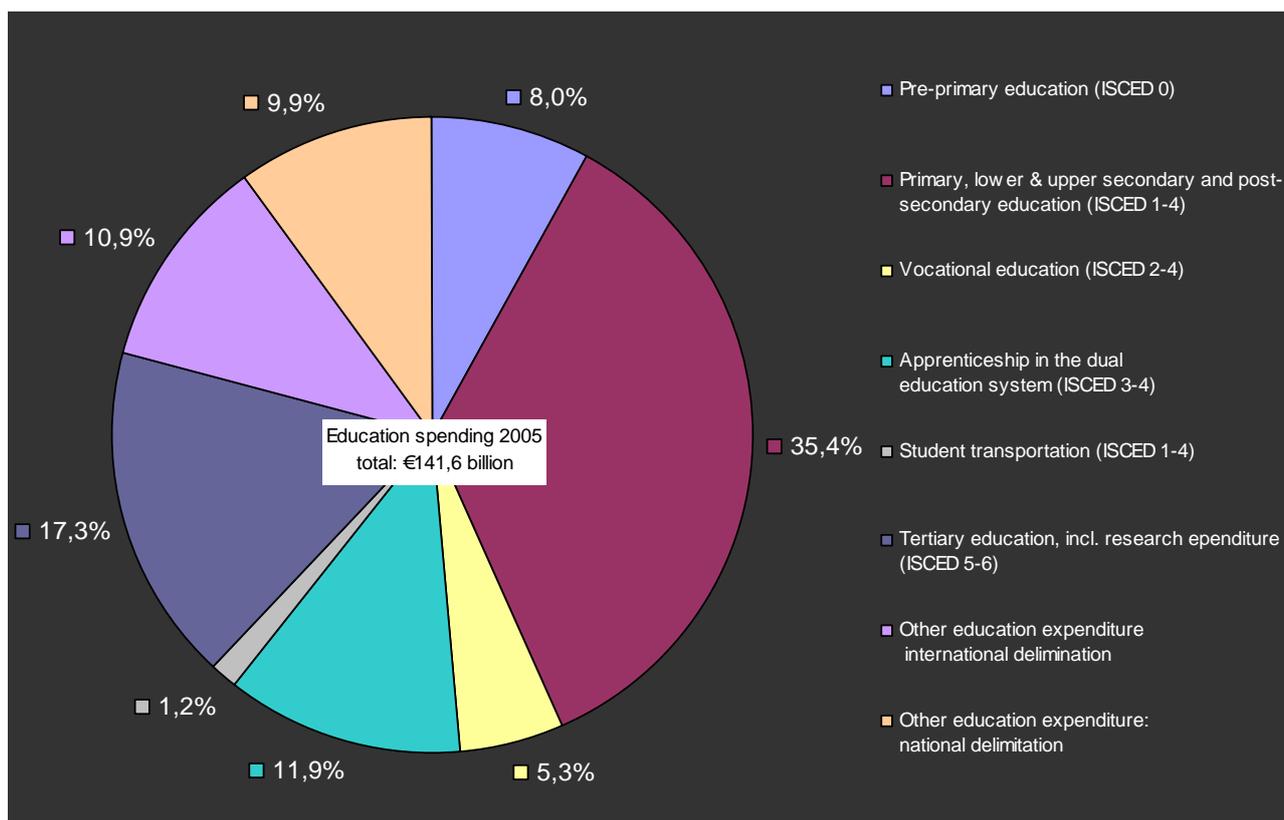
The economic development influences the educational system, e.g. with regard to the availability of educational resources and the demand for educational qualifications. For Germany the economic development can be described as positive in the last years due to a rising gross domestic product (GDP) which nearly reached EU27 level in 2007. The education spending increased from 1995 to 2005 by €3.4 billion; however, this increase was not proportional to the increase of the GDP and table 7.1 shows a decrease of the percentage of education spending of the GDP at the same time. According to data from the Federal Statistic Office, in 1995 6.9% of the GDP were spent on education, in 2005 this spending reached 6.3% and 6.2% (preliminary result) in 2006 (Statistisches Bundesamt, 2008). Based on the OECD delimitation the educational budget of Germany in 2005 was 5.1% of the GDP and was clearly below the OECD average of 5.8%.

Education spending	1995	2005	2006
in billion €	128.2	141.6	149.2
in % of the GDP	6.9	6.3	6.2

Source: Statistisches Bundesamt (2008).

Table 7.1. Education spending by year in Euro and in percent of the gross domestic product (GDP; preliminary data for 2006).

The following figure (figure 7.21) provides information on the education spending by education domain. The major part of the budget is spent on the formal education system: primary schools (8%), general education (35.4%), vocational education (5.3%), apprenticeship training (11.9%), student’s transport (1.2%), tertiary education and research at higher education institutions (17.3%). Another 10.9% are spent on other areas related to education as defined by the OECD benchmarks. The remainder of the budget (9.9%) covers all other education spending, including continuing education, youth work, day-care for children, etc. (Autorengruppe Bildungsberichterstattung, 2008).



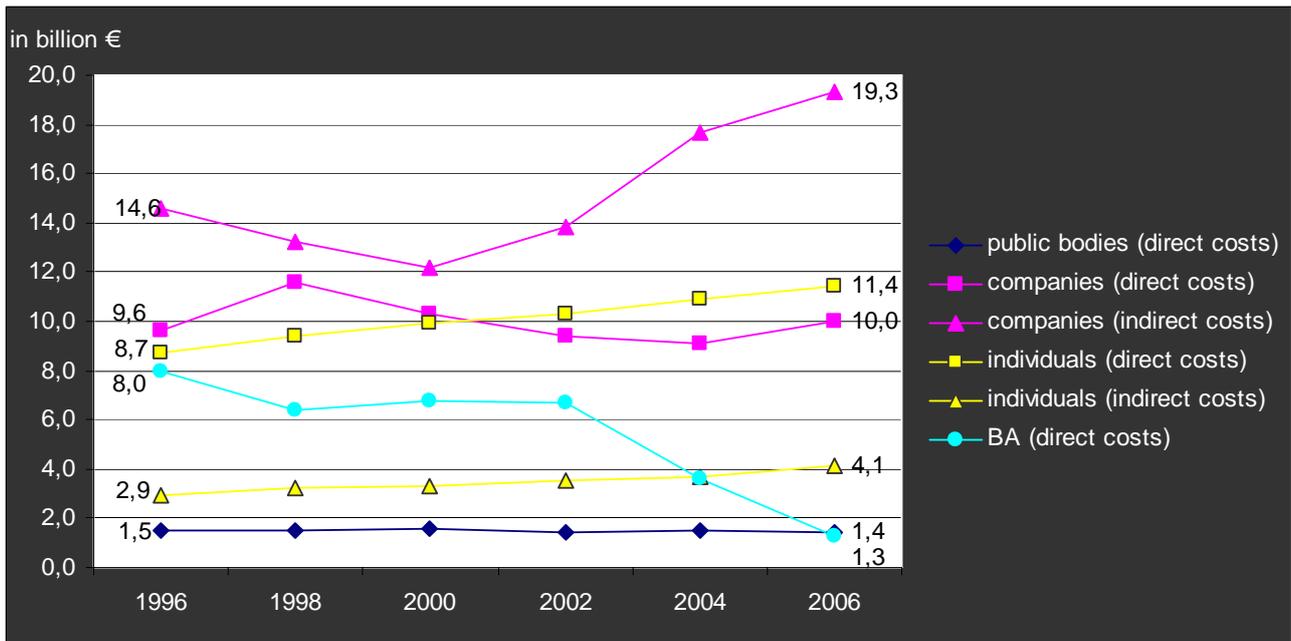
Source: Federal Statistic Office, education budget 2005/2006; Autorengruppe Bildungsberichterstattung (2008, p. 31)

Figure 7.21. Education spending in 2005 by educational level (ISCED: International Standard Classification of Education²⁸).

Although education in general is financed mainly through public budgets, continuing education is rather financed by private households and company spending. The importance of the Federal Employment Agency (Bundesagentur für Arbeit, BA) for financing education decreased during recent years. As a consequence of the Hartz-Reforms, it reduced its spending on education between 1999 (€7.3 billion) and 2005 (€2.3 billion) by 71% (Statistisches Bundesamt, 2008) effecting its spending for continuing education also.

Figure 7.22 shows the continuing education spending by financing sector for the period 1996-2006 as provided by the Trendanalyse Weiterbildung (DIE, 2008). Data on direct costs (e.g. personnel and material costs) are available for all financing sectors; data on indirect costs (e.g. continued payment of wages or overtime for participants of continuing education) can only be retrieved for companies and individuals who are able to document these costs. Looking at the direct costs only, the amount spent by public bodies remained slightly increased between 1996 (5.4% of all direct costs) and 2006 (6.0% of all direct costs). As reported above, the BA reduced its spending on continuing education in the same time frame (8.0% of all direct costs in 1996; 5.4% of all direct costs in 2006). This underlines the importance of companies' spending for continuing education. In 2006, companies spent 41.3% (direct costs; 61.7% if summed up with indirect costs) for continuing education; and individuals spent 47.4% of (direct costs, 32.5% if summed up with indirect costs).

²⁸ Unesco: International Standard Classification of Education. ISCED 1997. http://www.unesco.org/education/information/nfsunesco/doc/isced_1997.htm



Source: DIE (2008, pp. 100-101).

Figure 7.22. Continuing education spending in billion Euro by financing sector and year.

It has to be noted that the spending from public budgets for continuing education differs between the Länder. However, a detailed consideration of these aspects is not possible within the frame of this report.

Indicators of Investment in LLL in Germany – Investment by Individual Participants

The importance of education spending by individuals is further supported by results of the WSF survey on the professional and social situation of trainers in continuing education (WSF, 2005). It shows that 66% of the continuing education providers are mainly financed by course fees paid by the participants. The second most important fraction with regard to financing the continuing education provision are private enterprises (54%) and the Federal Employment Agency (38%; multiple answers were possible).

According to the Berichtssystem Weiterbildung IX (BMBF, 2006a), spending of participants on continuing education is related to direct and indirect costs. Direct costs come up directly from participating in continuing education (e.g. participation fees) and indirect costs refer to missing out on spare time as a consequence of participation (e.g. expenditure of time for continuing education, time for continuing education on/ off the job). The results of the BSW 2003 survey show a difference in the direct spending of participants for general continuing education and vocational continuing education. General continuing education is more often completely paid for by participants (83%, , another 5% take a share of the fee), and the fee of participation of vocational continuing education is less often covered by individuals (46%), but by other entities (e.g. employers, 8% of the participation fees are shared among participants and other entities (see table 7.2). In general continuing education 82% of the fees spent by participants did not exceed €200; in vocational continuing education 50% of the fees exceeded €200 or €500²⁹.

²⁹ In interpreting these results, it has to be considered that participants of continuing education might not know if e.g. the employer paid for a course and therefore think that no fee was due. Additionally, they might not remember the exact fee and therefore the statements have to be seen as “about that size”.

general continuing education						
fees paid by participants in %		amount spent by participants in %				
complete fee	share of fee	<50€	50 to <200€	200 to <500€	>500€	do not know/ not stated
83	5	36	46	10	5	3
vocational continuing education						
fees paid by participants in %		amount spent by participants in %				
complete fee	share of fee	<50€	50 to <200€	200 to <500€	>500€	do not know/ not stated
46	8	11	34	18	32	5

Source: BMBF (2006, p. 352-354)

Table 7.2. Fees paid and amount spent by participants in percent for general and vocational continuing education courses.

During 2001 and 2003 the BIBB conducted a cost-and-benefit survey of in-company vocational continuing education with focus on individual spending for continuing education (see Beicht, Krekel & Walden, 2004a). The survey was based on data from telephone interviews with 2000 adults (age group 19-64) who participated in vocational continuing education in the year 2002. The definition of continuing education included formal continuing education as well as work-related learning, self-organised learning, or participation in professional conferences. A differentiation was made between in-company vocational continuing education (e.g. in-company offers, mainly during working time, mainly financed by companies) and other vocational continuing education (e.g. courses visited by unemployed and non-working persons, during free time, mainly financed by individuals). The costs of vocational continuing education were defined by related direct costs of (e.g. course fees, learning materials, travelling, meals and lodging) and indirect costs (e.g. reduced income due to unpaid leave or reduction of working time, investment of free time). The following table (table 7.3) shows the individual direct and indirect costs of participants. In average, participants had to pay 285€ for in-company vocational continuing education and 856€ for other vocational continuing education per year.

Types of costs	Total		In-company continuing education		Other vocational continuing education	
	Amount	in %*	Amount	in %*	Amount	in %*
Direct costs for re-financing in total	586 €	-	426 €	-	759 €	-
Proportion of re-financing of direct costs	(36%)	-	(51%)	-	(14%)	-
Remaining direct costs in total	375 €	75 %	207 €	73 %	652 €	76 %
including:						
Participation fees	116 €	23 %	52 €	18 %	233 €	27 %
Costs of acquisition of PC, Notebook	35 €	7 %	18 €	6 %	64 €	7 %
Other costs of computer-supported learning	32 €	6 %	23 €	8 %	42 €	5 %
Costs of traditional learning and working materials	57 €	11 %	30 €	11 %	102 €	12 %
Travel costs	75 €	15 %	40 €	14 %	136 €	16 %
Costs of lodgings	28 €	6 %	24 €	8 %	26 €	3 %
Additional costs for meals	19 €	4 %	14 €	5 %	25 €	3 %
Costs of child care	2 €	0,4 %	2 €	1 %	2 €	0,2 %
Other costs	12 €	2 %	6 €	2 %	22 €	3 %

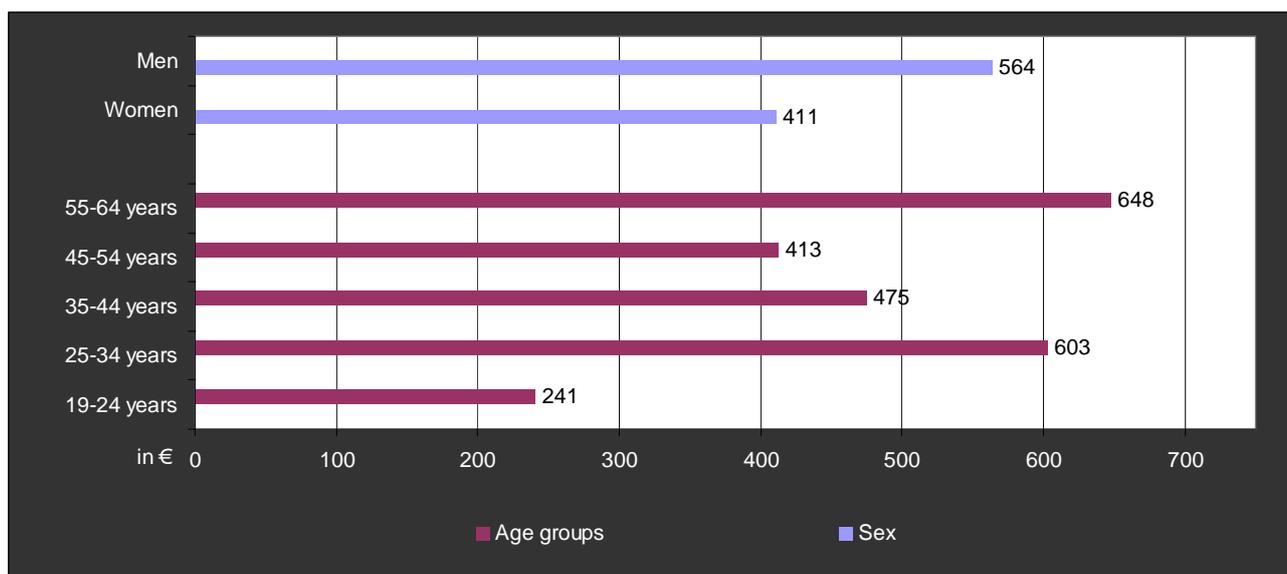
Indirect monetary costs of waiver of payment prior to re-financing	137 €	-	77 €	-	235 €	-
Proportion of re-financing of indirect costs	(7 %)	-	(0 %)	-	(14 %)	-
Remaining indirect costs	127 €	25 %	77 €	27 %	204 €	24%
Remaining direct and indirect monetary costs in total	502 €	100 %	285 €	100 %	856 €	100 %

*The percentage refers to the remaining direct and indirect monetary costs in total

Source: BIBB Cost-Benefit-Survey; Beicht et al. (2004a, p. 40)

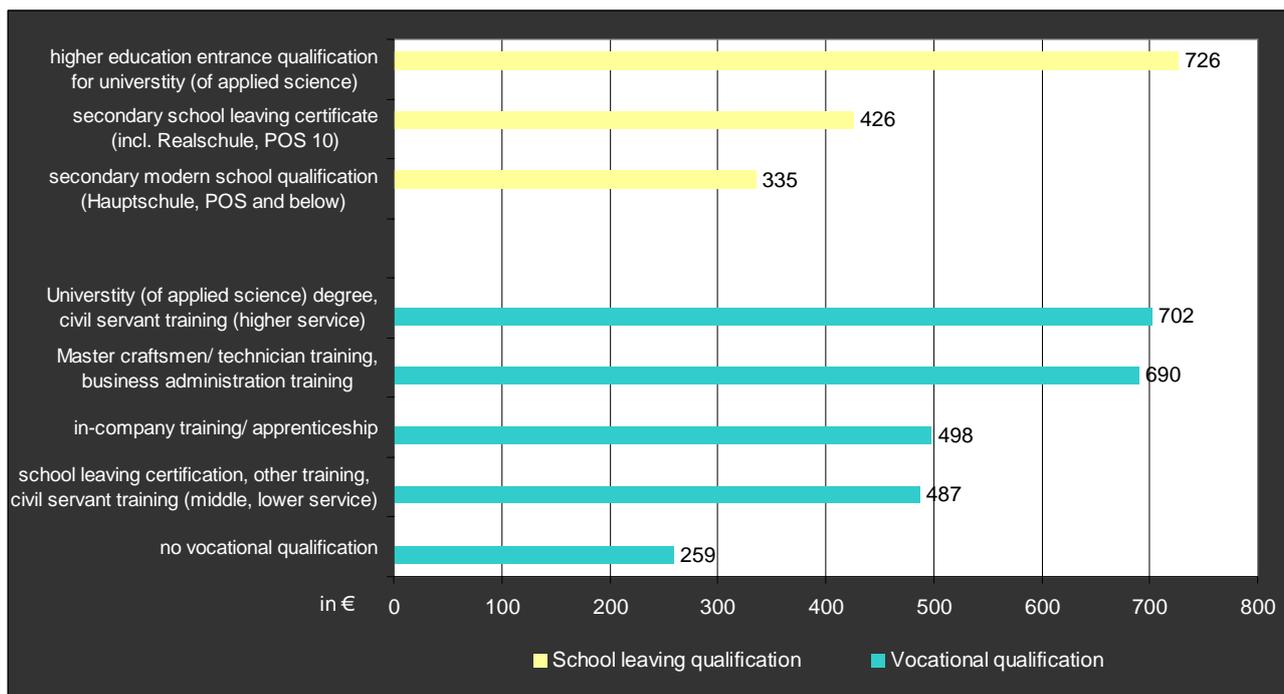
Table 7.3 Individual costs (total, direct, indirect) of vocational continuing education in 2002 by type of costs.

It has to be noted that the reported annual costs of individuals are calculated in average and differ according to the forms of continuing education offer as well as in relation to socio-demographic characteristics of participants. Figure 7.23 shows that men spend more than women (564€vs. 411€) and people of the age group 55-64 pay more than people from other age groups, e.g. 19-24 (648€vs. 241€). Figure 7.24 shows differences by school leaving certification and vocational qualification of participants of vocational continuing education. For both characteristics it can be said that people with higher qualifications invest more in continuing education than people with lower qualifications. For example, people with higher education entrance qualification spent 726€a year, which is clearly above the amount spent by people with secondary school leaving qualification (426€). Similarly, people with university degree spent 702€a year, which is in average about 200€above the individual spending of people who have completed in-company training. Finally, the employment status and occupational position determine the individual spending on continuing education. With a vocational continuing education spending of 1340€ self employed people invest more than any other people (see figure 7.25).



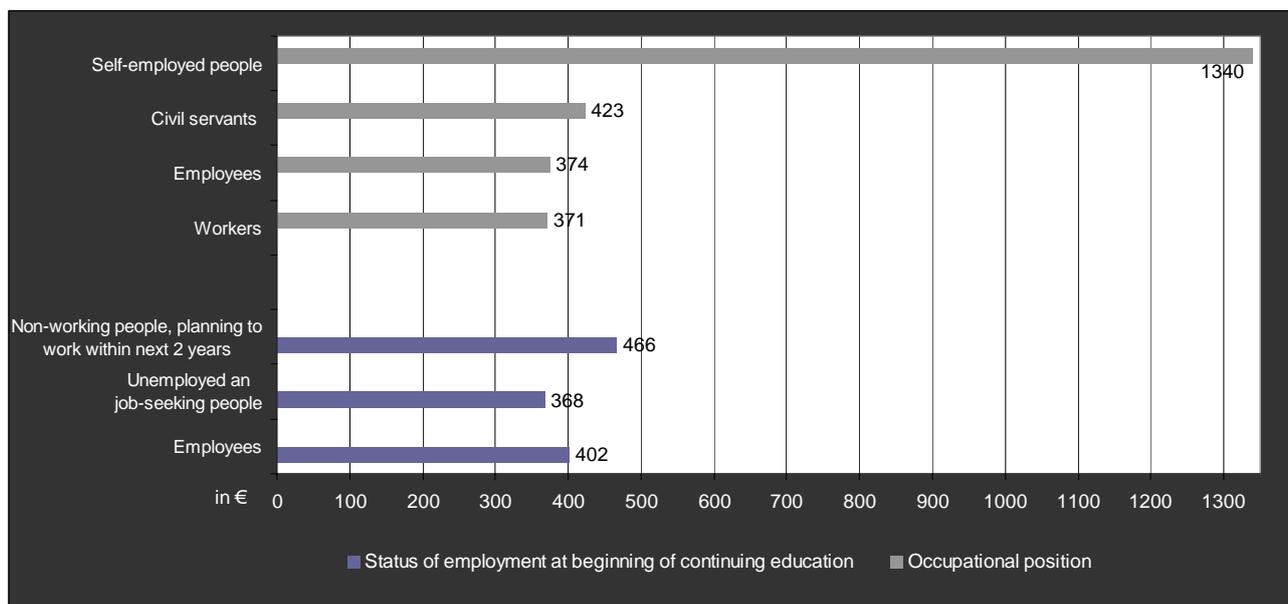
Source: BIBB Cost-Benefit-Survey; Beicht et al. (2004a, p. 41).

Figure 7.23. Amount of continuing education costs paid by participants in 2002 by sex and age groups (in €).



Source: BIBB Cost-Benefit-Survey; Beicht et al. (2004a, p. 41).

Figure 7.24. Amount of continuing education costs in Euro paid by participants in 2002 by school leaving qualification and vocational qualification.



Source: BIBB Cost-Benefit-Survey; Beicht et al. (2004a, p. 41).

Figure 7.25. Amount of continuing education costs in Euro paid by participants in 2002 by status of employment and occupational position.

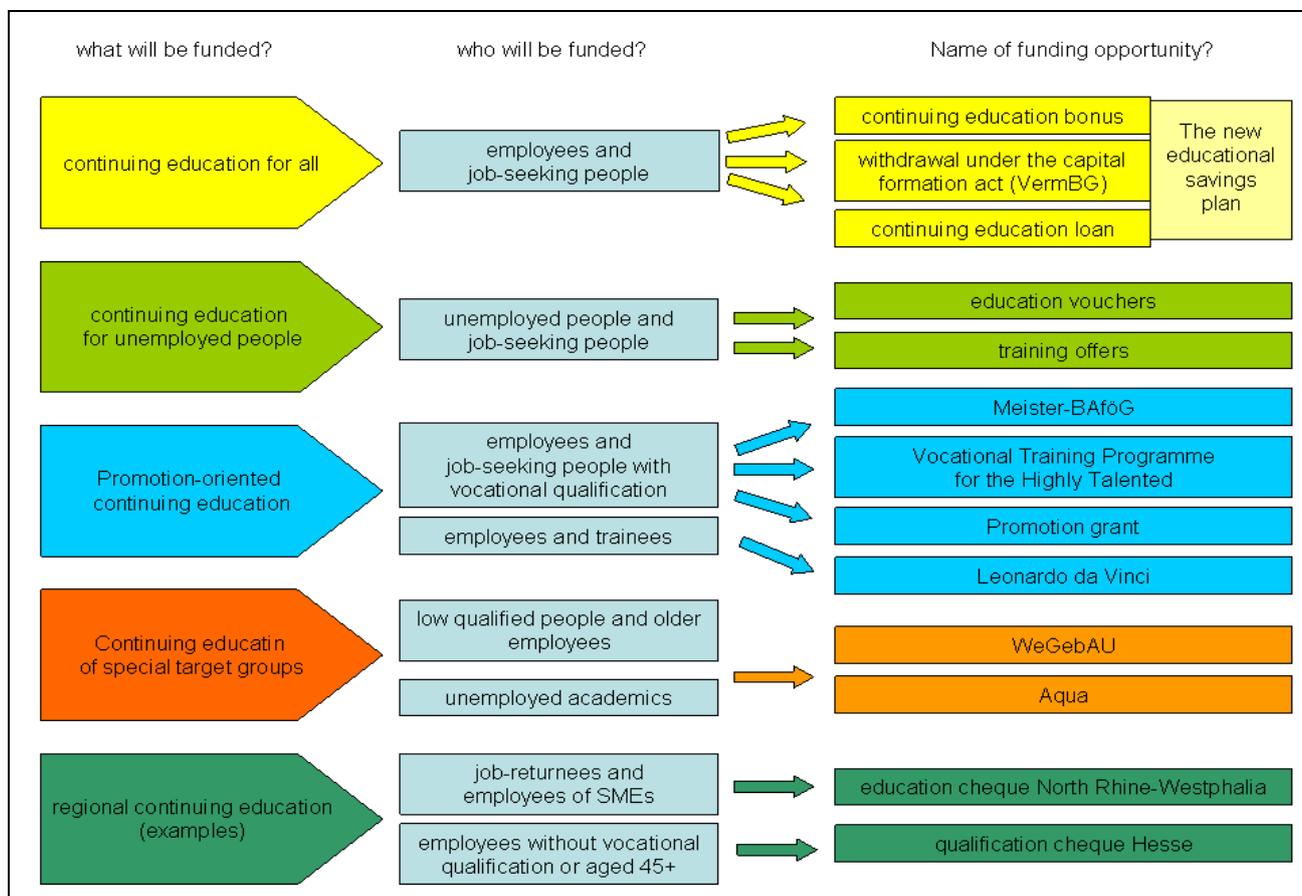
Policies of Investment in LLL in Germany

In the area of financing education the recommendations of the Expert Commission on Financing Lifelong Learning form a basic policy element. The commission was built with the aim to develop a new strategy for financing lifelong learning, and providing a concept which takes into account requirements of individuals (especially low qualified people and groups at disadvantage of participation in lifelong learning) as well as company and society needs. It recommends passing a continuing education funding law (Erwachsenenbildungsförderungsgesetz, EBifG) which combines all funding of adult learning (except according to SGB III) and includes the training funding law (Ausbildungsförderungsgesetz, ABFG). Further, the commission recommends funding of education savings (Bildungssparen), with a special focus on people with low income and including underage learners. Additionally, it would be necessary to create conditions which support financing of in-company continuing education. Funding of vocational continuing education in combination with education savings and SGB III funding is recommended and new models to support human resource development in small and medium-sized companies should be tested. Additional recommendations focus on ensuring financial support for general, cultural and political continuing education, the implementation of integration courses for people with migration background, new taxation regulations for continuing education spending and related investment, as well as the institutional requirements for lifelong learning (e.g. education counselling, profiling, quality assurance, recognition of informal learning) which go beyond mere financial support. Related responsibilities on the level of the Bund and the Länder need to be clarified and accompanying research of the effectiveness of education financing measures is recommended (Expertenkommission Finanzierung Lebenslanges Lernen, 2004). As was reported, the commission's recommendations formed the basis for the educational savings plan (Bildungsprämie) of the Federal Government which was implemented in 2007 (BMBF, 2008c; BMBF website³⁰). Furthermore, the Federal Government agreed in 2008 a Qualification Initiative (Qualifizierungsinitiative) for Germany (Bundesregierung, 2008). In this frame, ministers of Bund and Länder cooperate with the aim of "getting ahead through education". The qualification initiative includes activities for funding of education starting from early child education to vocational continuing education of adults.

³⁰ BMBF. Educational Savings Plans: Models for New Ways of Financing. <http://www.bmbf.de/en/7342.php>

Financial Support and Incentives for Individual Participants

Participants of vocational continuing education have several possibilities to receive funding of the direct costs of participation in courses. The following graphic (figure 7.26) – based on a German version provided by Stiftung Warentest (2008) – gives an overview of the main funding possibilities currently available for individuals.



Source: Stiftung Warentest (2008, p. 3)

Figure 7.26. Overview of funding opportunities for vocational continuing education.

Educational Savings Plan (*Bildungsprämie*)

The Federal Government has implemented the educational savings plan in 2008. It aims at motivating individuals to invest their own financial resources in continuing education and training by providing financial incentives (BMBF, 2007b; BMBF website³¹; <http://www.bildungspraemie.info>). The educational savings plan consists of three support programmes:

- 1) Continuing education bonus (*Weiterbildungsprämie*): Employees can receive a continuing education voucher of maximum 154€ provided they invest the same amount for continuing education. The annual gross income of beneficiaries must not exceed 20.000€
- 2) Continuing education savings (*Weiterbildungssparen*): An adaptation of the Capital Formation Act (*Vermögensbildungsgesetz, VermBG*) allows the withdrawal of savings before the end of the blocking period without negative impact on the employee savings supplement. The money has to be used to finance vocational continuing education. *Weiterbildungssparen* can be used by all employees who are in fund and have received employee savings allowance, independent of the current income.
- 3) Continuing education loan (*Weiterbildungsdarlehn*): The continuing education loan can be requested by employees with income above 20.000€a year. It is available on the legal basis of funding guidelines.

³¹ BMBF. Lifelong learning. <http://www.bmbf.de/en/411.php>; Educational Savings Plans: Models for New Ways of Financing. <http://www.bmbf.de/en/7342.php>.

Education Voucher (Bildungsgutschein)

Participants who meet specific requirements for financial support may draw from resources provided by the BA (e.g. education voucher, subsistence payment for participation in continuing education) as defined by the Hartz reforms in 2003 (BA website³²). However, the BMBF (2006a) reports on the basis of data from the BA a clear decrease of continuing education offers eligible for financial support as a result of these reforms. Furthermore, the 2003 wbMonitor survey (BIBB, 2004b) with a sample of ca. 2700 continuing education providers focused on consequences of the implementation of education vouchers from the provider perspective. The providers experienced an information deficit concerning the correct use of the education vouchers by participants (19% no information, 55% some information) and the effectiveness of education vouchers to support the job market integration of unemployed people was rated positively by 27% of the providers (37% rated this question negatively, 36% were uncertain). Stiftung Warentest (2003) reported deficits in the quality of counselling provided by training institutions to unemployed people who want to use an education voucher and get information on course contents, requirements, and labour market chances. Too often, counselling focused on the process of applying for education vouchers instead of the educational dispositions and opportunities of the counselee.

Career Advancement Further Education Law (Meister-BAföG)

The career advancement further education law (Aufstiegsfortbildungsförderungsgesetz, AFBG, Meister-BAföG) aims at providing financial support for participants of career advancement further education and motivating entrepreneurship, e.g. for people who want to acquire master craftspeople qualification. The Meister-BAföG was extended in 2009 to include other qualified jobs, e.g. nursery school teachers or nurses. Funding is available on the basis of specific personal, qualitative, and time requirements (BMBF website³³; <http://www.meister-bafoeg.info>).

Vocational Training Programme for the Highly Talented (Begabtenförderung Beruflicher Bildung)

Young employed or unemployed people not older than 25 (can be extended to 28, if the person completed e.g. military or civilian service, development aid work, voluntary year of social service, has children or suffered from serious illness) who have completed a recognised vocational training course can receive a grant for continuing education funded by the BMBF (see Stiftung Begabtenförderung Beruflicher Bildung, SBB: <http://www.begabtenfoerderung.de>)

Promotion Grant (Aufstiegsstipendium)

Another programme for facilitating highly talented people with completed recognised vocational training is the promotion grant, a scholarship for people who want to continue their education at university level. This programme is not restricted according to age groups. Anyone who fulfils the requirement of completed recognised vocational training and has proofed exceptionally talented can apply (see SBB: <http://www.begabtenfoerderung.de/Aufstiegsstipendium.194.0.html>).

Lifelong Learning Programme (e.g. Leonardo da Vinci, Grundtvig)

Leonardo da Vinci is a programme of the European Union with a focus on vocational training and continuing education. In this context it provides financial support for participation in vocational continuing education offers in foreign countries (BIBB website³⁴).

The Grundtvig programme aims at integrating a European dimension and quality in general adult education. Adult learners can apply for financial support for e.g. participation in workshops and courses provided in the frame of the Grundtvig programme, and European mobility of educational staff is supported for participation in courses in the field of adult education (BIBB website³⁵).

³² BA. Bildungsgutschein. http://www.arbeitsagentur.de/nn_26396/zentraler-Content/A05-Beruf-Qualifizierung/A052-Arbeitnehmer/Allgemein/Bildungsgutschein.html

³³ BMBF. Aufstieg wird gefördert.. <http://www.bmbf.de/de/851.php>

³⁴ BIBB. Leonardo da Vinci. http://www.na-bibb.de/leonardo_da_vinci_3.html

³⁵ BIBB. Grundtvig. http://www.na-bibb.de/grundtvig_4.html

WeGebAU programme (Weiterbildung Gering Qualifizierter und beschäftigter älterer Arbeitnehmern in Unternehmen).

The target group of the WeGebAU programme are low qualified and older employees in companies with less than 250 employees. This programme of the BA aims at preventing a shortage of skilled workers through funding vocational continuing education of these target groups. Additionally, employers can receive financial aid to cover wages during absence of the employee as a consequence of course participation. It is planned to extend the funding opportunities for younger employees and temporary workers as well as for larger companies. Employers and employees can apply for the grant (BA website ³⁶, 2009).

AQUA programme (AQUA – AkademikerInnen qualifizieren sich für den Arbeitsmarkt)

The AQUA programme is targeted at academics who receive unemployment aid, also with a special focus on people with migration background. It supports qualified academics to enter the labour market by offering measures for subject-specific and additional professional qualification including work placements (see Otto Benecke Stiftung e.V., OBS: <http://www.obs-ev.de/aqua>)

Education and Qualification Cheque (Bildungsscheck, Qualifizierungsscheck)

The education cheque in North-Rhine Westphalia (NRW) and the qualification cheque in Hesse provide financial support for continuing education on the Länder level funded by the European Social Fund. Employees of companies up to 250 employees can be granted half of their vocational continuing education costs (up to 500€/per cheque; see www.bildungsscheck.nrw.de, www.qualifizierungsschecks.de)

Paid education leave (Bildungsurlaub; not included in figure 7.26)

In most of the Länder (Exceptions: Bavaria, Baden-Württemberg, Saxony, Thuringia), employees have the possibility to get paid education leave from work to participate in vocational and political continuing education. Employees have to apply for the paid education leave according to Länder-specific regulations, e.g. content and duration of a course. In general, the approved offers should support the acquisition of competences related to professional development and key competences, and the duration is set to five days a year with at least three days in a row (Arbeit und Leben, 1999). An overview about the different regulations in the Länder is provided on the web portal InfoWeb Weiterbildung (<http://www.iwwb.de/links/bildungsurlaub>). Additionally, specific regulations exist e.g. for civil servants, severely disabled people, and are specified in collective agreements, company agreements and individual employment contracts (BMBF, 2006a).

Offsetting against tax liability (not included in figure 7.26)

A reduction of the individual financial burden of vocational continuing education is possible in the annual tax declaration by offsetting the costs against tax. Professional or income-related expenses are fully deductible (CEDEFOP, 2009). According to BMBF (2006a) 84% of the participants who paid vocational continuing education fees and 35% of those who paid for general continuing education intended to use this opportunity in 2003.

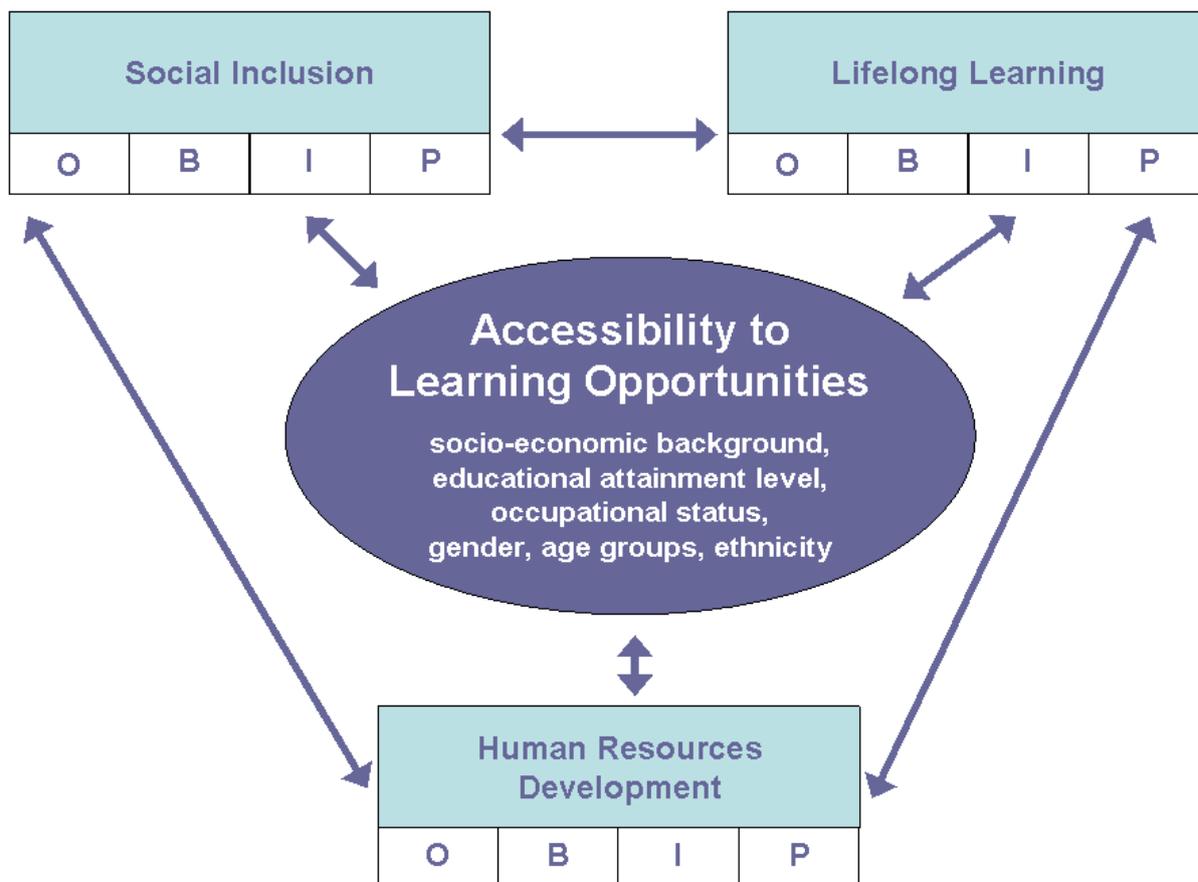
Additionally, tax incentives are available for companies who provide vocational education and training as well as for acknowledged private training providers, e.g. training related costs reduce the taxable income of a company and training providers can get VAT exemption in order to promote equal competition with public education providers which also do not have to pay VAT (CEDEFOP, 2009).

³⁶ BA Arbeitgeberinformationen - Förderung der beruflichen Weiterbildung Beschäftigter. http://www.arbeitsagentur.de/nm_27584/zentraler-Content/A05-Beruf-Qualifizierung/A053-Rehabilitanden/Allgemein/Arbeitgeberinformationen-Foerderung-der-.html

Accessibility to Learning Opportunities & Creating a Learning Culture

The two parameters “Accessibility to Learning Opportunities” and “Creating a new Learning Culture” are strongly interlinked, especially with a focus on objectives and policies. Both parameters focus on increasing the participation rate of learners, especially of target groups who face barriers to learning.

“There should be a dual approach to access to learning: making what is already on offer more visible, flexible, integrated and effective, while also developing new learning processes, products and environments. Strategies must also address issues of equality of opportunity (e.g. gender equality) and of targeting specific groups [...]” (European Commission 2001, p. 13).



O = Objective, B = Benchmark, I = Indicator, P = Policy

Figure 7.27. Balanced Scorecard for the analysis of Accessibility to Learning Opportunities

“For strategies to foster a learning-for-all culture, direct measures are needed to motivate (potential) learners and raise overall participation levels by making learning more desirable in terms of active citizenship, personal fulfilment and/or employability“ (European Commission 2001, pp. 13-14).

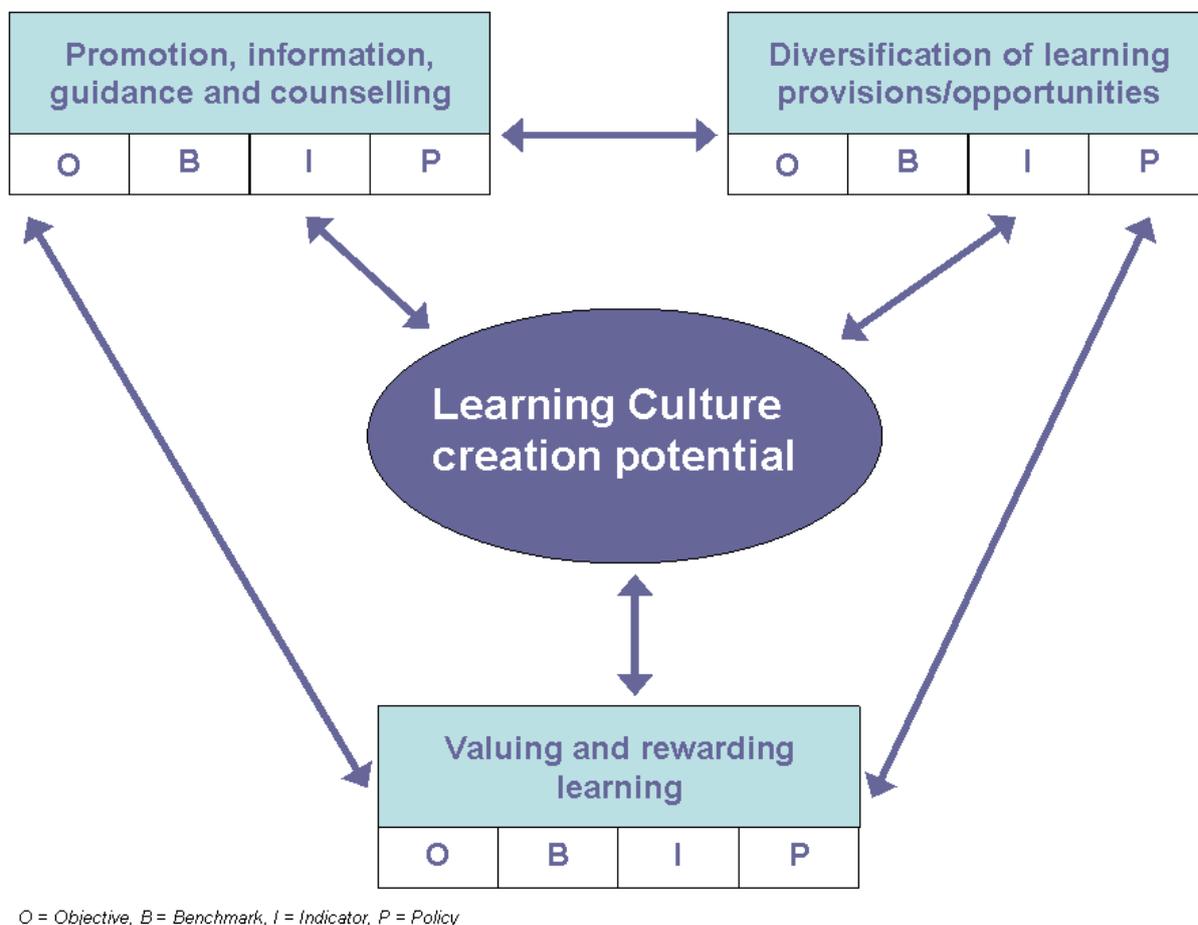


Figure 7.28. Balanced Scorecard for the analysis of Learning Culture Creation Potential

Objectives of Accessibility & Learning Culture in Germany

The BMBF provides the following objectives on its website which apply to accessibility to learning opportunities and creation of a new learning culture:

If we are to increase participation in continuing education, we must improve the opportunities for learning throughout a person’s life and make these opportunities more attractive by creating new incentives and removing existing obstacles [...]. Affordable and target group-specific schemes must therefore be devised to offer educationally deprived sections of the population easy access to continuing education - particularly within the framework of continuing education provided by the public sector [...]. Special importance must be given to providing educational guidance and appropriate learning schemes based on the individual's learning situation and vocational and work-related biography. (BMBF website³⁷)

Accessibility to education is an important objective across several development areas of lifelong learning implementation (see BLK; 2004) in Germany. Access to education for adult learners should be supported by incentive systems which are targeted at specific learner groups (e.g. education vouchers and education savings

³⁷ BMBF. Lifelong learning. <http://www.bmbf.de/en/411.php>

for low qualified people and immigrants), and possibilities for transitions between educational domains and regulations for completing extra occupational studies need to be advanced (BLK, 2004). In the frame of the Concept for Lifelong Learning (BMBF, 2008b) the BMBF points out the necessity to improve educational opportunities for women and people with low qualifications, and facilitating access to continuing education opportunities is considered essential in this respect.

The BLK (2004) puts a special focus on the reduction of age related barriers to learning (e.g. physical problems, mobility barriers, and low self-confidence of older learners). The usage of information and communication technology is considered important for the access to learning with out time restrictions (e.g. for adult learners who have to combine family and work life) and in the case of mobility restrictions (e.g. of older people). Self-directedness of learning improves opportunities for participation in cultural and societal development and related social inclusion for older learners. Furthermore, modularized learning approaches are considered to provide individual opportunities for participation in learning offers, e.g. with regard to specific interests, methods and approaches for older learners. Another important target group in Germany are people with migration background: “If integration is to succeed, all those responsible for lifelong learning must help to enable everyone to develop their full potential” and in this respect accessibility to opportunities for learning the German language needs to be ensured (BMBF website³⁸). Furthermore, weak reading and writing skills of adults are another important factor which impedes access to learning opportunities (BMBF website³⁹).

The BLK (2004) puts a focus on informal learning and points out that documenting informal learning activities (e.g. knowledge acquired through work in associations, social groups, voluntary work, media) is important for a new learning culture. Furthermore, recognition of informal learning qualifications can support the acquisition of missing certificates in adult age, and thus motivate participation in informal learning activities. Furthermore, in the context of formal and non-formal learning the BMBF³⁸ points out that “every qualification must offer the opportunity for follow-up qualification”.

With regard to creating a new learning culture in adult education, the BLK (2004) specifically refers to the objective of including teaching approaches based on practical experiences, and motivating learning by organising learning competitions. To increase the motivation of adult learners, and especially older people, extended advertising of learning by using mass media is recommended. The BMBF^{38,40} points out that “intensifying knowledge and insights into the processes and effects of lifelong learning” is essential for increasing participation rates and a related research programme has to be initiated and “additional qualifications and individual further training modules and skills acquired during the work process are increasingly to be considered in granting access to further training examinations” (see also BMBF, 2008b).

Another important aspect to improve the accessibility to learning and the creation of a new learning culture is the establishment of high quality education counselling which takes into account target group specific needs, learning dispositions and biographies, and educational pathways (BLK; 2004). This aspect is also pointed out by the BMBF (BMBF, 2008b; BMBF website³⁸). Counselling needs to take individual learning biographies into account, including informal learning activities and learning at the workplace. Measurements for improved and high quality education counselling are a “key element for successful lifelong learning”. It provides learners with structured and transparent information on the wide range of educational opportunities available.

Benchmarks of Accessibility & Learning Culture in Germany

The BMFB does not provide any specific benchmarks for accessibility to learning opportunities. However, in the Concept for Lifelong Learning (BMBF, 2008b) the BMBF relates the objective of increasing the continuing education participation rate to the importance of facilitating access to opportunities for continuing education. In this context the following benchmarks for participation of adults (25-64 years) in continuing education can be applied (BMBF website³⁸):

- *Participation in formal continuing education (courses and seminars) is to rise from the current level of 43% to 50%.*

³⁸ BMBF. Lifelong learning. <http://www.bmbf.de/en/411.php>

³⁹ BMBF. Second Chance: Basic Education for Adults. <http://www.bmbf.de/en/426.php>

⁴⁰ BMBF. Continuing training. <http://www.bmbf.de/en/1366.php>

- *At least 40% of people with low skills should be active in the field of continuing education (currently 28%).*
- *Participation in all forms of learning, including so-called informal learning, should rise from 72% to 80%*

With regard to the European Qualification Framework (EQF) in Germany, the BMBF follows the target set by the European Parliament and Council (2008, April 23). According to this document all European countries should have implemented the EQF by establishing respective national regulations by 2010 (DQR website⁴¹).

Indicators of Accessibility – Social Inclusion and Human Resources Indicators

An indicator for the accessibility of learning opportunities and related social inclusion of learners is the attainment rate of the population differentiated by socio-cultural characteristics. This includes gender differences in educational attainment and participation as well as differences among German people and people with migration background.

Gender and age group-specific information on the attained formal qualifications in general and vocational education was already reported in section 3 “Education System” for men and women. A comparison of the data for the different age cohorts shows a general tendency for the increased acquisition of higher education entrance qualification, especially for women. Furthermore, the educational gap for women is also closed with regard to higher education qualification (Autorengruppe Bildungsberichterstattung, 2008). Furthermore, insight into general participation rates of the German population, including teachers of continuing education, was provided in the section 7 “Demand for Learning”. In addition, the following sections provide insight into differences of participation rates by socio-demographic and regional characteristics, educational background and occupational status on the basis of BSW data according to TNS Infratest (2008).

Age groups: The highest average continuing education volume is found for the youngest groups of learners. In total, the age group 19-24 has the highest participation rate (77%) and the lowest rate was found for people aged 45-64 years (67%). These results differ if split up by different forms of learning (see table 7.4). Except for general continuing education, the age groups of 25-34 and 35-44 years have higher or equal participation rates compared to the youngest age group.

Age Groups (in %)	Continuing education in total	General continuing education	Vocational continuing education	Informal vocational continuing education	Self-learning	Learning active in total
19-64 years (total)	43	27	26	51	39	72
19-24 years	47	35	22	46	40	77
25-34 years	46	27	31	52	41	73
35-44 years	47	29	32	57	40	76
45-64 years	38	25	22	48	36	67

Source: BSW 2007 (TNS Infratest, 2008, p. 69)

Table 7.4. Participation rate of the German population by age groups in 2007 in percent.

Sex: In total, continuing education participation rates of the German population (19-64 years) are slightly higher for men than for women. Table 7.5 shows that in 2007 44% men and 42% women participated in continuing education. A focus on employees shows no difference in the total participation rates of men and women in continuing education (each 49%). In vocational continuing education slightly more employed men (35%) participated than employed women (34%). However, in general continuing education the participation rate of employed women (32%) is clearly above that of employed men (27%; TNS Infratest, 2008).

⁴¹ DQR. Der DQR. <http://www.deutscherqualifikationsrahmen.de/SITEFORUM?t=/contentManager/selectCatalog&e=UTF-8&i=1215181395066&l=1&ParentID=1215772627052&active=no>

Sex (in %)	Continuing education in total	General continuing education	Vocational continuing education	Informal vocational continuing education	Self-learning	Learning active in total
German population						
Men	44	26	29	55	40	75
Women	42	29	24	46	37	69
Gainfully employed people						
Men	49	27	35	68	43	82
Women	49	32	34	68	42	82

Source: BSW 2007; TNS Infratest (2008, p. 69)

Table 7.5. Participation rate of the German population and gainfully employed people (19-64 years) in 2007 by sex in percent.

Migration background: In 2007, the participation rate of German people with migration background (34%) and foreign citizens (39%) is below that of German citizens (44%; see table 7.6). However, the rates increased during the recent years, especially for foreign citizens who live in Germany. From 2003 to 2007, the discrepancy in the participation rates of Germans with migration background and German citizens decreased especially in general continuing education. It decreased also with regard to continuing vocational education (TNS Infratest, 2008).

Migration background (mb) (in %)	Continuing education in total	General continuing education	Vocational continuing education	Informal vocational continuing education	Self-learning	Learning active in total
Germans without mb	44	28	28	52	40	73
Germans with mb	34	24	20	44	33	62
Foreign citizens	39	28	18	50	33	71

Source: BSW 2007; TNS Infratest (2008, p. 69)

Table 7.6. Participation rate of the German population (19-64 years) in 2007 by migration background in percent.

Regional differences: Some differences in the participation rates of people living in differently sized municipalities were observed in the 2007 BSW (see table 7.7). The total continuing education participation rate of adults (19-64 years) is 40% in municipalities with less than 20000 inhabitants; municipalities between 100000 and 500000 inhabitants show the highest participation rate (46%; TNS Infratest, 2008).

Size of municipality (inhabitants in thousand) (in %)	Continuing education in total	General continuing education	Vocational continuing education	Informal vocational continuing education	Self-learning	Learning active in total
Less than 20	40	24	25	54	35	72
20 to <100	42	26	26	40	41	72
100 to <500	46	30	28	51	41	73
500 and more	42	27	25	50	36	70

Source: BSW 2007; TNS Infratest (2008, p. 69)

Table 7.7. Participation rate of the German population (19-64 years) in 2007 by size of municipality in inhabitants in thousand, in %.

Between 1991 and 2003, the participation rate of adults (19-64 years) in general continuing education in Eastern Germany was below the rate in the Western parts; it is nearly the same in 2007 (East: 26%; West: 28%). The vocational continuing education participation rate of adults (19-64 years) in Eastern Germany was above that of Western Germany for the years 1997-2000, it also equalled in 2003. The decreasing trend in vocational continuing education stopped in 2007: the participation rate reached 29% in the eastern parts of Germany and stagnated in the western parts at 26% (TNS Infratest, 2008).

Region (in %)	West				East			
	1997	2000	2003	2007	1997	2000	2003	2007
Year								
General continuing education	32	27	27	28	28	24	21	26
Vocational continuing education	29	28	26	26	37	31	29	29

Source: BSW 2007; TNS Infratest (2008, p. 729)

Table 7.8. Participation rate of the German population (19-64 years) in 2007 by region, in %.

Educational background: The 2007 BSW data shows that higher qualifications at school level are related to a stronger orientation of these people towards education in general (see table 7.10). The continuing education participation rate of highly educated people (58%) is above that of medium (46%) and low (30%) qualified people). This pattern is the same for general and vocational continuing education (TNS Infratest, 2008).

School qualification (in %)	Continuing education in total	General continuing education	Vocational continuing education	Informal vocational continuing education	Self-learning	Learning active in total
low	30	18	17	43	26	59
medium	46	28	30	55	40	76
high	58	39	37	60	55	33

Source: BSW 2007; TNS Infratest (2008, p. 69)

Table 7.10. Participation rate of the German population (19-64 years) in 2007 by school qualification in percent.

Occupational status: A higher proportion of employed persons than unemployed persons (19-64 years) was participating in continuing education in 2007 (see table 7.11). Gainfully employed people have a participation rate of 49% in continuing education, not working people have a participation rate of 29%. Furthermore, the occupational status as measured in the BSW accounts for differences in the participation rates. Workers (34%) participate less often in continuing education than civil servants (67%), employees (54%), and self-employed people (54%). The participation rates of employees, civil servants and self-employed people are comparable for general continuing education; however, civil servants participate more often in vocational continuing education than people from the other occupational status groups (TNS Infratest, 2008).

Occupational status (in %)	Continuing education in total	General continuing education	Vocational continuing education	Informal vocational continuing education	Self-learning	Learning active in total
Employment status (German population)						
gainfully employed	49	29	34	68	42	82
not gainfully employed	29	24	8	13	30	49
Occupational status (Employed people)						
worker	34	17	33	55	28	70
white collar worker	54	33	39	72	46	85

civil servant	67	35	50	71	51	89
self-employed person	54	35	34	77	52	90

Source: BSW 2007; TNS Infratest (2008, p. 69)

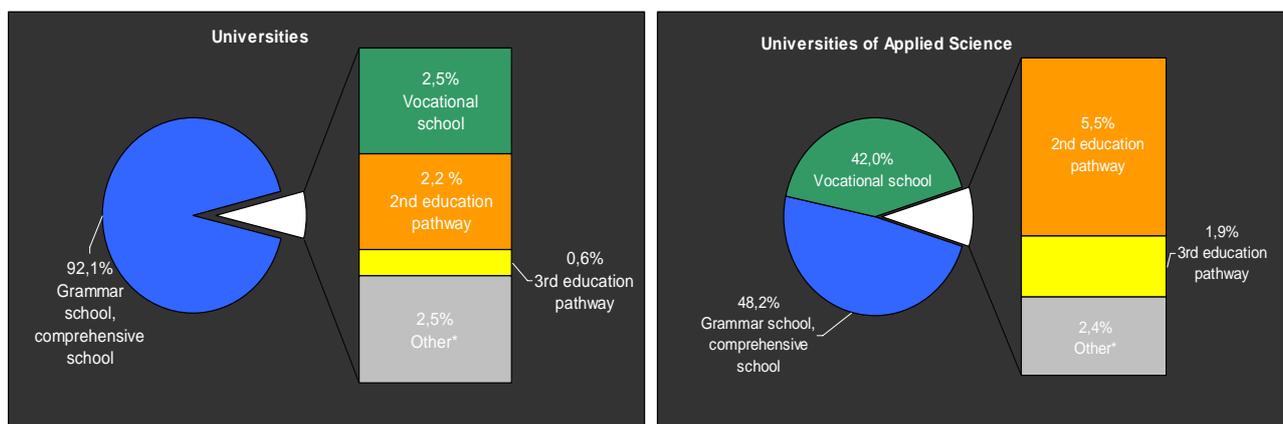
Table 7.11. Participation rate of German population (19-64 years) in 2007 by employment status and occupational status, in percent.

Indicators of Accessibility – Lifelong Learning Indicators

The EU indicator “upper secondary completion” rate showed that in 2006 about 30% of the 20-24 years old people in Germany have not completed upper secondary level in the formal education system (European Commission, 2008; see chapter 6, figure 6.8), and therefore possibly cannot participate in higher education as part of lifelong learning. However, secondary school qualifications and access to higher education learning opportunities can be acquired by following the so called Zweiter Bildungsweg (2nd education pathway), e.g. in adult evening schools, vocational secondary schools and colleges for people with vocational qualification, or by passing examinations for non-students (see figure 7.30, next page).

Furthermore, in the frame of the Dritter Bildungsweg (3rd education pathway) people with vocational qualification and extensive vocational experience can be admitted to university or university of applied sciences, generally for subjects related to the vocational qualification. The regulations differ between Länder, e.g. in some Länder an admission examination has to be passed, and in other Länder the adult students have to participate in trial studies first (see BA, 2007/2008).

Figure 7.29 shows the percentage of different higher education qualifications of students at universities and universities of applied sciences in the winter semester 2006/2007. At universities, less than 3% of the students have acquired their higher education qualification by following the second or third education pathway, and 2.5% have completed a vocational school. For universities of applied science, the number of people with vocational school qualification and related advance technical certificate (Fachhochschulreife, 42%) is nearly as high as the number of people with higher education entrance qualification (Abitur, 48.2%); and the percentage of students who followed second and third education pathways (7.4%) is slightly higher than at universities.



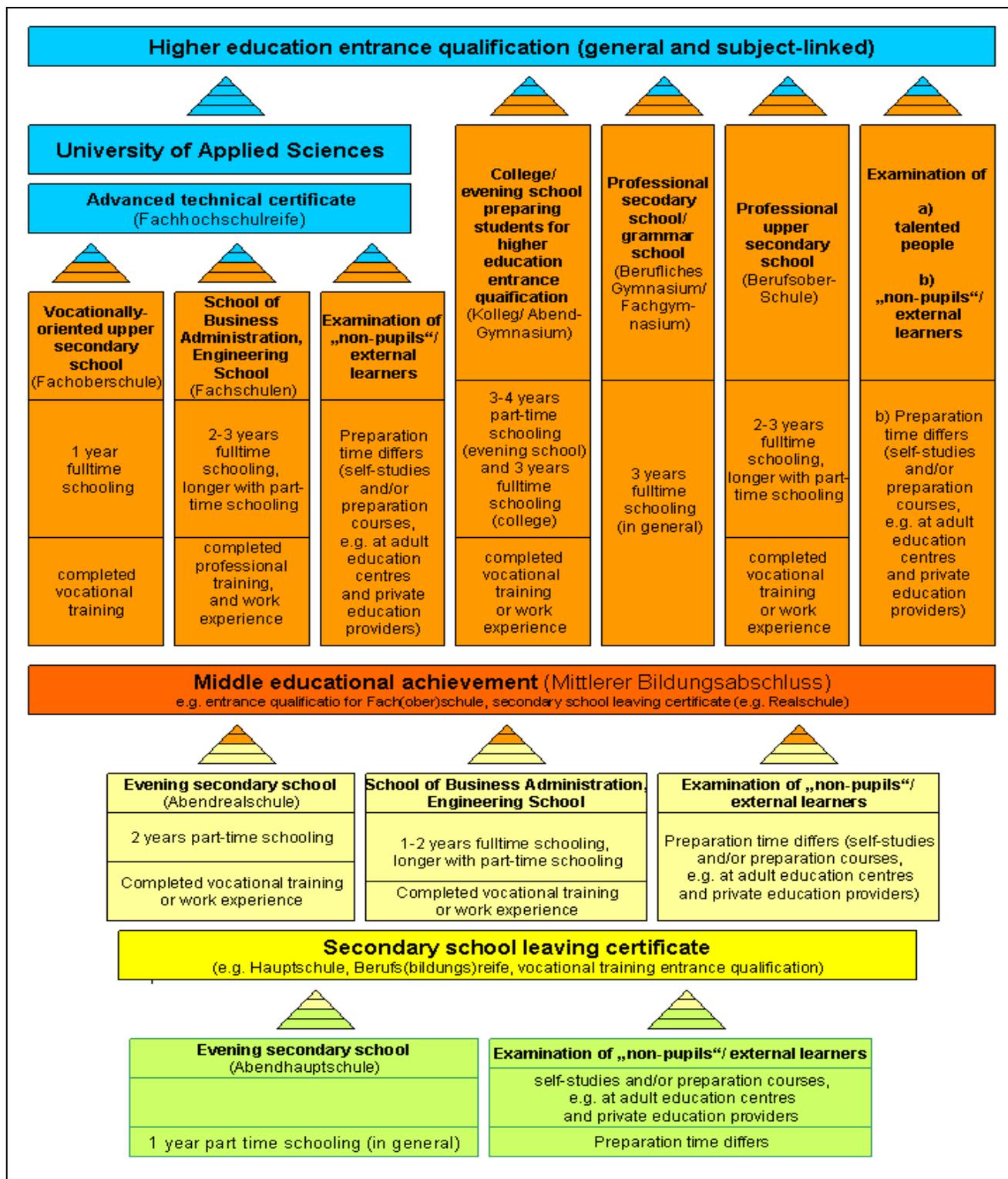
Source: Statistische Ämter des Bundes und der Länder, Hochschulstatistik; Autorengruppe Bildungsberichterstattung (2008, p. 176).

Figure 7.29⁴². Students at universities and universities of applied sciences by type of higher education qualification (winter semester 2006/07).

According to Autorengruppe Bildungsberichterstattug (2008), reasons for the small percentage of students who study at universities and universities of applied sciences without higher education entrance qualification

⁴² Note for figure 7.40: Vocational School: Fachoberschule, Berufsfachschule, Fachschule, Fachakademie; 2nd education pathway: Abendgymnasium, Kollegs; 3rd education pathway: examination for talented people, higher education admission for people with vocational qualification; Other: qualification examination for Arts/Music, foreign higher education entrance qualifications, other admission to higher education, no reply.

(Abitur) can be seen in the in-transparency and lack of flexibility of admission procedures. Additionally, as compared to other European countries, the number of flexible higher education offers (e.g. part time studies, distance studies) is too low in Germany (see Schuetze & Slowey, 2000). The advancement of existing procedures for the recognition of vocational achievements and continuing education aims at supporting higher education participation for people without Abitur (see Sekretariat der Ständigen Konferenz der Kultusminister, 2008).



Source: BA (2007/2008, p. 7)

Figure 7.30. Pathways for the later acquisition of school qualifications.

Indicators of Learning Culture – Guidance and Counselling Indicators

The transparency of the continuing education market in Germany is heterogeneous. According to BSW 2003 data (BMBF, 2006a) 51% of the German population aged 19-64 years believe to have a good overview about their continuing education opportunities. 35% of this sample would like to receive additional information and counselling about continuing education. This includes people who feel well informed as well as people who do not have a good overview (see table 7.12).

Transparency of the continuing education market in Germany, in %	2003
Good overview about continuing education offers	51
Additional information and counselling for continuing education wanted	35

Source: TNS Infratest 2005; BSW 2003 (BMBF, 2006a, p. 247).

Table 7.12. Transparency of the continuing education German market between 1991-2003, German population aged 19-64 years.

The actual number of people who make use of continuing education counselling or searched for additional information in continuing education data bases is below that of people who desire more information. In 2003 11% of the German population aged 19-64 years reported the use of continuing education counselling, and 6% reported to have been searching for information in continuing education data bases (see table 7.13).

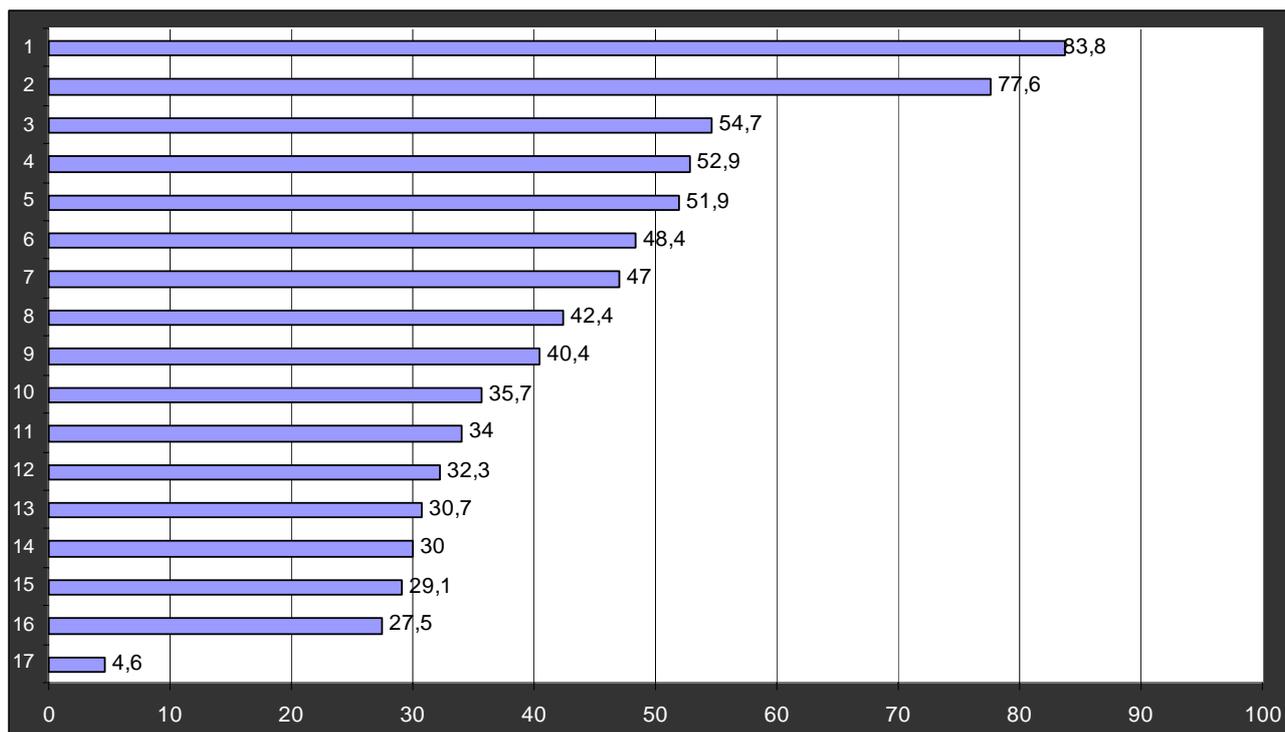
Continuing education counselling and use of continuing education data bases in 2003 , in %2003		
	Continuing education counselling	Use of continuing education data bases
Yes	11	6
No	89	94
Total	100	100

Source TNS Infratest, 2005; BSW 2003 (BMBF, 2006a, p. 249).

Table 7.13. Usage of continuing education counselling and data bases of German people aged 19-64 years between 1994 and 2003.

Continuing Education Data bases

A great variety of continuing education data bases provides information about available continuing education courses and offers in general and vocational continuing education by all kinds of providers. The InfoWeb Weiterbildung (IWWB) records the number of users of continuing education data bases since 2008. In February 2009 the IWWB conducted an online survey with about 2400 people. An online questionnaire was offered on the websites of 57 data bases. The survey analysed the usage of other information sources also. The results show that besides searching the continuing education data bases, the users searched in various other sources. Especially internet search engines (84%) and websites of continuing education providers (78%) were searched. Also, printed information (e.g. newspaper, brochures of providers, journals and magazines) were used for information research (53%). Plum (2009) reports a decreasing importance of counselling institutions for information research compared between 2008 and 2009. In 2009, 29% of the users contacted public education counselling institutions (see figure 7.31).

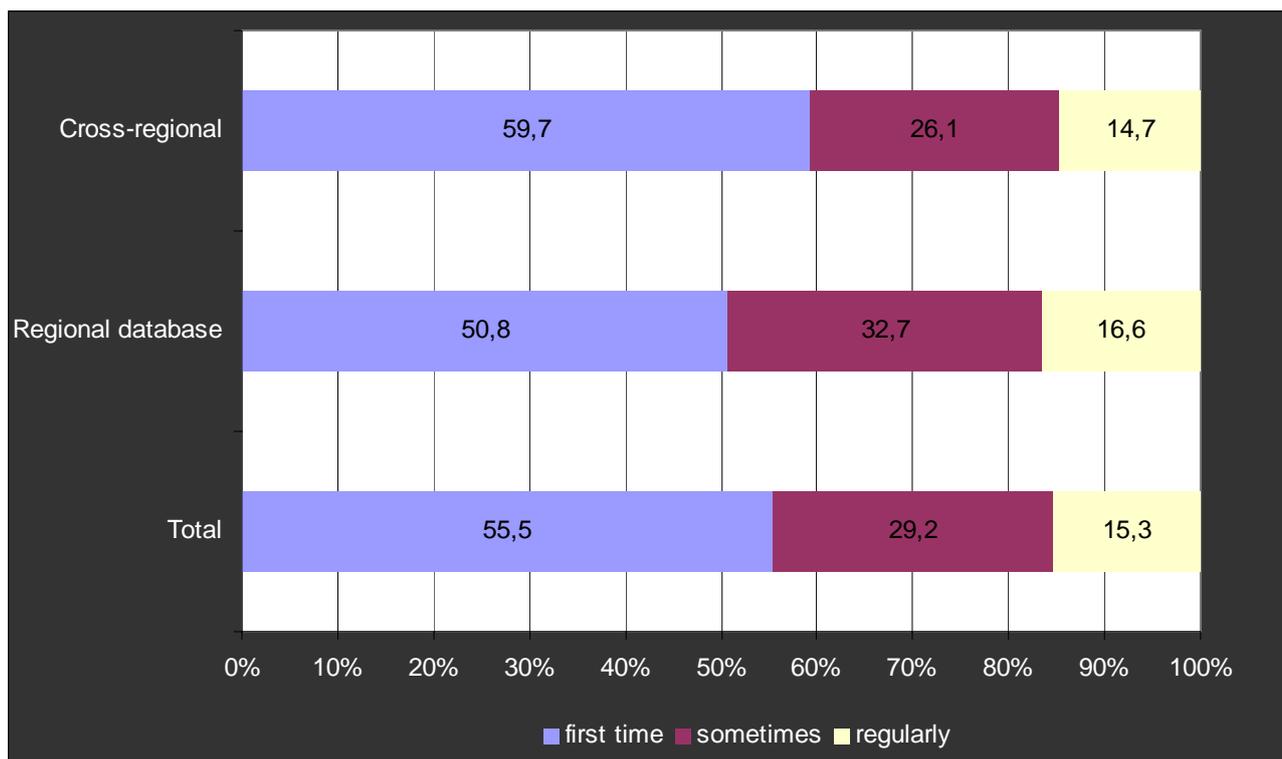


1	Search engines (e.g. Google)	10	Visiting museums and similar events
2	Websites of continuing education providers (e.g. adult education centre, private schools and institutes)	11	Counselling by continuing education providers
3	Newspapers	12	Information by employer/company
4	Printed information of continuing education providers (e.g. leaflets)	13	Counselling by Federal Employment Agency
5	Journals and magazines (incl. e.g. professional journals)	14	German education server
6	Information by friends and acquaintances	15	Public/independent information and counselling institutions
7	Other continuing education data bases on the internet	16	Other information sources on the internet (z.B. Blogs, Newsfeeds, Forum)
8	Information by chamber organisations (chamber of crafts, industry and commerce, physicians etc.)	17	Other
9	Printed continuing education data bases by states, cities, municipalities		

Source: IWWB Online survey of continuing education data base usage (Plum, 2009, p. 18).

Figure 7.31. Usage of other continuing education information sources by data base users in 2009.

An indicator for the interest in continuing education is the number of visitors of continuing education data bases who search for information. According to Hirschmann (2009), the results of the IWWB survey show that interest in continuing education decreased as a consequence of the economic crisis in September 2008, but increased again in parallel to measure of short-time work and facilitation of continuing education by the Federal Government. In February 2009 it was 63% above the level of December 2008. Figure 7.32 shows usage frequencies of regional and cross-regional continuing education data bases of people who participated in the survey in February 2009. More than half of the users used the continuing education data base offers for the first time (regional 51%, cross-regional 60%) and about 15% are frequent users of continuing education data bases (regional 16%, cross-regional 14%).

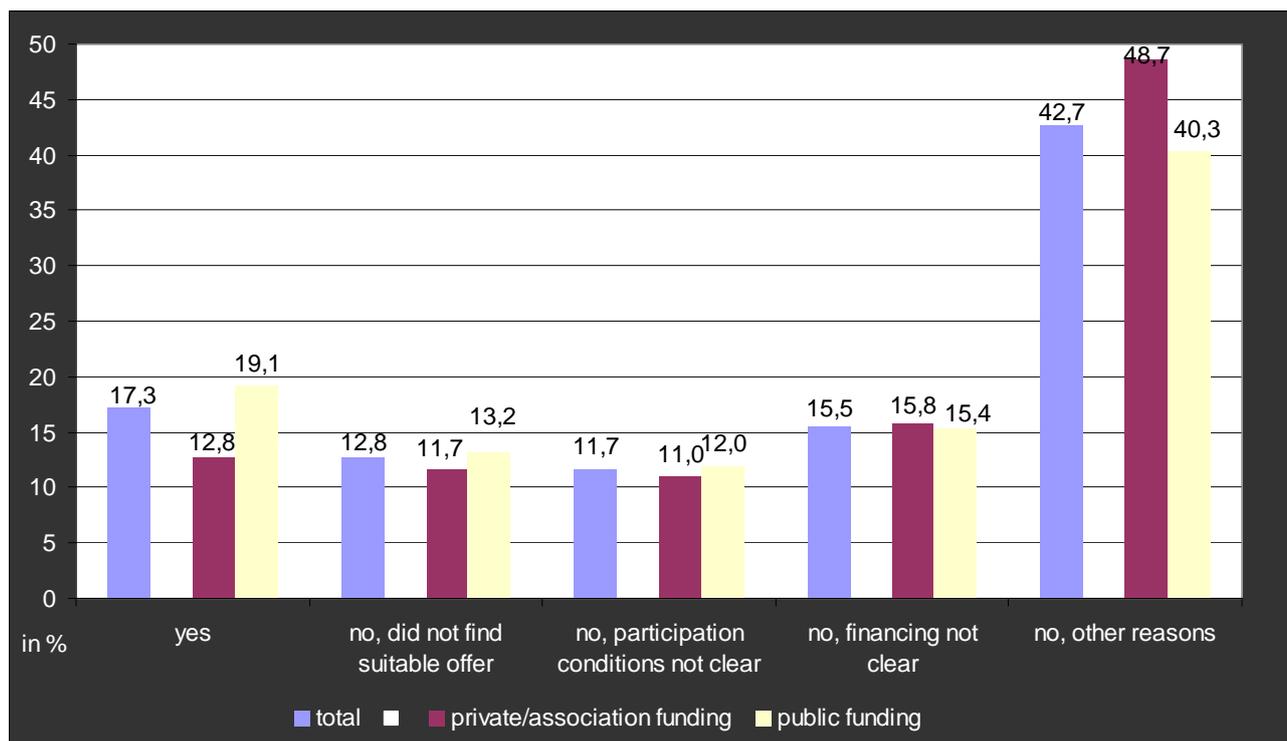


Source: IWWB Online survey of continuing education data base usage (Plum, 2009, p. 14).

Figure 7.32. Usage of regional and cross-regional continuing education data bases in February 2009.

The continuing education data base usage in 2009 differs according to socio-economic characteristics such as age, sex, education background and professional status. Plum (2009) reports an average age of 38 years, however about 1/3 of users are of the age group 30-39 (28%) and 40-49 (31%). People from other age groups use the continuing education data bases less often: 20-20 (22%), 50-59 (13%), below 20 (3%) and above 60 (2%). The number of female users (62%) was clearly above that of male users (38%). More than half of the users have acquired higher education entrance qualification (57%), and there are about 1/3 of users with secondary school certificate (33%) and 8% of users with qualification at secondary modern school. There are hardly any users with no qualification at all (1%). With regard to the vocational status it can be said that majority of users is economically active, either as employee (62%) or self-employed person (11%). 16% of the continuing education data base users are unemployed.

Successful retrieval of information in continuing education data bases can be measured by the number of users which decided to participate in a continuing education offer on the basis of the available information (see figure 7.33). According to the IWWB survey (Plum, 2009) 17% of the users took up continuing education courses as consequence of data base usage. However, the majority did not participate in continuing education, either because of lack of suitable offers (13%), unclear participation requirements (12%) and financing structures (16%), or other reasons (43%). There were slight differences according to the way of funding of the data bases: more users participated in continuing education after researching publicly funded data bases (19%) than after the usage of data bases funded from private and association budgets (13%).



Source: IWWB Online survey of continuing education data base usage (Plum, 2009, p. 18).

Figure 7.33. Participation in continuing education as a consequence of data base usage in 2009.

Indicators of Learning Culture – Diversification Indicators

Accessibility of Continuing Education

As reported above, the actual number of continuing education providers and institutions can only be estimated (see DIE, 2008), and statistical information about existing barriers and the implementation of accessibility of continuing education premises and the training provision is not available at all (e.g. for older people and disabled people). However, it can be said that in the area of higher education the Behindertengleichstellungsgesetz (BGG, law for the equality of disabled people) regulates the barrier-free design of university facilities and offers. Furthermore, there is a number of continuing education providers which are specialised on education of disabled people, e.g. offers provided by the continuing education institute in Form of the Lebenshilfe e.V. (see Lebenshilfe⁴³ website), and the REHADAT information system for vocational rehabilitation provides a data base with information on existing trainings for disabled people (see RHEADAT website⁴⁴).

Continuing Education Provision by Non-Commercial Institutions

The following table 7.14 (cited from section 4, table 4.1) provides an overview about the distribution of continuing education providers by organisational affiliation. Most continuing education offers are provided by private companies (47%) and associations (20%).

⁴³ Lebenshilfe. Die Zukunft heißt Bildung. Das Institut inForm bringt Sie auf den Weg. http://www.lebenshilfe.de/wDeutsch/unsere_angebote/fort_weiterbildungen/institut_inform/index.php

⁴⁴ Rehadat. Informationssystem zur Beruflichen Rehabilitation. <http://www.rehadat.de>

Organisational affiliation	Training providers	in %
Education providers managed as private companies	8.876	47.2%
Providers with the legal status of an association	3.757	20.0%
Public-law education providers	1.505	8.0%
Education providers of employer associations and chambers	1.453	7.8%
Church education providers	1.268	6.7%
Adult education centres (Volkshochschulen, VHS)	987	5.3%
Other education providers (not categorised)	455	2.4%
Trade-union education providers	281	1.5%
Other foundations	207	1.1%

Source: WSF (2005, p. 38)

Table 7.14. Organisational affiliation of training providers.

Non-formal Learning, Informal Learning & Self Learning

According to current BSW data (TNS Infratest, 2008) the education participation rate of the German population aged 19-64 years reached 72% in 2007, including general continuing education (27%), vocational continuing education (43%), informal vocational continuing education (51%), and self-learning (39%). More detailed information about participation rates is reported in the section “demand for learning”.

Indicators of Learning Culture – Valuing and Rewarding Learning

Occupational Standards

Occupational standards can serve as reference points for the validation of non-formal and informal learning. In Germany, the VET system (dual system: in-company training combined with part-time vocational school) is based on the Berufsbildungsgesetz (Vocational Training Act) since 1969. The amount as well as names, structures, and outcomes of the related occupational standards have changed several times (already before 1969). Companies are not allowed to train youths below 18 years unless the training follows the defined national occupational standards. Additionally, full-time vocational schools are subject to training standards issued by the Länder ministries for cultural affairs (see Maehler, n.d.). An overview of the existing occupational standards in Germany is provided by the Federal Gazette (Bundesanzeiger) which publishes all national occupational standards for VET and also for part-time vocational schools in the dual system; additionally, the BIBB publishes all national and regional occupational standards according to the Vocational Training Act yearly; the Federal Employment Agency informs school leavers, unemployed people, companies, and training institutions about existing occupational standards (see Maehler, n.d.). According to the BIBB, the current number of officially recognised trades (staatlich anerkannte Ausbildungsberufe) is 350 (see BIBB website⁴⁵).

Recognition of Non-formal and Informal Learning

The German report of the European Inventory on the validation of non-formal and informal learning (ECOTECH, 2008) concludes that a great variety of approaches to the recognition of non-formal and informal learning were introduced in Germany by 2007, many of them on pilot project level and still work in progress. A country wide recognition system has not yet been established but education policy decisions aim at realising this in future. According to Seidel, Bretschneider, Kimming, Neß und Noeres (2008) “[...] a heterogeneous

⁴⁵ BIBB. A.WE.B Aus- und Weiterbildungsberufe <http://www2.bibb.de/tools/aab/aabberufeliste.php>

pass environment has emerged in Germany. All these tools are established at political level, many being aimed at individual target groups while others cover individual functional areas” (p. 46). Examples are the careers advice pass for pupils, the Qualipass and ProfilPASS for young people and adults, and a certificate for the recognition of competences acquired during voluntary work (certificate of competences in learning in the social environment). Furthermore, Seidel et al. (2008) identify the current challenges in future development of the recognition of non-formal and informal learning in Germany: a culture of recognising non-formal learning needs to be promoted, and related consultancy, regional dialogue, and documentation of data need to be advanced. Approaches should take into account the establishment of a legal basis, the positions of stakeholders, the current status of the German Qualification Framework (see below), and quality control. Needs of special target groups (e.g. people with migration background) should be considered.

Policies of Accessibility & Learning Culture in Germany

According to the BMBF⁴⁶ “improving flexibility and integration between different fields of education is a decisive precondition for providing everyone with the opportunity to unfold and develop their individual talents. The efficient organization of lifelong learning demands improved links between places of learning and the optimization of the various educational pathways”.

Overall recommendations for an improved future of continuing education and lifelong learning in Germany were suggested by the Innovationskreis Weiterbildung (Innovation Circle Continuing Education; BMBF, 2008a; BMBF website⁴⁷). The recommendations are targeted at an improvement of the education system by better linking the different education sectors and integration of learning in the course of life. Furthermore, informal learning experiences should be recognised and valued and learning at the workplace as well as learning in different regional networks needs to be promoted. Additionally, a central recommendation points out the importance of education counselling for providing transparency in the education system.

In 2001, the BMBF⁴⁸ launched the programme Lernkultur Kompetenzentwicklung (learning culture competence development) with the aim of researching, developing, and implementing learning and competence development, especially in small and medium-sized enterprises. The ESF funded programme has a focus on learning at work, learning in the social context, learning in continuing education institutions, and learning on the internet and related basic scientific research. The main objectives are: development of a new learning culture in companies, competence development and informal learning at the workplace and in a social context off-the-job, promotion of self-organised learning, changing learning approaches followed by continuing education institutions and developing their awareness for being a company in the service sector.

Several model projects of lifelong learning were implemented in the frame of the BLK-LLL programme (www.blk-lll.de). According to BMBF (2008c) the main aims of these projects were to change the learning culture in Germany, support the realignment of the German education system, strengthen the individual responsibility and self-directedness of learners, create incentive systems for participation in learning, and improvement of people’s opportunities for learning. The projects were implemented during 2000 and 2005; however, further project implementation in this framework is not planned due to the new regulations of the federalism reform (see www.blk-lll.de).

The Qualification Initiative of the BMBF^{41,49} aims at improving the transition between different educational domains, especially between vocational education and higher education. For example, people who have completed vocational training and have 3 years of professional experience should be allowed to take up studies at universities of applied science. In the case of master craftspeople, engineer and business administrators, access to general universities will be possible. Additionally, chances for participation in higher education courses during times of employment will be improved.

The European comparability of competences and qualifications acquired through participation in education in Germany is ensured by the development of the German Qualification Framework (Deutscher Qualifikationsrahmen, DQR; www.deutscherqualifikationsrahmen.de). The implementation of DQR was

⁴⁶ BMBF. Lifelong learning. <http://www.bmbf.de/en/411.php>

⁴⁷ BMBF. Innovationskreis Weiterbildung. <http://www.bmbf.de/de/7023.php>

⁴⁸ BMBF. Lernkultur Kompetenzentwicklung. www.bmbf.de/de/406.php

⁴⁹ BMBF. Qualifizierungsinitiative für Deutschland. <http://www.bmbf.de/de/13133.php>

initiated by the BMBF in 2006. According to information provided on the web portal www.deutscherqualifikationsrahmen.de the implantation process is currently in its second phase. During an expert meeting in October 2009 a comparison of the German implementation status with that of European countries with similar education systems was discussed and related processes and challenges were considered (DQR website⁵⁰). Additionally, learning outcomes can be recognised on the level of non-formal and informal learning processes. For example, systems like the ProfilPASS (www.profilpass-online.de) are implemented for recording informal-competences.

The responsibilities for the national occupational standards in Germany lie with the BMBF which is responsible for Vocational Education and Training (VET) policies and the integration of VET to the national and European qualification frameworks (DQF, EQF), and with several other ministries (e.g. ministries of economics, health, agriculture, interior affairs). The social partners are included in the process of developing and accrediting occupational standards (see Maehler, n.d.) and since 1970 the Federal Institute for Vocational Training (Bundesinstitut für Berufsbildung, BIBB) develops and reviews standardized occupational training regulations (Ausbildungsordnungen) which were issued by the Federal Government for VET (see BIBB, 2006). Occupational standards according to the Vocational Training Act include Berufsstandards (standards which define professions by skills and competence profiles), Ausbildungsstandards (standards which regulate VET training provision; see BIBB, 2004a) and examination standards (standard which regulate the VET examination procedures). According to Maehler (n.d.) the fact that the German VET system is not only based on output standards (e.g. competences) but also on institutional, input and curriculum standards is challenging in the context of EQF implementation in Germany.

The BMBF⁵¹ attributes Germany a special position as “country of integration” and, as was stated above, access of people with migration background to learning (especially of the German language) needs to be facilitated. In this context, the National Integration Plan (Nationaler Integrationsplan; Bundesregierung, 2007) has a focus on improving integration of people with migration background in Germany through training and education. On higher education level, the AQUA programme is targeted at immigrants and German academics. It has the aim to support these target groups in re-entering the labour market by providing specific education courses (for more details see “Policies for Investment in Lifelong Learning”).

On national level, the Federal Office for Matters relating to Disabled Persons (Bundesamt für die Belange behinderter Menschen) and the Federal Ministry of Labour and Social Affairs (Bundesministerium für Arbeit und Soziales, BMAS) support the integration and inclusion of disabled people in all aspects of social and public life, including school education, vocational training, higher education, and labour market (see Behindertenbeauftragte website⁵²; BMAS website⁵³). The Gesellschaft für Erwachsenenbildung mit Behinderung e.V. (GESEB, association for continuing education and disability) has a specific focus on implementing the fundamental right of education for people with mental deficiencies (see GESEB website⁵⁴). Vocational continuing education of disabled people is regulated by the Berufsbildungsgesetz (BBiG) and the Handwerksordnung (HWO); the focus is mainly on continuing education in recognized trade (see Talentplus website⁵⁵). Since 2002, the Behindertengleichstellungsgesetz (BGG, law for the equality of disabled people) improved the situation of participation of disabled people in higher education; and according to the Hochschulrahmengesetz (higher education law) higher education institutions have to make sure that disabled people can participate in the offers including examinations with as less support as possible (see Behindertenbeauftragte website⁵²;). With regard to the physical accessibility of continuing education premises it can be said that generally, building owners have to follow building guidelines, regulations, and laws which are passed on the Länder level (see Barrierefrei website⁵⁶ for information on Länder specific regulations,

⁵⁰ DQR. 22.10.2009: internationales Expertengespräch <http://www.deutscherqualifikationsrahmen.de/SITEFORUM?t=/contentManager/onStory&e=UTF-8&i=1215181395066&l=1&active=no&ParentID=1216806561491&StoryID=1256827079184>

⁵¹ BMBF. Lifelong learning. <http://www.bmbf.de/en/411.php>

⁵² Beauftratte der Bundesregierung für die Belange behinderter Menschen. <http://www.behindertenbeauftragte.de>

⁵³ Einfach teilhaben. <http://www.einfach-teilhaben.de>

⁵⁴ Gesellschaft Erwachsenenbildung und Behinderung e.V. <http://www.geseb.de>

⁵⁵ Talentplus. Rehadat. Weiterbildungsmaßnahmen. http://www.talentplus.de/arbeitnehmer-bewerber/bestehende-arbeitsverhaeltnisse/Schaffe_Arbeit_nicht_mehr/Weiterbildung/index.html

⁵⁶ Barrierefrei.de. Das Portal für barrierefreies Bauen und Leben. <http://barrierefrei.de>

specific requirements for public buildings, and funding opportunities for building owners who intend to implement accessibility guidelines).

The Learning Regions programme (Lernende Regionen; <http://www.lernende-regionen.info>) aims at the establishment of networks between different continuing education stakeholders on a regional level (see also “Policies for Partnership Working in Lifelong Learning”). According to the BMBF⁴⁶, one of the main aims of these networks is the provision of demand oriented learning offers and in consequence increasing the participation rate in lifelong learning. Focus is on people with low educational background and other socio-economic characteristics which might impede participation in continuing education activities. Specific measures of the Learning Regions programme include quality assurance in education, recognition of informal competences, improved transitions between educational domains, development of new places for learning, cooperation of small and medium-sized enterprises, educational marketing, and educational counselling.

A programme with focus on developing coherent education management in municipalities and administrative districts is the Local Learning programme (Lernen for Ort, www.lernen-vor-ort.info) which will be launched in Autumn 2009 and will be financed by the BMBF and the European Social Fund. People decide in a local context about the education offers in which they want to participate, and therefore the accessibility of these offers needs to be enhanced. It is planned to increase the co-ordination of different education offers and qualifications, taking into account aspects of transparency, costs, and sustainability of concepts (BMBF website⁵⁷).

Educational counselling (e.g. provided by employment agencies, chamber organisations, public and private counsellors) is of importance to support potential learners in finding courses which suit their specific educational needs. In the frame of the Education Savings Plan (BMBF website⁵⁸) participation in counselling is a prerequisite for utilizing the continuing education bonus and savings, and people who want to get funded by education vouchers need counselling because employment agencies are no longer allowed to recommend trainings to their clients (BMBF website⁵⁹). In a recent study, Stiftung Warentest (2008b) tested 40 continuing education counselling offers. The results show extensive weaknesses: high quality education counselling was provided a few times only, and in most cases the counsellors could not provide specific solutions and continuing education strategies for the counselees. The reason was a lack of considering individual prepositions and vocational careers in dealing with the counselees. Stiftung Warentest therefore recommends making use of different counselling offers and collecting information already in advance of counselling.

Educational counselling is not limited to learners. The target group of the project SELBER – Service: Institutionenberatung zur Öffnung für neue Lernkulturen und Beratung bei neuen Angebotsformen (service: counselling of institutions for developing new learning cultures and new learning offers; www.die-bonn.de/SELBER) consisted of learning providers and adult education trainers. The aim was to support trainers in implementing new learning spaces and self-guided learning opportunities in their institutions by researching concepts for the development of new learning cultures and providing related publications and counselling.

The BMBF⁶⁰ is funding the development of a meta search engine for continuing education offers available in the various internet data bases. The so called Infoweb Weiterbildung (IWWB; information web for continuing education) allows learners central, neutral and user friendly access to information of nearly 70 data bases, including more than 960.000 continuing education offers (status: November 2009; www.iwwb.de) and thus supports transparency of the continuing education market. One of the largest data bases included in this meta search engine is KURSNET (www.kurs.de/kurs/portal) provided by the Federal Employment Agency. This data base includes more than 360.000 (status: November 2009) offers of vocational continuing education and allows users to search directly for offers which are eligible to funding by education vouchers. Again, Stiftung Warentest has tested the quality of continuing education data bases several times in 2003 and in 2006 (updated in 2008). In general, the quality improved immensely from 2003 to 2008 and user-friendliness increased, e.g. by improved search functionalities and provision of extended information continuing education providers (Stiftung Warentest, 2008c).

⁵⁷ BMBF. Lernen vor Ort. Programmhintergrund. <http://www.lernen-vor-ort.info/de/98.php>

⁵⁸ BMBF. Die Bildungsprämie: Ein neues Instrument zur Finanzierung von Weiterbildung. <http://www.bmbf.de/de/7342.php>

⁵⁹ BMBF. Beratung zu Weiterbildung auf Bildungsgutschein. <http://www.bmbf.de/de/194.php>

⁶⁰ BMBF. Metasuchmaschine Weiterbildung – IWWB. <http://www.bmbf.de/de/409.php>

Increasing the motivation and awareness for lifelong learning in society was also considered important for improved accessibility to learning opportunities and the creation of a new learning culture (see BMBF, 2008b). Two examples are introduced: the LERNET competition and advertising of the Educational Savings Plan.

The Bundesministerium für Wirtschaft und Technologie (BMWi; Federal Ministry for Economics and Technology) has established an ideas competition called LERNET network (www.lernet.info, www.lernet-konferenz.de). The competition aimed at the development and testing of internet-based learning approaches in small and medium-sized enterprises and public administration institutions. LERNET promoted best practice projects which support the implementation of new forms of continuing education (BMWi website⁶¹).

An advertising campaign was established to motivate the German population to make use of the new Educational Savings Plan introduced by the Federal Government in 2008. Marketing and dissemination of information (e.g. on TV, in newspapers) on good practice examples in lifelong learning is planned by the BMBF (see BMBF, 2008b), especially focusing on addressing low skilled people and the older workforce.

Figure 7.34 shows an advertisement which was printed in a television programme journal. It shows a power bar named “Bildungsprämie” (Education Savings Plan) and is presented as “einfach zum Anbeißen” (very tasty) and promises “50% mehr Inhalt” (50% more substance).

50% MIT MEHR INHALT*

GIBT IHNEN DIE POWER, DIE SIE BRAUCHEN

MIT BEWÄHRTER ERFOLGSFORMEL

BILDUNGSPRÄMIE

WIRKT ZWEIFACH

EINFACH ZUM ANBEISSEN

EMPFOHLEN VOM BUNDESMINISTERIUM FÜR BILDUNG UND FORSCHUNG

Alles drin für mehr Erfolg

Die Bildungsprämie wirkt doppelt: Sie macht Fortbildungen günstiger und Ihnen den Weg frei für noch mehr Erfolg. Mit der Bildungsprämie sparen Sie bis zu 50%* der Kosten für Ihre berufliche Fortbildung und bekommen außerdem wichtige Informationen zu den Weiterbildungsmöglichkeiten in Ihrer Region. Probieren Sie es aus – in einer von über 400 Beratungsstellen in Deutschland. Jetzt informieren: **0800 26 23 000** oder auf www.bildungspraemie.info

Zahlt sich aus: Die Bildungsprämie

* Maximal 154 Euro.

ESF Europäischer Sozialfonds für Deutschland

EUROPAISCHE UNION

AUFSTIEG DURCH BILDUNG >>

Bundesministerium für Bildung und Forschung

Source: TV Movie, November 2009

Figure 7.34. Advertisement of the Education Savings Plan.

⁶¹ BMWI. Weiterbildung und lebenslanges Lernen fördern. <http://www.bmwi.de/BMWi/Navigation/Ausbildung-und-Beruf/weiterbildung,did=151600.html>

Partnership Working

“Partnerships reflect the shared benefits of, and responsibility for, lifelong learning. Joint/coordinated action is often also the most responsive to different circumstances and the most effective, building on diverse expertise, strengths and resources” (European Commission 2001, p. 11).

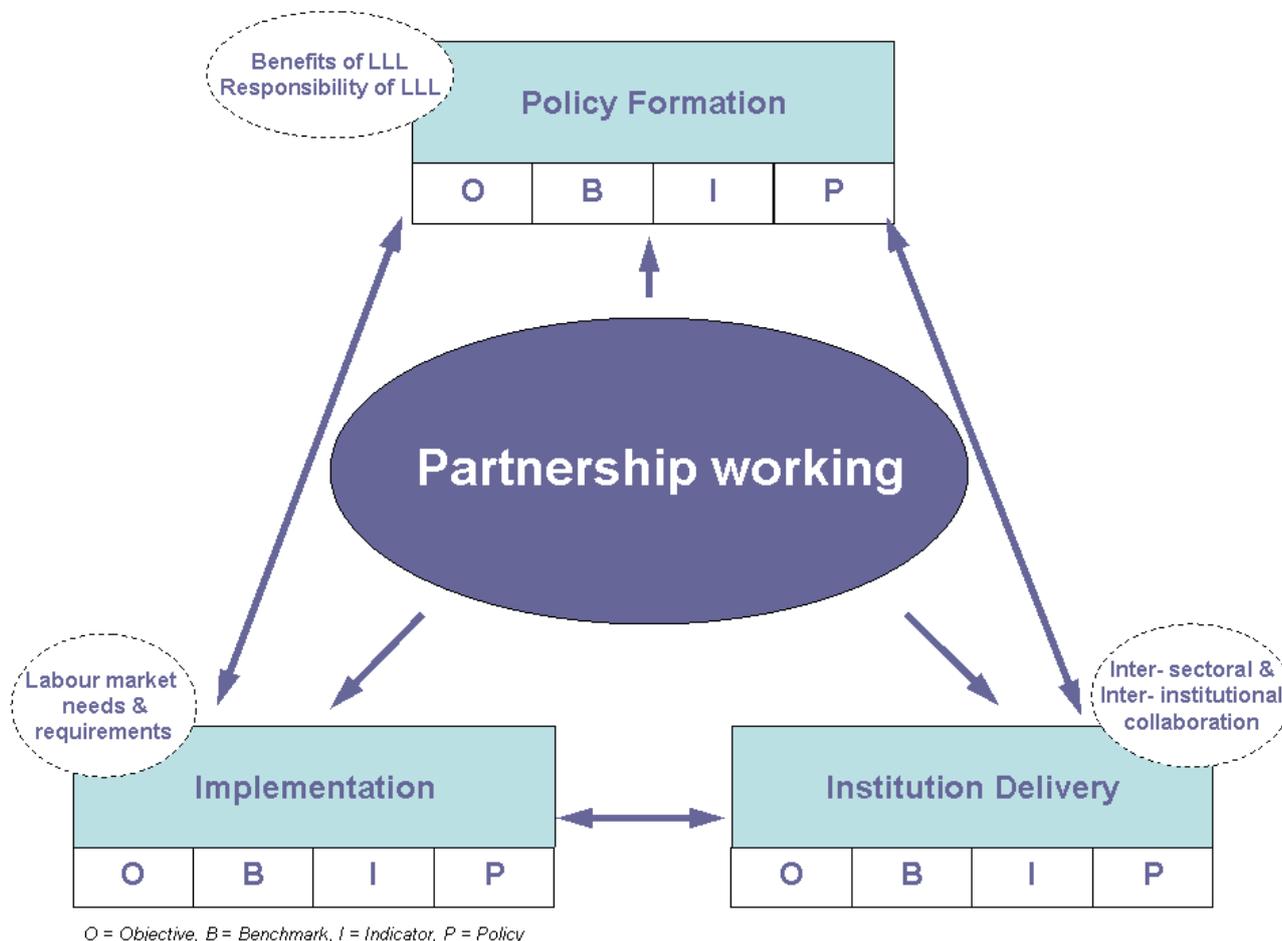


Figure 7.35. Balanced Scorecard for the analysis of Partnership Working

Objectives of Partnership Working in Germany

The German strategy for lifelong learning (BLK, 2004) clearly integrates the development of networks for the promotion of LLL. The transitions of young adults between initial education institutions, university and work should be improved by close cooperation of schools, universities and companies. For adults who are already integrated in work life networking and related informal learning activities at work are important, and training institutions need to cooperate to provide flexible continuing education offers targeted to the timely restriction of the working population. Finally, networking of institutions is necessary to support the transition from working life to retirement, focusing on inclusive aspects of learning.

Furthermore, the BMBF intends “to strengthen educational cooperation in the regions through the Local Learning (Lernen vor Ort) initiative and the introduction of regional educational monitoring”. The Local Learning initiative follows the overall objectives of increasing education participation and improving access to education, and supporting high quality and transparent education provision on the basis of regional cooperation and education management of relevant stakeholders.

The BMBF⁶² formulates the aim “to expand lifelong learning as a whole, both on behalf of and in cooperation with companies, and to link continuing education more closely with the High-Tech Strategy⁶³”. This can only be achieved by focusing on small and medium-sized enterprises. Furthermore, the intention is “to strengthen educational cooperation in the regions through the Local Learning (Lernen vor Ort) initiative and the introduction of regional educational monitoring”.

Benchmarks of Partnership Working in Germany

The relevant documents for the implementation of the lifelong learning strategy in Germany (e.g. BLK, 2004, BMBF, 2008a; BMBF, 2008b; Bundesregierung, 2008; BMBF website) do not provide any specific benchmarks for the parameter Partnership Working in Germany.

Indicators of Partnership Working – Policy Formation

Implementation of a partnership working approach requires (new) legislative frameworks and policies related to support partnerships of LLL stakeholder, especially in a local context (e.g. training institutions, companies, counselling providers, employment agencies, libraries, etc.; see Buiskool, Grijpstra, van Kan, van Lakerveld & den Oudendammer, 2005). Currently, three main national policy programmes focus on the implementation of partnership working in lifelong learning in Germany:

- 1) The Concept for Lifelong Learning proposed by the BMBF (2008b) targets the establishment of a Continuing Education Alliance (Weiterbildungsallianz) to promote vocational continuing education through cooperation of stakeholders.
- 2) The social partner programme “weiter bilden” (Sozialpartnerprogramm “weiter bilden”; www.regiestelle-weiterbildung.de) is initiated by a cooperation of the Federal Ministry for Labour and Social Affairs, the Federal German Employers’ Associations and the German Federation of Trade Unions which cooperate in order to facilitate continuing education of employees.
- 3) The BMBF funded programme Lernende Regionen (learning regions, www.lernende-regionen.info) supports the development of learning networks all over Germany (see figure 7.36, table 7.15, and description below).

More details on these three programmes are provided below. It has to be noted that it is likely that several partnerships and networks for lifelong learning are implemented on regional level and on the basis of regional policy development, but are not recorded and reported in the central reports on continuing education, adult learning and lifelong learning in Germany. A differentiated research on existing approaches is not possible within the frame of this report, however, on the basis of a research conducted by Buiskool et al. (2005) the following two examples can be reported: The *Selbstlernzentrum Offenbach* (self-learning centre Offenbach; www.selbstlernzentrum-of.de) was developed in the frame of the learning regions network Open Learning Offenbach, and provides continuing education for people with migration background in a partnership with e.g. the adult education centre, the Chamber of Industry and Commerce, the continuing education counselling provider webb Offenbach, the employment agency, the Institute for Vocational Education, Labour Market and Social Policy (INBAS GmbH) and the non-profit organisation for apprenticeship and employment Offenbach GOAB GmbH. In Unna, the *Zentrum für Information und Bildung (zib) der Kulturbetriebe Unna* (centre for information and education; www.unna.de/zib/index.htm) unites educational institutions and information from a cultural perspective in one building, considering itself as cultural and social place information market that stimulates learning with all senses.

⁶² BMBF. Lifelong learning. <http://www.bmbf.de/en/411.php>

⁶³ The Federal Government launched the High-Tech Strategy for Germany in August 2006 to encourage the development of new products and innovative services (see <http://ideen-zuenden.de>)



Source: BMBF (2005, p. 111)

Figure 7.36. Learning Regions in Germany (Status November 2004;)

Field of actions by offer	Networking Partners (NWP) of sub-projects and measures in total (n=317)	Including:									
		Schools (n=29)	Universities (of applied sciences), non-university research institutes (n=31)	Adult and continuing education institutions and associations of regional education institutions (n=110)	Other non-profit organisations (n=52)	Regional corporations, employment agencies/ labour administration (n=36)	Companies (n=18)	Chamber of industry and commerce, chamber of crafts, business associations (n=18)	Promotion of economy/ employment associations (n=9)	unions (n=4)	Other (n=10)
Share of NWP in % (multiple replies)											
Counselling and service offers	70,0	72,4	74,2	71,8	67,3	69,4	61,1	61,1	77,8	50,0	80,0
Qualifications	60,9	75,9	51,0	56,4	57,7	75,0	55,6	50,0	77,8	75,0	70,0
Marketing/ transfer	58,0	55,2	64,5	60,9	61,5	50,0	38,9	66,7	55,6	50,0	50,0
Methods and process development	53,3	69,0	64,5	60,9	48,1	41,7	44,4	44,4	22,2	0,0	40,0
Certification and quality development	39,7	58,6	38,7	35,5	48,1	36,1	33,3	38,9	33,3	0,0	40,0
Regional development of demand and supply analysis	38,8	41,4	48,4	41,8	30,8	41,7	22,2	33,3	44,4	25,0	40,0
Gender Mainstreaming	24,0	10,3	22,6	29,1	23,1	27,8	16,7	16,7	22,2	50,0	20,0
Other	5,4	6,9	3,2	7,3	3,8	5,6	5,6	0,0	11,1	0,0	0,0
No reply	3,8	0,0	3,2	0,0	7,7	8,3	5,6	11,1	0,00	25,0	0,0
	absolute numbers (multiple replies)	Share of replies in %									
Counselling and service offers	222	9,5	10,4	35,6	15,8	11,3	5,0	5,0	3,2	0,9	3,6
Qualifications	193	11,4	8,3	32,1	15,5	14,0	5,2	4,7	3,6	1,6	3,6
Marketing/ transfer	184	8,7	10,9	36,4	17,4	9,8	3,8	6,5	2,7	1,1	2,7
Methods and process development	169	11,8	11,8	39,6	14,8	8,9	4,7	4,7	1,2	0,0	2,4
Certification and quality development	126	13,5	9,5	31	19,8	10,3	4,8	5,6	2,4	0,0	3,2
Regional development of demand and supply analysis	1123	9,8	12,2	37,4	13,0	12,2	3,3	4,9	3,3	0,8	3,3
Gender Mainstreaming	76	3,9	9,2	42,1	15,8	13,2	3,9	3,9	2,6	2,6	2,6
Other	17	11,8	5,9	47,1	11,8	11,8	5,9	0,0	5,9	0,0	0,0
Total	1110	10,2	10,3	36	15,9	11,3	4,5	5,0	2,8	0,9	3,1

Source: Forschungskonsortium Lernende Regionen (2004, p. 6)

Table 7.15. Learning regions networking partners active in subprojects, by type of institution and area of activity.

Indicators of Partnership Working – Institution Delivery

As there is no aggregated information about existing regional and local lifelong learning partnerships and networks, related information on the actual diversity of institutions which collaborate in a lifelong learning partnership (e.g. with regard to the type of institution, sector affiliation, geographical coverage) and details about the membership (e.g. duration, financial resources) is not available, either. However, data is available on the level of specific programmes. The main partnership programme currently implemented in Germany is the so called “Lernende Regionen” (learning regions, www.lernende-regionen.info) programme. It exists of 71 networks (see figure 7.36). The programme has a financial volume of about 118 million EUR (until 2007), of which about 51 million EUR is funded from the European Social Fund. The formative programme evaluation conducted by the Forschungskonsortium Lernende Regionen (2004; including representatives of the German Institute for Adult Education, the German Institute for Economic Research Berlin, the University of Duisburg-Essen, and the Ludwig-Maximilians-University Munich) provided results about the types of institutions and activities performed by these institutions in the frame of the learning regions networks (see table 7.15).

Indicators of Partnership Working – Implementation

The effectiveness of policy implementation of regional lifelong learning partnerships can be indicated by detailed continuing education participation rates, e.g. for the Länder, regions, and municipalities. Regional data is available for the school and vocational training system (see *Regionaldatenbank Deutschland*⁶⁴, a data base with regional datasets provided by the Federal and Länder Offices of Statistics). Furthermore, the *Statistische Ämter des Bundes und der Länder* (2008) provide an overview about the OECD indicators and EU benchmarks by comparison of the education system and processes of the federal states. Additionally the *Autorengruppe Bildungsberichterstattung* (2008) provided insight into the regional differences of existing qualifications of the German population on the basis of Mikrozensus 2006 data (see section 3, figures 3.3-3.5 for a graphical representation of the regional differences).

The regional lifelong learning participation rate is provided on Länder level, and additional data of continuing education participation rates is mainly provided on an even more aggregated level, e.g. participation rates differ between Eastern and Western parts of Germany, as well as depend on the size of municipalities (see section 7 “Accessibility to Learning Opportunities”; TNS Infratest, 2008). The availability of continuing education participation data below Länder level differs greatly between all Länder. If data is available at all, the focus is on very specific aspects of continuing education, e.g. the Statistical Office of Baden-Wuerttemberg provides data about adult education centres by administrative districts (see website of the Statistical Office BW⁶⁵), the Statistical Office of North-Rhine Westphalia informs about numbers and participants of Weiterbildungskollegs (continuing education colleges for adults who want to acquire higher education entrance qualification at later stages of life; see website of the Statistical Office NRW⁶⁶).

Successful implementation of partnership approaches in lifelong learning is also closely related to regional labour market needs and development. Monitoring of regional employment statistics therefore can be an indicator for the implementation effectiveness. Employment and labour market statistics are available on national, Länder, and regional level (see website of the Federal Statistics Office⁶⁷); and the *Statistische Ämter des Bundes und der Länder* report about employment rates of the German population by educational qualification and by Länder. However, this data refers to the formal education system and higher education and there is hardly any information about labour market outcomes of participation in continuing education (see section 7 “Demand for Learning”), neither on national, nor on Länder or regional level.

⁶⁴ Regionaldatenbank Deutschland. <https://www.regionalstatistik.de/genesis/online>

⁶⁵ Statistisches Landesamt BW. Struktur und Eckdaten der Volkshochschulen 2008 nach Regierungsbezirken in Baden-Württemberg. <http://www.statistik-bw.de/BildungKultur/Landesdaten/vhs.asp>

⁶⁶ Information und Technik Nordrhein-Westfalen. Zweiter Bildungsweg in NRW. <http://www.it.nrw.de/statistik/d/daten/eckdaten/r313schul9.html>

⁶⁷ Statistisches Bundesamt. Erwerbstätigkeit. http://www.statistik-portal.de/Statistik-Portal/de_inhalt02.asp

Policies of Partnership Working in Germany

In 2009 the BMBF initiated the Local Learning (Lernen vor Ort, <http://www.lernen-vor-ort.info>) programme which is part of the qualification initiative (Qualifizierungsinitiative). Its overall aim is to improve continuing education in all areas of life, and specifically to strengthen coherent education management in regional contexts (e.g. on the level of municipalities and cities). The development of local education management approaches and its implementation requires partnership working and cooperation of all public and private continuing education stakeholders in a region. In consequence, citizens will benefit from a coherent and transparent continuing education system, with strongly interleaving offers for various target groups, tailored to the specific local learning needs.

The German Concept for Lifelong Learning (BMBF, 2008b) sees the establishment of a Continuing Education Alliance (Weiterbildungsallianz) as central success factor for the promotion of vocational continuing education, given that all relevant stakeholders are included and cooperate in this respect. The initiatives focus on the development of learning-time accounts, age group specific offers for learning at the work place (including project based learning and eLearning), recognition of non-formal and informal competences, funding of people with special needs in the context of acquisition of professional qualifications, and innovative continuing education offers at the interface of economy and research in the High Tech Strategy Germany.

Promotion of continuing education is also supported by the social partner programme “weiter bilden” (Sozialpartnerprogramm “weiter bilden”; www.regiestelle-weiterbildung.de). The programme aims at increasing the continuing education participation rate of employees. The Federal Ministry for Labour and Social Affairs (Bundesministerium für Arbeit und Soziales, BMAS), the Federal German Employers’ Associations (Bundesvereinigung der Deutschen Arbeitgeberverbände, BDA), and the German Federation of Trade Unions (Deutscher Gewerkschaftsbund; DGB) cooperate in this respect, and 140 million Euro (provided by the Federal Government and the European Social Fund) are available for financing initiatives in the frame of the programme. Funding can be requested by social partners and companies which intend to implement a collective bargaining agreement with a focus on continuing education and qualification. The existence of regional or business sector specific regulations on continuing education, including a specification of qualification demand and related objectives, is a requirement for funding (weiter bilden website⁶⁸).

The Learning Regions programme (Lernende Regionen, www.lernende-regionen.info) was implemented in 2000 with the aim to increase the participation in education and support the provision of new offers for lifelong learning, including improved transparency on the education market, education counselling, quality assurance, recognition of non-formal and informal learning, transition between education sections, creation of new learning places, cooperation with small and medium-sized enterprises, and education marketing. The networks consist of schools and education providers on all levels, companies, employment agencies, chamber organisations, municipalities, and social partners (BMBF website⁶⁹). “Through regional co-operation, the players complement one another and benefit from a size advantage [...]. The close co-operation within a regional network creates common ideas and trust in one another, which are both decisive conditions for the readiness to accept institutional changes and for the development of a learning culture which is effective even beyond the network. A Learning Region is developing in which education as a regional location factor is improving and new perspectives are emerging that previously may have been hidden. This can particularly help small and medium-sized enterprises within the region to cover their demand in skilled employees and to stimulate their innovative power” (Lernende Regionen website⁷⁰). The Learning Regions Programme was linked to the above mentioned BLK-LLL programme which also had a focus on using the beneficial aspects of networking in the education sector. The evaluation report of the BLK-LLL programme (Aisenbrey, Dürr, Jäger, Jäger-Flor, Knoll & Nicklas, 2005) shows evidence for these effects, given that special requirements for successful networking are taken into account, e.g. easy access to the network, positive cost-benefit ratio.

⁶⁸ Weiter bilden. Förderprogramm. http://www.regiestelle-weiterbildung.de/initiative_weiterbilden.html

⁶⁹ BMBF. Lernende Regionen. <http://www.bmbf.de/de/414.php>

⁷⁰ Lernende Regionen. The programme “Learning Regions – Providing Support for Networks” http://www.lernende-regionen.info/dlr/1_141.php

Quality Control and Indicators

“Strategies must adopt mechanisms to maximise the quality of the learning experience itself and also of the policy/implementation processes and services associated with learning. Quality is not just an obligation but also a motivating factor in decisions by individuals, employers and others to invest in learning” (European Commission 2001, p. 14).

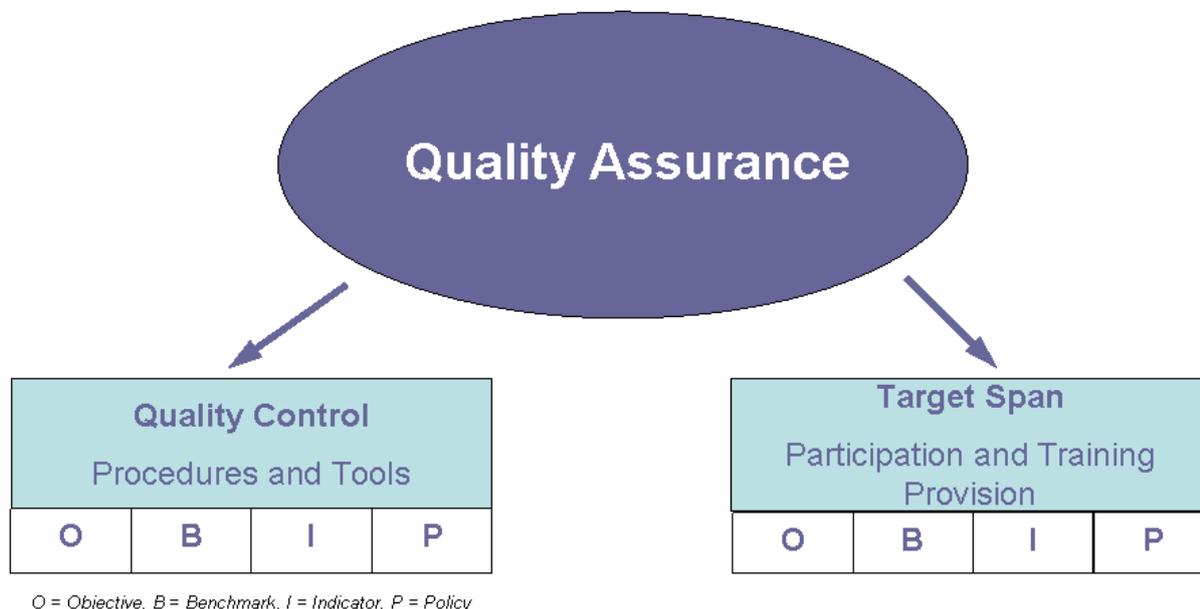


Figure 7.37. Balanced Scorecard for the analysis of Quality Control and Indicators.

Objectives of Quality Control and Indicators in Germany

The German strategy for lifelong learning (BLK, 2004) has a focus on the guidelines for LLL and does not provide information on related quality assurance objectives and measures. However, the BMBF⁷¹ started an initiative for quality and transparency in continuing education, and the overall objectives of quality assurance measures is the protection of consumers on the continuing education market and the provision of training providers with information on how to improve their offers.

An education monitoring system is currently established in Germany, including regular education reporting, development of education standards, national and international comparison studies, accreditation and external evaluation of education providers. The education reporting aims at providing indicator based data on the conditions, processes, outputs, and outcomes of education in Germany. It is targeted at the general public as well as education policy makers, and forms the basis for discussions of education objects and political decisions. Education reporting provides knowledge which is necessary for the identification of strengths and weaknesses of the education system and the development and revision of political-administrative management activities (Konsortium Bildungsberichterstattung, 2005).

In order to identify the current performance status of the German education system the participation in international comparison studies is promoted. On the adult education level the Programme for International Assessment of Adult Competencies (PIAAC) study will be processed for the first time in 2011. The results will show the distribution of qualifications for different groups (e.g. according to age, gender, social background), and the aim is to use these results for a target group-specific provision of education offers taking into account relevant future trends (BMBF website⁷²).

⁷¹ BMBF. Qualität in der Weiterbildung - Tests und mehr. <http://www.bmbf.de/de/195.php>

⁷² BMBF. Programme for the International Assessment of Adult Competencies. <http://www.bmbf.de/de/13815.php>

Benchmarks of Quality Control and Indicators in Germany

Two benchmarks can be identified on a very specific level only. First, the processing of about 15 continuing education tests by Stiftung Warentest in the area of course offers, education counselling, and educational media will be funded by the BMBF⁷³ each year. At second, the BMAS (2006) describes a benchmark for successful provision of continuing education offers financed according to regulations of the SGB III: a measure is only considered successful and eligible, if 70% of the participants are no longer unemployed within six months following the training. However, evaluation results revealed that this led to a negative effect for social groups which are attributed low chances on the employment market, e.g. education providers tended to select participants from groups which can be placed in employment more easily (creaming effect).

Indicators of Quality Control and Indicators in Germany – Procedures and Tools

The education monitoring system in Germany provides clear, systematic, and regular indicators for different characteristics of education processes and education quality (e.g. participation rates, financing of education, data about the structure of the continuing education sector and offers). These indicators provide insight into the effects of education and output of education processes, outcomes on the level of participants, and impact on social conditions. Furthermore, process and quality indicators, and indicators of conditions and context of economy and society are taken into account. The data is based on official data sets and results from social science surveys and panel studies. It is provided on state- level and also in international comparison (Konsortium Bildungsberichterstattung, 2005). The above presented chapters on the five lifelong learning implementation parameters “demand for learning”, “investment in LLL”, “accessibility to learning opportunities”, “creating a learning culture” and “partnership working” already covered several of these indicators which are relevant in the context of quality of lifelong learning, e.g. participation rates, course completion rate, teacher training rates, investment data, provider statistics.

In the following, the focus is on specific quality development and management indicators of the continuing education and lifelong learning system in Germany.

Continuing Education Tests (Stiftung Warentest)

The quality of the German continuing education system is indicated by the results of the continuing education test by Stiftung Warentest commissioned in the frame of the quality initiative by the BMBF (BMBF website⁵⁸). Since 2003, the results are published regularly (e.g. www.weiterbildungstests.de).

Quality Development Approaches

Bötel and Krekel (2004) surveyed the status of quality development in continuing education institutions. The authors reported the percentage of quality development approaches implemented by the 1500 institutions which participated in the survey (see table 7.16). Self-evaluation is most often applied by the institutions (76%), followed by ISO certification (29%), quality seals (24%), participation in competitions (22%), implementation of the European Foundation of Quality Management (EFQM) approach external evaluation (4%), other certificates (3%), and innovative quality approaches (3%).

Quality Development Approaches	in % (multiple answers)
Self-evaluation	76
ISO – certification	29
Quality seal	24
Participation in competitions	22
EFQM	15
Other external evaluation/ accreditation	4
Other certification (e.g. by manufacturers)	3
New, other quality approaches	3
other	6

Source: Bötel & Kekel (2004).

Table 7.16. Quality development approaches of continuing education providers.

⁷³ BMBF. Weiterbildungstests. <http://www.bmbf.de/de/144.php>

Quality of professional development of trainers QMS in continuing education

Stiftung Warentest (2006, BMBF website⁷⁴) has tested 15 train-the-trainer courses which are offered for the professional development of trainers in continuing education with a maximum duration of 5 days. Teaching approaches and the professional level of trainers was assessed by concealed testers. The focus was on how far trainers took into account the personal and professional situation of the participating trainers and on the measurements for assuring high quality learning outcomes. Additionally, teaching materials, organisational aspects of the course (e.g. location, equipment, service), and course information on the internet was considered in the assessment. The business condition of the training providers were analysed for invalid terms. The results showed that only 4 train-the-trainer courses provided high quality training, independent from training costs.

Furthermore, quality management systems (QMS) are established in continuing education institutions with the aim to improve the quality and transparency of offers. Stiftung Warentest (2008d; BMBF website⁷⁵) has tested the main quality management systems available on the vocational continuing education market with regard to its regulations, description, target group, relevance, processing, and usefulness. The available QMS are too different to select a best practice system, and the results do not provide overall clearness about the actual performance and practical success of these systems.

Formal Certifications and Qualification

The survey of professional and social conditions of continuing education staff by WSF (2005) provided insight in formal certifications and qualifications issued by continuing education trainers and providers for their courses. Questioned about the type of confirmation provided, 35% of the trainers reported to make out an attestation or record of achievement at the end of their courses; 21% provide the learners with a confirmation of participation; 16% of the trainers teach in both, courses which end with a formal certificate, and courses which are not subject to formal certification procedures; 25% of the trainers do not issue any qualification documentation at the end of the courses. In general, a continuing education course which is clearly related to vocational and professional training is more likely to be ended with a formal certification than general continuing education courses.

Programme Evaluation

Lifelong learning programmes and projects in the area of continuing education are generally accompanied by formative and summative evaluation processes, especially if they are subject to certain funding schemes (e.g. ESF funded projects, BA funded projects). Examples are the evaluation of model projects implemented in the frame of the BLK lifelong learning programme (see BLK, 2004), and the Learning Regions programme (www.lernende-regionen.info) was evaluated in cooperation of the German Institute for Economic Research (Deutsches Institut für Wirtschaftsforschung, DIW), the German Institute for Adult Education (Deutsches Institut für Erwachsenenbildung, DIE) and the Ludwig-Maximilians University Munich. The Learning Regions programme evaluation was performed in two consecutive phases by using different quantitative and qualitative methods and multi-perspective approaches, longitudinal and cross-sectional surveys which aimed at providing recommendations and guidance for programme implementation on the basis of interim results and answering the following research questions: effectiveness of networking for the implementation of lifelong learning, improvement of related programme management, interaction of the development of learning networks, regional development, knowledge society, and learning culture (see DIE website⁷⁶, KIBB website⁷⁷, and LMU website⁷⁸). The effectiveness and quality of courses funded by continuing education vouchers issued by the Federal Employment Agency (BA) is assessed according to a specific target: 70% labour market integration of participants 6 months after the funded training. Statistics of the BA show a clear decrease of unemployment during 6 months after the course, especially for long-term measures (figure 7.38). The unemployment rate of participants of courses with a duration of less than 6 month (34.5%) or 6 to below 12 months (37.1%) is above that of participants of courses with a duration of more than a year (24.8%).

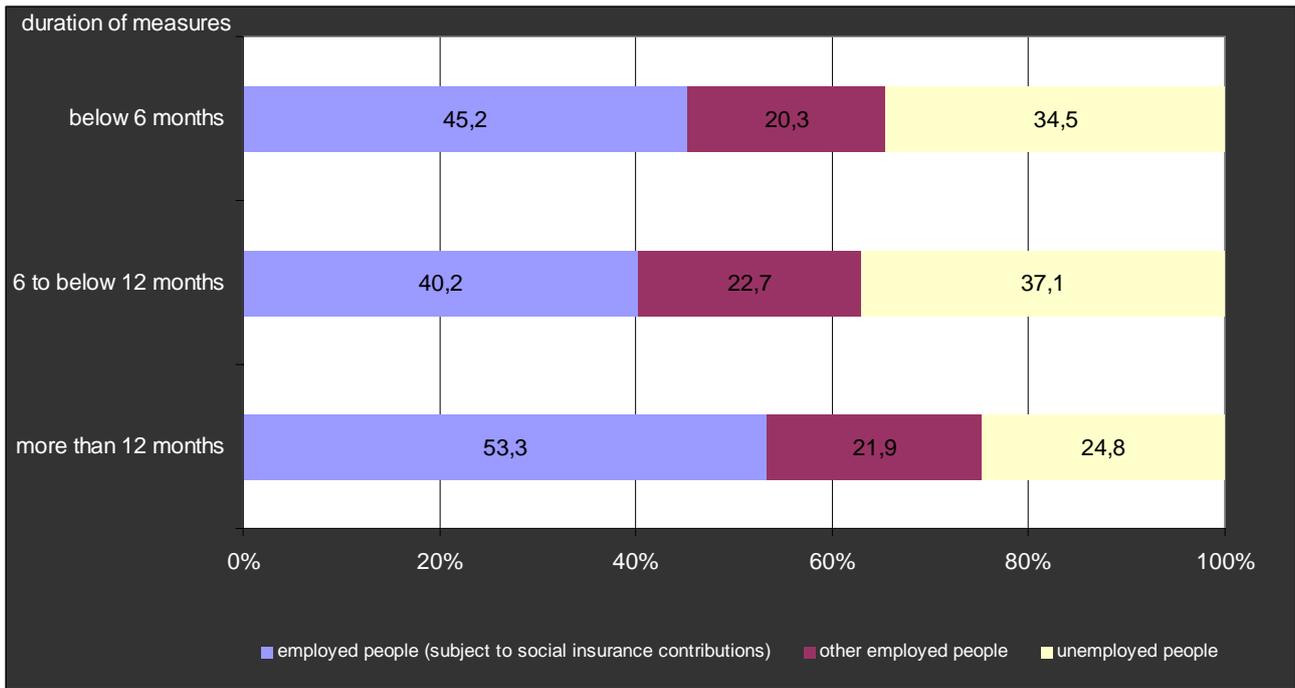
⁷⁴ BMBF. Lehren will gelernt sein. <http://www.bmbf.de/de/6238.php>

⁷⁵ BMBF. Transparenz ist nicht in Sicht. <http://www.bmbf.de/de/12926.php>

⁷⁶ DIE. LernReg. <http://www.die-bonn.de/projekte/beendet/projekt.aspx?id=61>

⁷⁷ KIBB. Programmevaluation: Lernende Regionen – Förderung von Netzwerken. <http://www.kibb.de/cps/rde/xchg/kibb/hs.xsl/wlk23362.htm>

⁷⁸ LMU. Fakultät für Psychologie und Pädagogik. Allgemeine Pädagogik und Bildungsforschung. Lernende Regionen. http://www.edu.lmu.de/apb/forschung/forsch_projekte/lernende_regionen/index.html



Source: Federal Employment Agency; Autorengruppe Bildungsberichterstattung (2008, p. 151)

Figure 7.38⁷⁹. Employment status of participants of courses of the BA programme for the promotion of vocational continuing education in 2006 by duration of measures in percent.

Training providers can offer courses eligible for BA education vouchers only if they can make a prognosis of 70% labour market integration for participants of their courses and provide related planning of educational objectives. Additionally, for quality assurance purposes training providers need to be accredited by external certification agencies according to § 87 SGB III – der Anerkennungs- und Zulassungsverordnung Weiterbildung (AZWV, accreditation regulations for continuing education; see Hartz evaluation by BMAS, 2006; IZW, DIA & infas, 2005). According to BIBB (2004b), only 27% of the providers questioned in the wb monitor survey 2003 rated the effectiveness of education vouchers positively in terms of supporting the job market integration of unemployed people.

Accreditation and Quality Assurance Associations

In Germany, several associations, and agencies provide accreditation relevant for the education system for higher education, continuing education, or counselling. A complete list and overview about the existing institutions does not exist and accreditation requirements differ accordingly between institutions.

An alphabetical list of 141 German accredited certification bodies can be retrieved from the website of the German Association for Accreditation GmbH⁸⁰ (Träbergemeinschaft für Akkreditierung, TGA). The list provides an overview about certification bodies in Germany (not exhaustive), including e.g. quality management accreditation according to DIN EN ISO/IEC 17021, or accreditation of individual persons according to DIN EN ISO/IEC 17024.

Examples of accreditation and certification bodies in the continuing and higher education area are ACQUIN - Accreditation, Certification and Quality Assurance Institute, AQAS – Agency for Quality Assurance by Accreditation of Degree Courses, ASIIN - Accreditation Agency Specialised in Accrediting Degree Programmes in Engineering, Informatics, the Natural Sciences and Mathematics, Cert-IT - Association for Quality Assurance in IT Continuing Education, CERTQUA – Quality Management and Certification in

⁷⁹ Note for figure 7.37: “employed people (subject to social insurance contributions)” includes people in funded employment (e.g. job-creation measure); “other employed people” includes civil servants, self-employed people, people in education, non-working people, “unemployed people” includes those reported to the BA.

⁸⁰ TGA. Liste aller Zertifizierungsstellen. <http://www.tga-gmbh.de/scopes/index.php?id=0120>

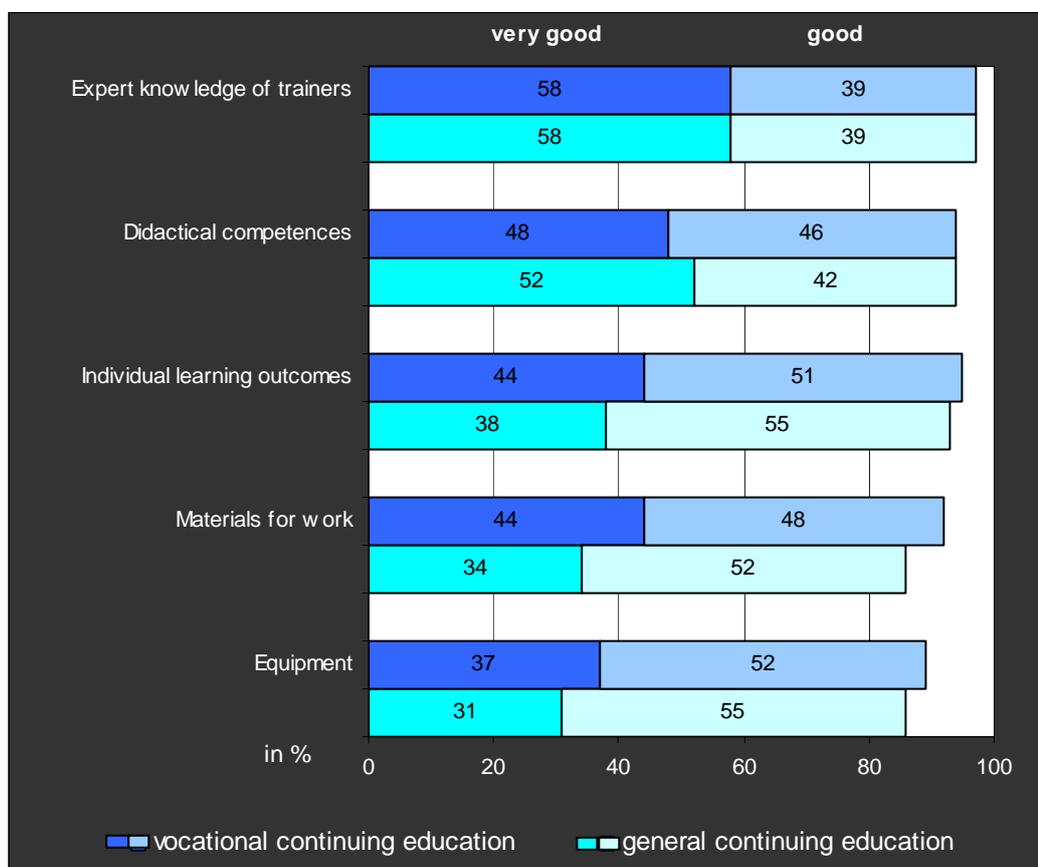
Education Institutions, GAC - German Accreditation Council – Foundation for the Accreditation of Degree Programmes.

Furthermore, German quality assurance institutions, universities, and student unions are member in the following international networks and associations in the context of higher education, which also aim a quality improvement through networking, cooperation, and policy making: European Network for Quality Assurance in Higher Education (ENQA), European University Association (EUA), European Students Union (ESU).

Indicators of Quality Control – Participation and Training Provision

Learners Assessment of Continuing Education

The BSW 2003 (BMBF, 2006a) researched the quality of continuing education provision by learners’ assessment of the following six aspects: professional knowledge of the trainer, didactical competences of the trainer, up-to-dateness of course contents, equipment (e.g. rooms, furniture, etc.), quality of working appliances, and the learners’ learning outcomes. The BSW 2003 sample of participants of general and vocational continuing education courses rated these aspects on a four-point-scale (very satisfied, rather satisfied, rather unsatisfied, very unsatisfied). Figure 7.39 shows a positive view of all five quality aspects for both, general and vocational continuing education. In sum, 97% of the participants considered the professional knowledge of trainers in general and vocational continuing education and the up-to-dateness of course contents in vocational continuing education as very/rather good. The own learning outcomes were assessed as very/rather satisfying by 95% of participants in vocational continuing education and 94% in general continuing education. The didactical competences of trainers were rated very/rather good by 94% of the participants of both forms of continuing education. The largest difference was found in the satisfaction with quality of the working appliances and equipment, which were slightly better in vocational continuing education (91% and 90%), but still 86% were very/rather satisfied with the working appliances and equipment provided in general continuing education.



Source: TNS Infratest Sozialforschung, Helmut Kuwan; BSW 2003 (BMBF, 2006a, p. 390)

Figure 7.39. Quality aspects of vocational and general continuing education provision in Germany.

Benefit of Vocational Continuing Education

The BSW 2003 provides data on the consequences at the workplace that resulted from participation in vocational continuing education. 61% of the employed participants of vocational continuing education did perceive an essential change of the vocational situation. Especially, the performance of work tasks (76%), and professional chances (60%) improved as consequence of vocational continuing education participation. Furthermore, the courses provided support for daily life (41%), enlarged the knowledge about related processes in the company (36%), and contributed to better acquaintance with colleagues (36%). For 14% the participation in vocational continuing education resulted in an increased income, and 13% would have lost their job without participation in vocational continuing education. A new position was offered to 9% of the vocational continuing education participants (see table 7.17).

Use of vocational continuing education in 2003	in %
Improved work performance	76
Improved professional career chances	60
Support for daily life	41
Better knowledge about related processes in the company	37
Better acquaintance with colleagues	36
Resulted in professional career advancement	15
Increased income	14
Would have lost job without participation	13
Was offered a new position	9
Other/ no reply	9
<i>Important changes</i>	
Yes	61
No	38
No reply	2
Total	101

Source: TNS Infratest Sozialforschung 2004; BMBF (2006a, p. 364)

Table 7.17. Consequences of vocational continuing education for the professional situation of employed participants of vocational continuing education in 2003.

A survey by the BIBB about costs and benefits of vocational continuing education (Beicht, Krekel & Walden, 2004b) analysed the benefit of vocational continuing education as perceived by participants: 57% of the participants consider the use as positive, and 28% as rather positive. For 52% of the participants the benefit level of vocational continuing education is above cost level, and 38% see an equal ratio of costs and benefit. It has to be noted that the benefit rating differs according to socio-demographic characteristics. Women, people with qualified professions, and managers consider the benefit more often positive than people of the age group 55+, unemployed and self-employed people. The ratio of costs and benefits is rather perceived positive by managers, and people with secondary (modern) school qualification (Hauptschul- und Realschulabschluss), unemployed and self-employed people, and women consider the ratio as less beneficial.

Institutions Providing Counselling and Assistance

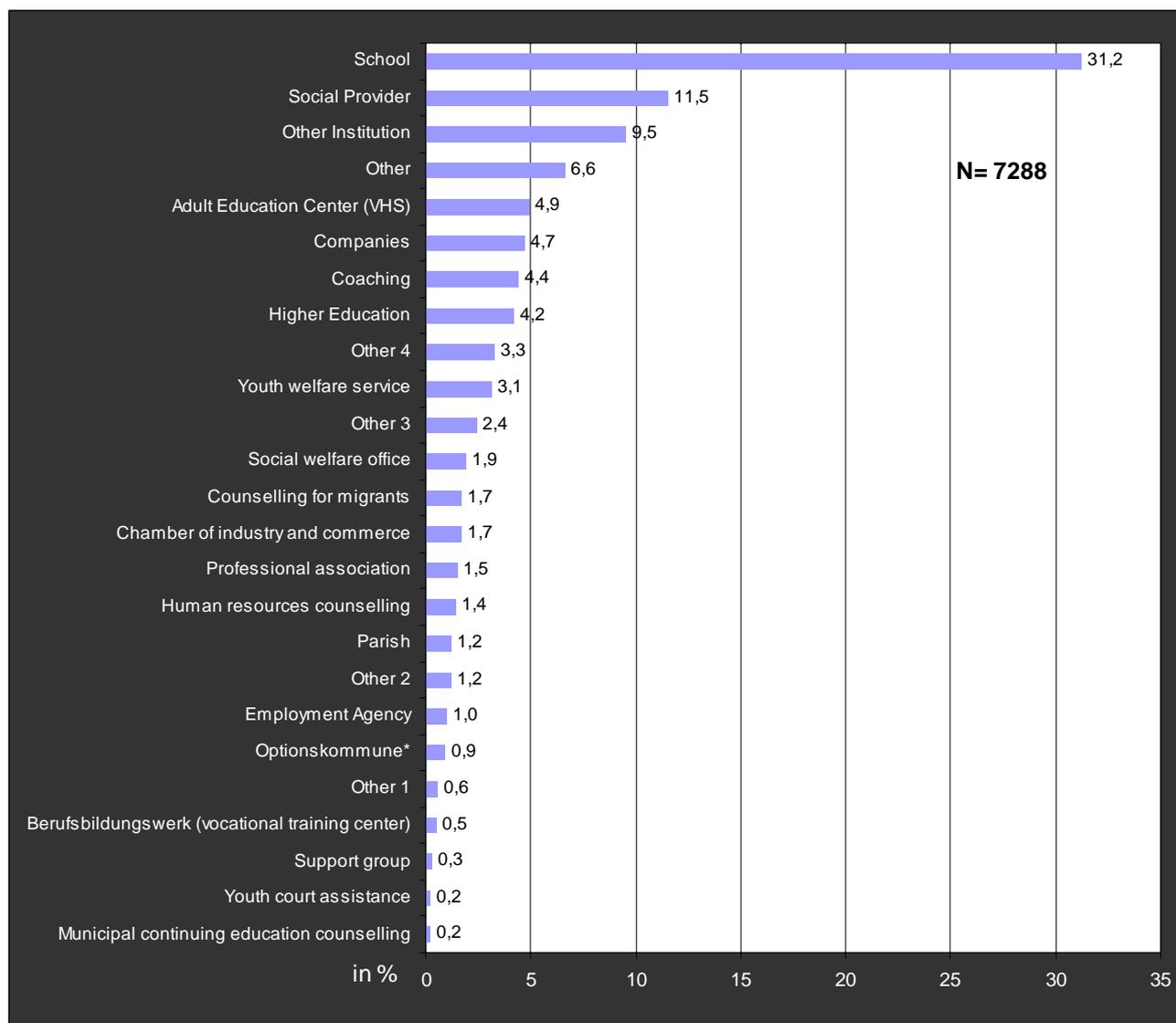
A study commissioned by the BMBF (Niedlich, Christ, Korte, Berlinger & Aurich, 2007) provided insight into the existing offers of education, career and employment counselling and related quality standards. The survey focused on potential counselling providers (individuals and organisations) which provided direct education, career, or employment counselling, and other counselling indirectly related to education, career and employment aspects. There are a large number of potential providers in Germany which can be grouped to in public, private, non-profit and other associations (see table 7.18). Many of them are also organised in networks (e.g. in the Learning Regions Programme).

Providers of direct and indirect education, career and employment counselling	
Public providers	Labour administration: Federal Employment Agency/ Employment Agencies and providers of social security benefit for registered job-seekers (Grundsicherung für Arbeitsuchende)
	Schools (primary schools, middle schools, secondary schools, grammar schools, vocational schools, schools for pupils with special educational needs)
	Universities and related institutions (e.g. Womens' Career Center, Career Service Network, student unions, ASTA, counselling for university students, academics central Studienberatung, international students' registry)
	Adult education centres (Volkshochschulen)
	Municipalities' services (social welfare office, youth welfare service, continuing education counselling, counselling for people with migration background, counselling for women, youth court assistance, life assistance and counselling)
	Promotion service of the Bundeswehr (Berufsförderungsdienst)
	Chamber of crafts, chamber of industry and commerce
	Vocational promotion center (Berufsförderungswerk)
	Employer's liability insurance association (Berufsgenossenschaft)
	Pension insurance institute
Private providers	Private schools, private universities
	Continuing education providers
	Human resources counsellor (Personalberater)
	Coaching providers
	Temporary employment agency
Non-profit providers	Welfare organisations (e.g. Caritas, Diakonisches Werk, Kolping, Malteser Hilfsdienst, Arbeiter Samariter Bund, Arbeiterwohlfahrt, Paritätischer Wohlfahrtsverband, Internationaler Bund)
	Church (parish, training centers, youth centres)
	Consumer associations
	Counselling for people with migration background (z. B. youth migration service)
	Counselling provider for women (z. B. Frau und Beruf)
Other associations/ organisations	Consumers' associations
	Unions
	Employer associations
	Political parties

Source: Niedlich, et al. (2007)

Table 7.18. List of potential providers of direct and indirect education, career and employment counselling.

More than 62400 individuals working in counselling institutions were contacted and about 9500 individuals (8400 after data cleansing) working in counselling institutions participated in the survey in 2006. However, the actual basic population could not be identified and the survey therefore does not claim to be representative. The following figure (figure 7.40) displays the distribution of respondents to the different actors and institutions of education, career and employment counselling. The major part of education, careers and employment counselling offers (31.2%) is provided by schools, followed by social providers (11.5%), adult education centres (4.9%), and companies (4.7%).



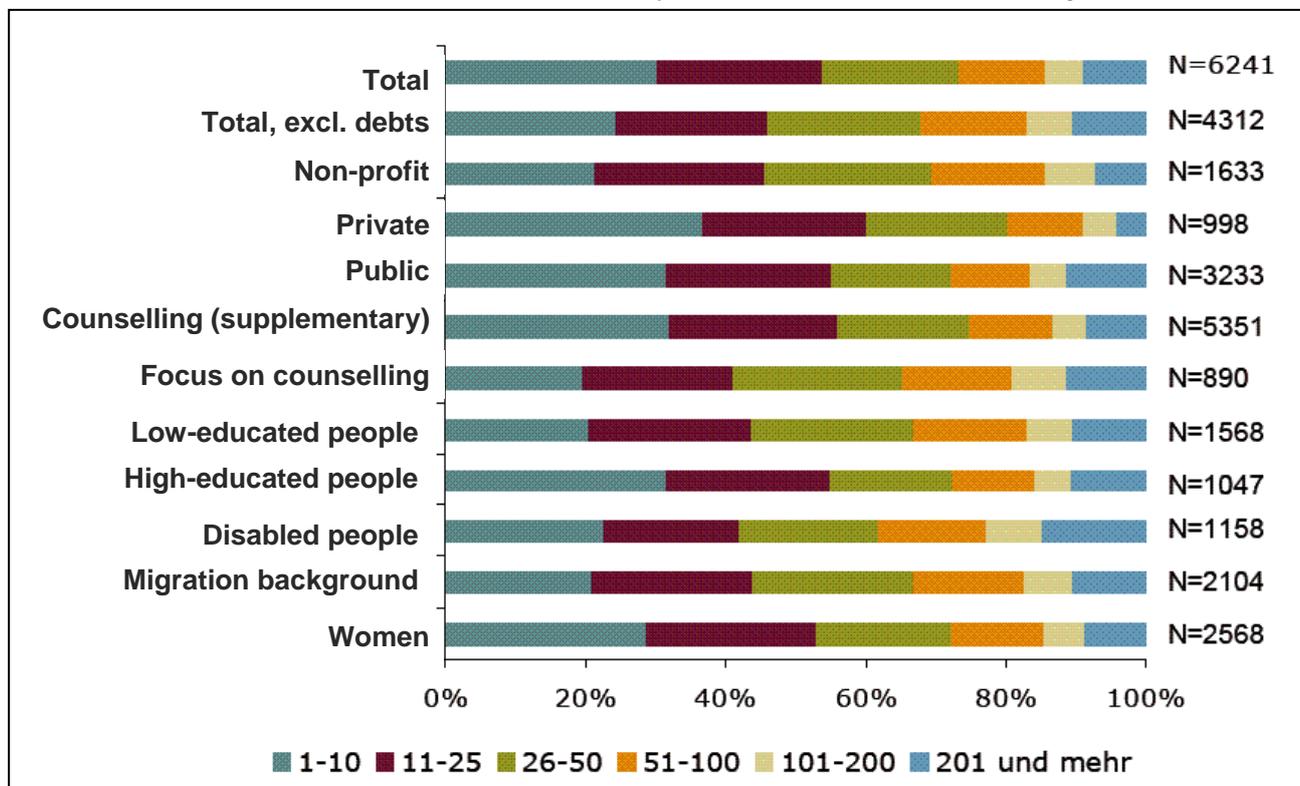
Source: Niedlich et al. (2007, p. 220); see table 7.19 for details on other actors 1-4; *municipality providing support acc. to SGBII
 Figure 7.40. Distribution of responding counselling providers to superordinated actors and institutions.

Label	Providers	Number	in %
Other 1	Rehab providers and associations	10	0,1
	Consumer protection	8	0,1
	Pension insurance institution	8	0,1
	Citizens' initiative	6	0,1
	Promotion service of the Bundeswehr (Berufsförderungsdienst)	5	0,1
	Political party	4	0,1
Other 2	Vocational promotion centre	31	0,4
	Employer's liability insurance association (Berufsgenossenschaft)	27	0,4
	ARGE, working group/employment agency according to SGBII	26	0,4
Other 3	Chamber of crafts	46	0,6
	Union	44	0,6
	Community counselling for people with migration background	42	0,6
	Foundation	41	0,6
Other 4	Employer association	82	1,1
	Temporary employment agency	81	1,1
	Counselling provider for women	77	1,1

Source: Niedlich et al. (2007, p. 221)

Table 7.19. Other actors 1-4 (see figure 7.39).

The number of counselees who receive education, career and employment counselling per month differs for the groups of actors and institutions with a specific focus and target group orientation. In total, the majority of institutions – which are rather smaller providers – provides counselling to up to 25 counselees per months, but there is also about 1/10 of actors which are contacted by more than 200 counselees (see figure 7.41).



Source: Niedlich et al. (2007, p. 228)

Figure 7.41. Number of people who receive education, career and employment counselling per month, by counselling institution.

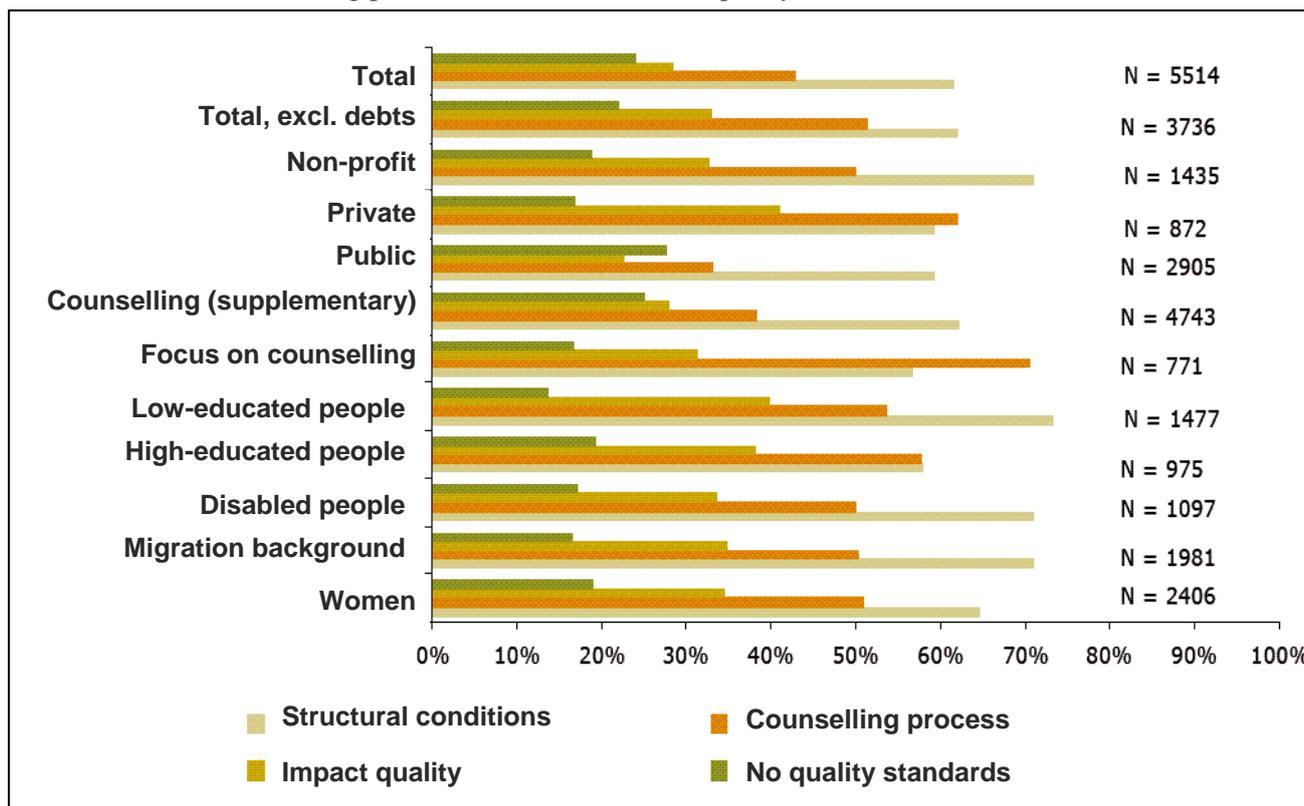
The survey by Niedlich et al. (2007) had a focus on quality standards and quality management in education, career and employment counselling. The results show that many providers have set up quality standards, especially those providing professional counselling for specific target groups. However, information on the actual implementation of the existing standards is hardly available, and it needs to be considered in how far standards really focus on the actual counselling process.

Indicators for the quality of counselling offers are the time counselees have to wait for the first appointment, additional information material provided for counselees, transparency resulting from the information on the providers' website, qualification and continuing education of counsellors, and existing quality standards.

More than 80% of the counselling providers can offer an appointment within one week after the counselee has contacted the institution; and about 1/3 can even offer it the same day. About 1/5 of the providers offer additional information by one source which is mainly media and material with information about the institutions, e.g. website, information brochures. Often, counselees can use the internet in the institution; however, access to data bases is provided by less than 1/5 of the providers. The quality of the online information offers can be seen as indicator for the transparency of the counselling offers. Providers provide information mainly about the background and objectives of the institution (85%), about 3/4 offer information on the counselling offers, and about 60% inform about own education offers. Information about the employment market, training and continuing education in general, and education offers of other institutions is provided less often. The majority of the personnel working in education, career and employment counselling institutions – especially in schools – have acquired higher education qualification. In private institutions, the share of counsellors who are qualified in postgraduate courses, vocational training and vocational additional qualification is significantly higher. More than half of all counselling institutions – and even more institutions

with a strict counselling focus or which offer counselling for specific target groups – apply at least three instruments for the continuing qualification of their staff. Especially private institutions implement supervision and reflection approaches, and assessment of counselling sessions.

Quality standards can be structured according to three areas: structural conditions (räumliche und sachliche Ausstattung, Kompetenzen der Berater, Informationen und Informationsmanagement, Marketing, Organisation und Management, Zugang zum und Transparenz des Angebots, Ethische Standards), counselling process (Dokumentation des Beratungsprozesses, Beratungsmethoden und Techniken, Planung und Koordination der Beratungstermine, Vereinbarung der Beratungsziele, Strukturierte Vorbereitung der BeraterInnen), and outcome quality (Überprüfung der Kompetenzentwicklung von KundInnen, Ergebnisevaluation, Überprüfung der KundInnenzufriedenheit). The results show that 76% of the counselling providers have existing quality standards for at least one of the three areas (see figure 7.42): structural conditions (62%), counselling process (43%), and outcome quality (29%).



Source: Niedlich et al. (2007, p. 250)

Figure 7.42. Existing quality standards in counselling institutions, by areas.

Quality of continuing education counselling (BMBF website⁸¹)

People who are looking for vocational continuing education offers would need counselling because of the non-transparency of the continuing education market. Stiftung Warentest (2008b) assessed the quality of 40 independent education counselling institutions (e.g. employment agencies, chambers of industry and commerce, chambers of trade, community education providers, and women counselling institutions). Criteria for the quality of counselling offers are professional and social competences of the counsellors. Counsellors need to take into account personal interests and vocational conditions of the counsees, and they have to be informed about current labour market trends and existing continuing education offers. However, the results showed that hardly any of the tested institutions could offer complete and satisfying counselling. This is especially true for the employment agencies which are the largest counselling institution. They did consider personal conditions of counsees to an unsatisfying extend and did not discuss possible continuing education offers. People who are in an employment position often did not get an appointment. The community

⁸¹ BMBF website. Beratung zur beruflichen Weiterbildung - allein auf weiter Flur. <http://www.bmbf.de/de/2152.php>

counselling institutions provided higher quality in their counselling offers, except for issues of funding and financing vocational continuing education. Counselling provided by the chamber organisations considers the requirements of employed people to a large extent; however, the counselling was not fully independent and often own continuing education offers were recommended. The best counselling performance was provided by institutions which target women only; however, these are not offered in every community or state.

Furthermore, Stiftung Warentest tested counselling provided by 13 education providers which offer courses eligible to education vouchers (e.g. for IT networking professionals). Only two providers offered satisfying counselling, taking into account the prior knowledge and expectations of the counselee and provided good information on contents, assessments procedures of the courses, and labour market chances of participants (BMBF website⁸²).

Quality of continuing education data bases (BMBF website⁸³)

Stiftung Warentest has tested the quality of continuing education data bases in 2003 and in 2006. The survey was updated in 2008: 25 data bases were tested on federal, state, regional and content specific level. In general, the quality improved immensely from 2003 to 2008 and the user-friendliness increased, e.g. by improved search functionalities and provision of extended information continuing education providers. Only one data base did not show quality improvements (Stiftung Warentest, 2008c).

Policies of Quality Control and Indicators in Germany

The establishment of an education monitoring system in Germany includes education reporting, development of education standards, national and international comparison studies, accreditation and external evaluation of education providers (BMBF website⁸⁴). The Statistisches Bundesamt (2008) describes article 91b paragraph 2 of the German basic law as legal basis for education reporting. It regulates the cooperation of the Federation and the states in measuring the performance of the education system in international comparison, and provides related recommendations and reports. Since 2006, the bi-annual national education report (Bildungsbericht, www.bildungsbericht.de) is produced by an independent academic consortium. It is complemented by regional reports (e.g. of states and communities), domain specific reports (e.g. annual vocational training report: *Berufsbildungsbericht*, www.bmbf.de/de/berufsbildungsbericht.php), international comparison studies (e.g. PISA; PIAAC), and the annual education financing report (*Bildungsfinanzbericht*, www.kmk.org/bildung-schule/bildungsberichterstattung/bildungsfinanzbericht.html).

The above mentioned reports focus on the overall education system, including education at primary, secondary, and tertiary level and continuing education. Furthermore, specific reports are available with a focus on continuing education only: the Berichtssystem Weiterbildung (BSW) is an integrated report about the situation of continuing education in Germany provided every 3 years; the DIE Trendanalyse, a report about trends and developments in continuing education planned to be published every two years starting in 2008; the annual DIE Fernunterrichtsstatistik providing statistics and data on distance education accredited by the Central Office for Distance Learning (Staatliche Zentralstelle für Fernunterricht, ZFU); the BIBB WB monitor (www.bibb.de/wbmonitor) reporting data of the continuing education market situation from the perspective of the providers.

As was reported above, in the frame of a quality initiative the BMBF⁸⁵ is financing about 15 continuing education tests by Stiftung Warentest each year since 2002. Stiftung Warentest is responsible for selecting the test objects; the decision is based on consumer oriented, methodological, market analytical and redactional criteria and expert opinions. The data is collected on the basis of randomized testing of the quality of education media, offers and counselling. Consumers receive information on the quality they can expect, how they can find high quality offers, and which rights and duties do apply for participants in continuing education. At the same time, providers get information about possibilities for improvement of their continuing education media, offers and counselling.

⁸² BMB. Beratung zu Weiterbildung auf Bildungsgutschein. <http://www.bmbf.de/de/194.php>

⁸³ BMBF. Heute lohnt sich die Suche. <http://www.bmbf.de/de/7735.php>

⁸⁴ BMBF. Lifelong learning. <http://www.bmbf.de/en/411.php>

⁸⁵ BMBF. Weiterbildungstest.s <http://www.bmbf.de/de/144.php>

Additionally, the Distance Learning Protection Act (Fernunterrichtsschutzgesetz) aims at consumer protection by application of quality criteria for content, didactical approach, conceptualisation, and advertising of distance education offers (BMBF website⁸⁶).

For the purpose of quality assurance of continuing education offered according to SGB III (e.g. education vouchers) accreditation of education providers by external certification agencies is required. Since 2004, the procedure is regulated in Anerkennungs- und Zulassungsverordnung Weiterbildung (AZWV, accreditation regulations for continuing education; see Hartz evaluation by BMAS, 2006; IZW, DIA & infas, 2005).

The criteria for high quality continuing education differ between sectors. The BMBF⁸⁷ supports the establishment of continuing education counselling for companies in five branch associations (e.g. zbb - Zentralstelle für Berufsbildung im Einzelhandel e.V., SHK-NRW - Fachverband Sanitär-Heizung-Klima Nordrhein-Westfalen, BDWS - Bundesverband Deutscher Wach- und Sicherheitsunternehmen, dmmv - Deutscher Multimedia Verband e.V. and TÜHOGA - Thüringer Hotel- und Gaststättenverband e.V.). Additionally, the best continuing education providers are pooled in so called quality circles. The aim of these measures is to support companies in finding suitable continuing education offers and to improve the cooperation of continuing education providers with regard to the development of quality standards.

The education counselling offered for continuing education providers in the project SELBER – Service: Institutionenberatung zur Öffnung für neue Lernkulturen und Beratung bei neuen Angebotsformen (service: counselling of institutions for developing new learning cultures and new learning offers; www.die-bonn.de/SELBER) is another example of measurements which aim at improving quality and professionalism in continuing education.

Continuing education providers implement quality management systems (QMS) with the aim to improve the quality and transparency of their offers. One example is the Artset LQW – Quality Certification in Continuing Education (Lernerorientierte Qualitätssicherung in der Weiterbildung, www.artset-lqw.de). The LQW model has a leading position in quality assessment in Germany and Austria. Its approach is learner centred: the quality of an organisation is centred on the learners needs and is assessed with a recognised model. Several support material is offered for free, also if a company does not subscribe for the complete assessment procedure. A network of continuing education institutions which are aware of quality assurance aspects is established and provides backup and counselling for its users. The implementation of the LQW model follows a differentiated process with different steps, starting with an introduction workshop, and followed by internal evaluation and the development of a mission statement which defines the institutions understanding of learning. Quality assurance measures are planned, implemented and documented in a self-report. External evaluators assess this report and discuss it with company representatives. Finally, a closing workshop is organised which aims at the setting of future quality assurance objectives for the institution (see Figure 7.43, LQW website⁸⁸).

⁸⁶ BMBF website. Lifelong learning. <http://www.bmbf.de/en/411.php>

⁸⁷ BMBF. Qualitätsringsysteme. <http://www.bmbf.de/de/393.php>

⁸⁸ LQW. Das Qualitätsentwicklungs- und -testierungsmodell. <http://www.artset-lqw.de/cms/index.php?id=lqw-verfahren>

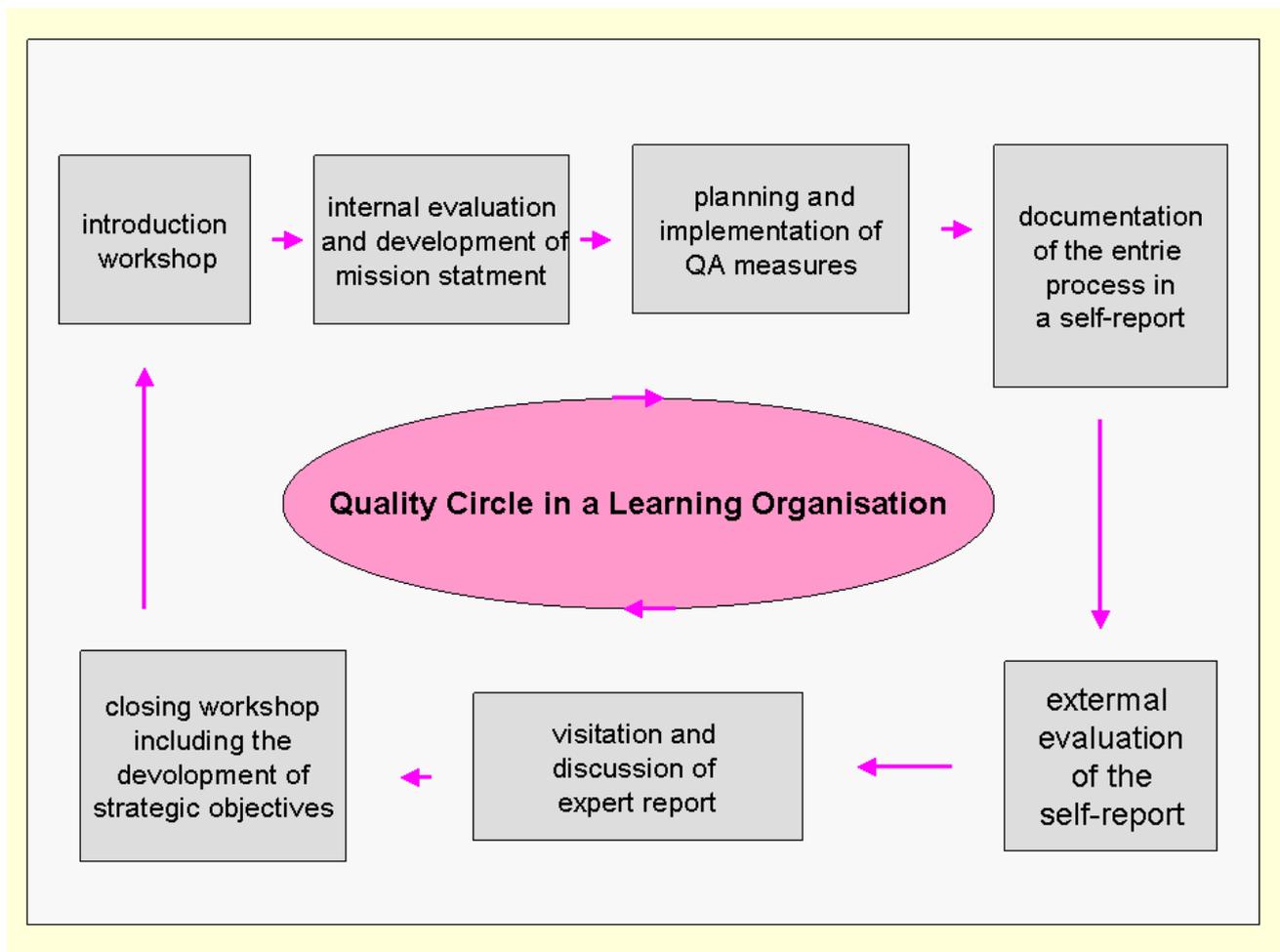


Figure 7.43. Artset LQW quality certification approach.

The development of this QMS was supported by the BMBF, BLK and the European Social Fund. The LQW model was supported in the frame of the project Qualitätstestierung in der Weiterbildung (quality assessment in continuing education), and the motivation of the Federation and states was the establishment of a non-governmental, nationally accepted assessment procedure. The Artset LQW⁸⁹ model is accepted according SGB III (paragraph 8, section 4 AZWV). This is especially important for continuing education providers which offer measures in cooperation with the Federal Employment Agency and have to comply with certain quality standards (see BMBF, 2006b; Hartz, Herr & Veltjens, 2006).

All larger lifelong learning programmes and implemented projects and activities (e.g. integration courses for people with migration background, continuing education according to the Hartz reforms, the Learning Regions programme, the effectiveness of continuing education acts) are academically accompanied and subject to external evaluation programmes. Additionally, continuing education providers carry out external evaluation by academics to assess their training courses and programmes (BMBF, 2008a).

Finally, the BMBF has launched a Framework Programme for the Promotion of Empirical Research on Education (Rahmenprogramm zur Förderung der empirischen Bildungsforschung; BMBF, 2007a) with the aim to acquire and build up a reliable knowledge base of data of the education system. The aim is to collect empirical data as basis for the improvement of quality in all areas of education.

⁸⁹ LQW. Das Qualitätsentwicklungs- und -testierungsmodell. <http://www.artset-lqw.de/cms/index.php?id=lqw-verfahren>

8. Summary & Conclusion

Education and Lifelong Learning in Germany

The report at hand provides indicator-based information on the actual performance of Germany with regard to the implementation of a coherent and comprehensive lifelong learning strategy. The view on lifelong learning strategy implementation as presented in this report is quite positive, given the various policy activities and programmes that aim at realising lifelong learning in Germany. Lifelong learning certainly is a topic on the agenda of the Federal Government. Still there are opportunities for improving the current situation, as Germany is not yet among the top performing countries with regard to the five European lifelong learning benchmarks (see chapter 6).

The importance of lifelong learning for Germany is obvious. The continuing vocational education of employees, especially the older workforce, the integration of unemployed people into the labour market, and the reduction of differences in the educational level of men and women are only some of important future lifelong learning issues. Generally, the Federal Ministry for Education and Research (BMBF) puts it as follows:

“Lifelong learning is one of the biggest political and societal challenges facing Germany. The realization of lifelong learning is decisive for the prospects of the individual, the success of industry and the future of society. [...] Globalization and the knowledge society are confronting people with great challenges which are made even more demanding as a result of demographic change. Lifelong learning must serve to continuously adapt and expand knowledge and the ability to apply the knowledge acquired. Only thus can individuals maintain and enhance their personal situation, their societal participation and their employability”. (BMBF⁹⁰)

During recent years, the German government – mainly the Federal Ministry for Education and Research – has initiated several programmes which serve the aim of enhancing and promoting lifelong learning in the German states, and implementing the European lifelong learning strategy in Germany. A German strategy for lifelong learning (see BLK, 2004) and the Concept for Lifelong Learning (see BMBF, 2008b) have been published, the Qualification Initiative (see Bundesregierung, 2008) has been set up and there are ongoing activities with regard to the establishment of a National Qualification Framework and a system for the validation and recognition of non-formal and informal learning.

The population of the Federal Republic of Germany counted about 82 million people in 2008, and a prognosis of the demographic development in 2030 shows that it will decrease to approximately 80 million. At the same time the age structure will change significantly, resulting in an increase of people of older age and a decline of the younger population (see Statistisches Bundesamt, 2010). The labour market statistics in 2009 (second quarter of the year; see Statistisches Bundesamt 2009) showed an employment rate of approximately 40 million people, with the majority working in the service sector, and a decrease of unemployment was observed since a peak in 2005. Education in Germany is in the responsibility of the 16 German states. The education system of Germany foresees a structured educational pathway, starting with primary education at the age of 6, and continuing in structured pathways through secondary education and qualified vocational education and training, or – given higher education entrance qualification has been acquired – to tertiary education. Higher education entrance can also be entered upon qualifications gained in later stages of life or based on specific work experience. The educational attainment of the German population differs according to age cohorts and gender. The number of people who complete secondary education or acquire higher education entrance qualification increased in recent years (since 2000; see Autorengruppe Bildungsberichterstattung, 2008), and in the younger age groups the number of women exceeds that of men. However, looking at the vocational education level, more men have higher education qualification and more women do not have any vocational qualification at all. This gap is less pronounced in younger cohorts.

The activities and available lifelong learning offers in Germany are numerous, and it can be said that in a well-developed infrastructure for the provision of learning exists (e.g. chamber organisations, trade unions, and private companies and organisations). The definition of lifelong learning in Germany includes formal,

⁹⁰ BMBF. <http://www.bmbf.de/en/411.php>

non-formal and informal learning activities in all phases of life, although the focus of activities and related discussions are often centred on adult learning, and even more specifically on vocational continuing education (e.g. career advancement by continuing education; funding opportunities for vocational continuing education activities of employees or unemployed people).

Results from the EFELSE Project

The EFELSE project follows an indicator-based approach to monitoring the development of lifelong learning strategy implementation in European countries. Its focus on six evaluation parameters allows the analysis of the coherence and comprehensiveness of the lifelong learning strategies (see European Commission, 2001). According to the European Commission (2001) the *comprehensiveness* of lifelong learning strategies can be described by the three evaluation parameters “demand for learning”, “investment in continuing education”, and “accessibility to learning opportunities”. The *coherence* factors are “creating a learning culture”, “partnership working”, “quality control and indicators”. The report at hand provides detailed information on the objectives, benchmarks, indicators, and policies which are implemented for each of these six evaluation parameters in Germany.

A literature research revealed a clear focus on the two parameters “demand for learning” and “investment in continuing education” in Germany. Information on objectives, benchmarks, indicators and policies could be retrieved for both parameters from various sources. Furthermore, it has to be noted that the two parameters “accessibility to learning opportunities” and “creating a learning culture” had many overlapping aspects, mainly because in Germany learning culture is often understood as providing people with access to learning offers. For that reason, both parameters were reported in a combined chapter above.

In general, *objectives* and related *policies* are available for all six evaluation parameters in Germany, however with differing quantity and specificity. Several objectives for the parameters “demand for learning” and “accessibility to learning opportunities/creating a learning culture” can be extracted from the governmental reports and strategy papers of the BMBF. Policy activities are also numerous, e.g. initiated in the context of the Concept for Lifelong Learning (see BMBF, 2008b), the implementation of the Lifelong Learning programme and related model projects (see www.blk-lll.de), and the Qualification Initiative (see Bundesregierung, 2008). Less specific objectives were available for “investment in continuing education”. It seems to be self-evident that realising the objectives set in other areas requires substantial financing. Nevertheless, investment policies in Germany focus on financial support of individuals who intend to participate in vocational continuing education (e.g. educational savings plan, see BMBF, 2007b), and support for unemployed people according to SGB III. Overall investment policies on the level of training providers and employers, or with focus on general continuing education, are implemented to a lesser extent. The objectives retrieved for “partnership working” generally point out the necessity to improve cooperation and networking between educational stakeholders. Policies therefore focus on the implementation of partnership programmes; the Learning Regions programme is the most important in this respect (see www.lernende-regionen.info). Available objectives for the parameter “quality control and indicators” specify outcomes of quality assurance (e.g. the objective of quality assurance in distance education is consumer protection). Additionally, quality control in lifelong learning in Germany is related to the upsetting of a reporting system, education standards, and international comparison studies for monitoring the performance of the German education system. Objectives for the establishment of an overall and coherent quality assurance system for lifelong learning have not yet been defined. Nevertheless, policies in the area of quality assurance supported the establishment of an overall quality management approach for continuing education providers (e.g. ArtSet LQW, see www.artset-lqw.de) and a system of regular continuing education tests by Stiftung Warentest (see www.test.de/themen/bildung-soziales/weiterbildung).

The progress towards reaching the objectives of the six lifelong learning evaluation parameters was monitored by *benchmarks* and related *indicators*. Again, benchmarks and indicators are available in differing quantity and quality for each parameter in Germany. Specific benchmarks have been formulated for “demand for learning” (e.g. participation rates, which also serve as benchmarks for “accessibility to learning opportunities/creating a learning culture”), and on a more general level also for “investment in continuing education” (e.g. percentage of the gross domestic income to be spent for education and research). No benchmarks were retrieved for “partnership working”; for “quality assurance and indicators” the available

benchmarks focus on specific programmes only, but not on an overall quality assurance approach in continuing education. The indicators for the six lifelong learning evaluation parameters have been identified and suggested by the EFELSE partnership on the basis of a literature research for each parameter (see e-Demos portal, section “Key Policy Parameters”⁹¹) “Demand for learning” is mainly indicated by specific participation rates and related learning outcomes, and “investment in continuing education” includes the analysis of public and private spending for continuing education offers. Several reports document both, the development of participation rates in formal, non-formal and informal learning activities, and the related investment made by individuals, companies, and public bodies (see e.g. BMBF, 2006a; Autorengruppe Bildungsberichterstattung, 2008; TNS Infratest Sozialforschung, 2008). With regard to learning outcomes the availability of statistical data would need improvement; however, it can still be concluded that the German “demand for learning” and “investment in continuing education” can be described best on the basis of indicators, as compared to the other four evaluation parameters. Still, “accessibility to learning opportunities” is well described, too, mainly because related indicators are also based on participation rates, with a focus on special target groups. Statistics for alternative pathways of gaining access to university education are available in less detail. The parameter “creating a learning culture” would need to be backed up with more specific statistical data. Few data is available which allows tentative conclusions about the transparency of the continuing education market and related counselling and continuing education databases. Statistical data which describes the diversification of the German learning culture (e.g. availability of learning opportunities for various groups of people) and the recognition and validation of non-formal and informal learning activities is hardly available.

The availability of information on objectives, benchmarks, indicators and policies for the six lifelong learning evaluation parameters shows that the implemented lifelong learning strategy in Germany is well developed with regard to its comprehensiveness, but needs improvement on the level of coherence. The comprehensiveness is related to the parameters “demand for learning”, “investment in learning opportunities” and “accessibility to learning opportunities. As described above, the first two of these parameters are quite well documented with regard to objectives, benchmarks indicators and policies. Additionally, “access to learning opportunities” is often facilitated by specific investment and funding programmes which aim at increasing the participation rates in continuing education. Thus, an interconnection of these three parameters can be observed which supports the comprehensiveness of the German lifelong learning strategy implementation. Coherence of the lifelong learning strategy – indicated by the evaluation parameters “creating a learning culture”, “partnership working” and “quality control and indicators” – is less developed in Germany. It has to be noted that “partnership working” and “quality control and indicators” are the weakest points of the German lifelong learning strategy implementation; but already several specific programmes in these areas and the strong connection between “creating a learning culture” and “accessibility to learning opportunities” support its overall coherence.

Germany achieves average positions regarding its performance measured according to the five European lifelong learning benchmarks (see chapter 6). The benchmarks demand the reduction of the percentage of low achievement in reading literacy and the number of early school leavers, and the increase of the secondary education attainment rates, the number of tertiary graduates in STEM subjects and the lifelong learning participation rate. In a direct comparison with the other five EFELSE partner countries (Greece, Poland, Romania, Slovakia, Spain) Germany is performing good in half of the indicated lifelong learning benchmarks, but is not top performing in any respect. These results can be discussed on the basis of the literature research as well as the qualitative interviews conducted in the context of the EFELSE project. The interview participants were policy makers in field of lifelong learning and education and representatives of training providers (see “State-of-Affairs Report Germany Part II” for a detailed description and SWOT analysis of the interview results⁹²). It has to be noted, that the policy partners focused their answers mainly on weak points and challenges related to the lifelong learning strategy implementation in Germany, as well as suggestions for its improvement. The responses of representatives from training institutions however pointed rather to strengths of their daily practice in implementing lifelong learning. This can be to some extent attributed to the differing interview guidelines for both groups of interviewees; however it can also be seen as indicator of the current structural conditions: On policy level, certain obstacles prevent the coherent and comprehensive

⁹¹ E-Demos. <http://promitheas.iacm.forth.gr/e-demos/index.php>

⁹² “State-of-Affairs Report Germany Part II, see EFELSE website at <http://efelse.iacm.forth.gr>

lifelong learning strategy implementation; however, training providers do their best to come to practicable solutions during everyday business.

The three indicators “reading literacy”, “early school leavers”, and “upper secondary completion rate” refer to adult education to a lesser extent than the other indicators. They are related to formal school education and initial vocational training and therefore have not been in the focus of the interviews. Still, they are discussed briefly in the following. Results of an international comparison of these three education indicators do not only point to differences in the education system but are influenced also by factors on a socio-cultural level, e.g. influences resulting from the educational integration of people with migration background. The Programme for International Student Assessment (PISA) revealed for Germany a lower reading literacy for pupils with migration background in German language, and looking at results from German pupils only, the reading literacy proficiency level is slightly above OECD average (see BMBF, 2006c; Münz & Ulrich, 2002). With regard to “early school leavers” and “upper secondary completion rate” the performance of Germany is behind that of Poland, Romania, Slovakia, and Greece (only for early school leavers) and the positioning of Germany in the overall EU comparison is below EU average and still has not reached the set benchmark. According to CEDEFOP (2009) the European average of the upper secondary completion indicator might conceal differences caused by specific national conditions. A detailed analysis of the national conditions would be necessary for a reasonable interpretation of the German benchmarking results, however this cannot be provided in the scope of this report, and existing education reports (e.g. Autorengruppe Bildungsberichterstattung, 2008) provide mainly facts and hardly any interpretation of the data. Data reported in chapter 7 “Accessibility to Learning Opportunities & Creating a Learning Culture” shows that in Germany early school leaving does not necessarily mean that education is not continued at later stages of life. Additionally, upper secondary qualifications are acquired in Germany later than in other European countries, and with differing shares between the states (see Statistische Ämter des Bundes und der Länder, 2008). There are various possibilities to gain upper secondary qualifications at later stages of life, and to study at universities without having acquired higher education entrance qualification upon completion of formal education in grammar schools or comprehensive schools (see BA 2007/2008). During winter semester 2006/07 about 8% of the university students acquired their permission to study at universities by following a second or third education pathway (2.8%), in a vocational school (2.5%), or by other means (2.5%). For universities of applied sciences the percentage is even higher: more than half of the students gained their higher education entrance qualification in vocational schools (42%), through second or third education pathways (7.4%) or by other means (2.4%); see Autorengruppe Bildungsberichterstattung, 2008).

It has to be considered that school education and vocational education are in the responsibility of the German Federal States, and the benchmarking results for reading literacy, early school leavers, and upper secondary completion differ extensively between the states. The situation of state sovereignty in education creates a situation of competition among the states, which supports the efforts of each state to become top performing. According to results from the interviews with education policy makers this situation is to be seen as weakness at the same time: a coherent implementation of approaches towards lifelong learning – which should include not only adult education and continuing education, but also school education and vocational training – is impeded. The situation in Germany itself can be considered as heterogeneous as the one of the EU.

The qualification initiative (see Bundesregierung, 2008) aims at motivating continuous participation in education, especially in higher education. A focus is set on technology and natural science subjects, and also on increasing the number of women in these subjects at universities and motivating them to pursue related professional careers (e.g. in the context of the Komm-mach-MINT initiative; see www.komm-mach-mint.de). Although the total number of science, technology, engineering and mathematics (STEM) graduates in Germany is rather high (as compared to smaller countries), the necessity of policy activities in the field of STEM education is related to the rather low German increase in STEM graduates (see chapter 6) and the increasing demand for STEM graduates in the next years (see Schramm & Krest, 2009). The increase of STEM graduates between 2000 and 2006 reached nearly 17% (see chapter 6; European Commission, 2008), however this is clearly below the increase of the other EFELSE partner countries (although above the EU benchmark of 15%). The number of STEM graduates reached the lowest point between 2000 (see Schramm & Krest, 2009) and 2002 (see Statistisches Bundesamt, 2009b) as a consequence of a lack of interest in STEM subjects during the 1990s. Since 1996 the number of beginners in STEM subjects at universities and colleges is increasing again, especially in engineering subjects (see Schramm & Krest, 2009). However, the increase is

rather moderate which can be considered as one reason for the comparatively slow progress towards the EU benchmark. Additionally, the number of dropouts from mathematics and natural science subjects at universities is rather high as compared to other subjects (see Statistisches Bundesamt, 2009a/b). Specific initiatives aim at reducing the dropout-rate, also focusing on the issue of gender differences in this respect (e.g. “Wege zu mehr MINT-Absolventen” project⁹³ of the Verband der Bayerischen Wirtschaft – VBW and Bavarian universities). The gender gap in the number of STEM graduates reported in chapter 6 above (see European Commission, 2008) is reflected in the German statistics and several other studies. The numbers of beginners and graduates in STEM subjects differ by sex, showing a clear underrepresentation of women in this field at university, and also in related professional careers (e.g. Schramm & Krest, 2009). These results emphasise the need of further initiatives to reduce the low share of females among STEM graduates; however, the development should be advanced beyond project-based approaches and be a consistent part of the education policy in Germany.

The participation rate of adults in lifelong learning needs to be improved further, to meet both, the EU benchmark of 12.5% (25-64 years; according to the LFS survey), and the target set by the BMBF of 50% continuing education participation of adult learners (19-64 years; now 43%, according to the AES survey). The BMBF adopted the Concept for Lifelong Learning in 2008, aiming at increasing the participation rate of adults in all forms of continuing education and with a particular focus on low-qualified people (see BMBF, 2008b). In this context, the conducted interviews revealed several aspects which influence the successful implementation of lifelong learning and increase of adult learning: On a structural level, the Federalism causes unclear responsibilities and prevents coherent cooperation of the states and between the states and the Federation. The education system is too much focused on formal education and qualifications and related education pathways, and non-formal and informal approaches of education hardly considers. However, this structural threat was mainly named by policy makers. For training providers the cutting of funding opportunities and negative impacts of the current economic crisis (e.g. less funding of continuing education by companies) are more prevailing challenges. Nevertheless, there is a rather high number of formal and non-formal education offers in general and vocational continuing education (e.g. also from certified distance education providers). The existing infrastructure of continuing education provision is well developed, e.g. as a consequence of efforts made by the Federal Employment Agency to support labour market integration of unemployed people through training provision (e.g. application training). From the perspective of policy makers, the market situation among providers supports the quality of educational provision, although the difficult situation of smaller providers, which cannot always afford sufficient facilities and staff, is a drawback. Also, training providers reported problems of meeting labour market demands just-in-time, due to a lack of funding opportunities and availability of full-time personnel. Additionally, the long term efficiency of short-time trainings provided according to SGB III regulation is debatable. According to a result from the policy interviews SGBIII short-time training measures do not show the expected effect of long-term labour market integration. Still, training providers reported about the general potential of short-time offers and modularized approaches to meet the changing needs of participants and motivate participation in times that demand short and effective trainings. It would have to be analysed in more detail if the effect of short-time trainings differs for labour market integration of unemployed people as compared to employed participants who “only” seek to gain additional competences or plan to follow a new career pathway. From a financing perspective, the main problem is the reduction of public budgets for continuing education, as well as the inflexibility of some existing funding structures, which support certain target groups only. Policy makers and training providers agree on this point. Looking at the continuing education market itself, it has to be noted that the infrastructure and offers for continuing education are well developed in Germany, with a variety of public and private providers. Nevertheless, offers can only be used, if people know about it. During the interviews with policy makers it was pointed out several times that there is a lack of transparency about existing, offers and funding opportunities, and a policy makers and training providers both reported a general lack of awareness of the importance of lifelong learning at all. Overall marketing initiatives and the establishment of local learning centres were suggested as important activities in this respect by policy makers. Likewise, training providers pointed out the importance of the various target group-specific marketing activities which they already perform as part of the strategic orientation of their institutions. According to the training

⁹³ VBW. Wege zu mehr MINT-Absolventen. <http://www.bildunginbayern.de/deutsch/hochschule/aktuelle-projekte/wege-zu-mehr-mint-absolventen.html>

providers several quality assurance approaches are applied, ranging from official accreditation according to ISO9001 to individual evaluation by self-developed assessment tools. Training the trainers is widely accepted as central aspect of quality assurance, however not yet part of the internal strategies of each training institution. Policy makers consider the establishment of an overall quality assurance approach as supportive for the implementation of comprehensive and coherent lifelong learning in Germany, and it was pointed out that long-term planning in all areas of the education system is essential, taking also into account labour market requirements and the development of conditions of training providers as well.

In this report, the approach towards describing and monitoring the current situation of lifelong learning implementation in Germany was indicator based. It builds upon the interconnection of indicators with educational objectives, benchmarks, and policies. The importance of European benchmarks and indicators in the field of education has been discussed on national level during the conference “Neue Benchmarks in der EU-Bildungspolitik 2010-2020” (new benchmarks in EU education policy) in June 2006, e.g. by Weishaupt (2009) and Deiss (2009). According to Weishaupt (2009) indicators reflect quantitative facts of complex situations. They provide theory-based insight into the quality and status of the state of affairs in education processes and quality. Likewise, benchmarks can be defined as politically set targets, formulated on the basis of an analysis of the current situation, and intending its improvement. The interconnection between objectives, benchmarks, indicators and policies was also discussed by Deiss (2009) who sees benchmarks as a combination of data-based indicators and targets. Furthermore, Deiss (2009) described the use of indicators in policy making. The development of indicators interacts with policy development, and supports the monitoring of existing policies as well as the development of new ones (see figure 8.1).

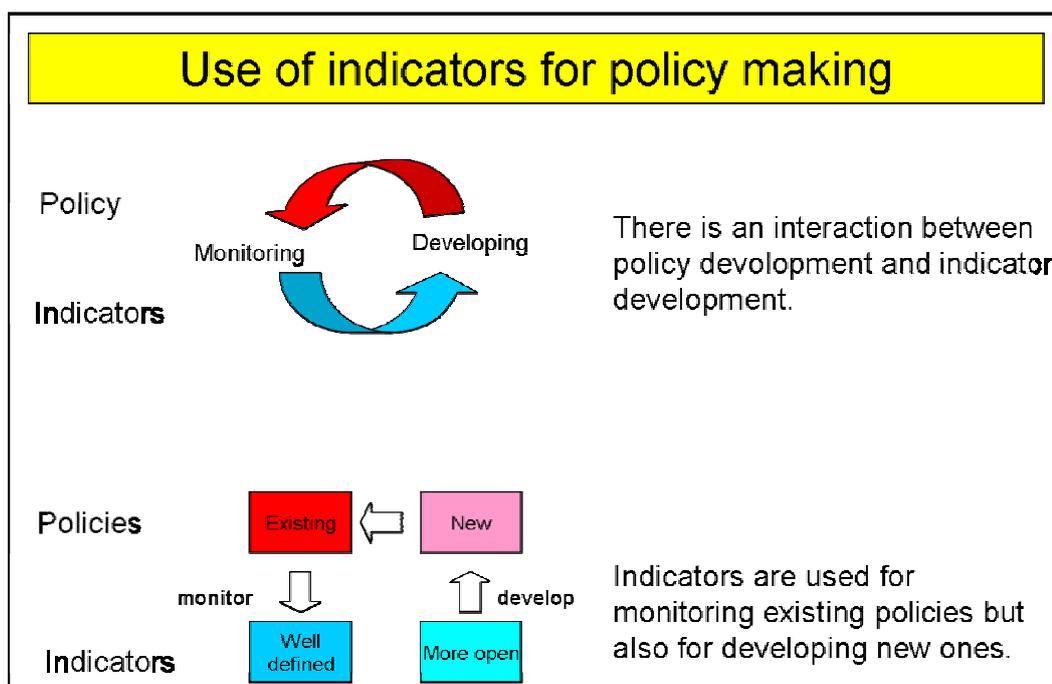


Figure 8.1. User of indicators in policy making (Deiss, 2009, p. 3).

Weishaupt (2009) points out that the five lifelong learning EU benchmarks (and the new benchmarks that are currently developed; see Council of the European Union, 2009; Hingel, et al., 2008) have a minor position compared to the OECD education indicators (e.g. OECD, 2009b), especially in a federative system. The German education reports hardly consider the EU benchmarks, but show a preference for indicators based on official statistics which allow a regionalised analysis of data. The inferior role of education benchmarks is reflected in the rather low number of benchmarks identified in the report at hand for the six LLL evaluation parameters (see chapter 7). Due to the focus on indicators, the German states are oriented towards national average results, and the communes are oriented towards the average of the state level. It would be challenging to use benchmarks instead of analytical indicators to regulate education policy making, especially as benchmarks are often rather symbolic and do not represent an obligation to act for single EU member states, and if benchmarking objectives are rather too ambitious to be reached within the specified time frame. The careful selection and definition of EU benchmarks is required as well as taking into account aspects of

differentiating benchmarks by socio-cultural characteristics such as sex and migration background (Weishaupt, 2009).

The indicators suggested in the report at hand were derived from a literature research and on the basis of existing education indicators used in Germany, in the other EFELSE partner countries, and on European level (e.g. Commission of the European Communities, 2007; Council of the European Union, 2009; Hingel et al., 2008). However, the focus of the indicators is clearly on quantitative aspects of lifelong learning, such as participation rates, completion of qualifications, and investments statistics. These indicators do not allow any conclusions about the actual development of learners' competences. The international comparison of the percentage of STEM graduates for example does not provide insight into the actual competence levels of students. In this respect, benchmarking studies on school level (e.g. PISA) would support the monitoring of competence development in STEM. This is true for participation rates in adult education also. Again, the comparison of percentages provides only a reduced view on the issued of adult education, and the establishment of the PIAAC (Programme for International Assessment of Adult Competences) aims at enhancing a broader perspective of adult learning.

The current situation of lifelong learning in Germany, and the progress of Germany towards the five EU benchmarks show that Germany is performing quite well in implementing a comprehensive lifelong learning strategy, especially with regard to funding lifelong learning activities and motivating the participation of adults in lifelong learning. Financing lifelong learning and meeting the demand for learning are basic requirements of a comprehensive lifelong learning strategy. The implementation of specific policy initiatives and programmes, and the development of a lifelong learning infrastructure support the German development in this respect, and objectives and indicators have been specified accordingly. Need for improvement has been identified with regard to the coherence of the German lifelong learning strategy implementation. This results mainly from constraints of the Federal system which impede partnership working approaches across the Länder, the establishment of a learning culture with comparable access to learning opportunities in the Länder, and the implementation of an overall quality assurance system. Furthermore, approaches for the recognition of non-formal and informal learning activities need to be advanced, and it is essential to further raise the awareness for the importance of lifelong learning.

Monitoring and measuring lifelong learning implementation requires a common understanding among all stakeholders, e.g. learners, training providers, the labour market and policy makers, on the general alignment of the lifelong learning strategy. The current discussion on the establishment of eight new lifelong learning indicators (see Council of the European Union, 2009; Deiss, 2009; BMBFBIBB conference⁹⁴) clearly shows that lifelong learning in Germany is part of an ongoing process on European level and is subject of constant change and development. We therefore recommend formulating dynamic visions of areas which need to be improved, of areas with already good performance, and of new areas which might be identified in the course of time. The visions need to draw a specific future picture of lifelong learning in Germany, focusing on desirable developments as well as on aspects that should be avoided. The formulation of visions, and the adaptation of these visions according to new developments and requirements of lifelong learning in Germany and on European level, would allow the specification, adaptation and integration of new objectives, benchmarks and indicators. It is strongly recommended to evaluate the measures that will be initiated to let the visions become reality. The EFELSE project has developed an evaluation framework (see EFELSE website at <http://efelse.iacm.forth.gr>) which provides support for policy makers and training providers in this respect. The evaluation approach suggested by the EFELSE project is to be seen as tool which can only provide initial support and needs to be adapted and modified according to the actual developments and needs on the level of policy and training provision in Germany. The already good comprehensiveness of the German strategy can then be complemented with implementation efforts that also support the coherence of lifelong learning. Following this approach can support Germany in becoming top among the European countries with regard to the implementation of a lifelong learning strategy.

⁹⁴ BMBF/BIBB. Fachtagung Neue Benchmarks in der EU-Bildungspolitik 2010 – 2020

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10. Annex A: Responsible Bodies for Adult Education and Lifelong Learning

Name (EN, DE)	Description	Time Frame	Level	URL	Reference
Bund-Länder Commission for Educational Planning and Research Promotion; Bund-Länder-Kommission für Bildungsplanung und Forschungsförderung (BLK)	Representation of the Federal Government and the governments of all Länder, cooperation on the basis of arrangements relating to educational planning and promotion of research; published the "Strategy for Lifelong Learning" (BLK, 2004); replaced by the Joint Science Conference as part of the reform of the federal structure in Germany in 2006	1970-2007	Federal, Länder	www.blk-bonn.de	BMBF, 2008b, p. 147
Chamber of Crafts and Chamber of Industry and Commerce, Handwerkskammern und Industrie- und Handelskammern	Responsible for the examination of recognised training occupations and related further training according to the Vocational Training Act and the Crafts and Trade Code	Since 2004 in this form historical origin: 1953	Federal	www.handwerkskammer.de www.ihk.de	BMBF, 2008b, p. 158
Cultural Ministries and Economic Ministries of the Länder Kultusministerien & Wirtschaftsministerien der Länder	Main responsibility for continuing education at the level of the Länder; however, many other ministries and bodies handle related issues, the extend and tasks differ between the Länder	Since 1990 in this form Historical origin: 1948	Länder	www.kmk.org/	BMBF, 2008b, p. 158
Federal Employment Agency, Bundesagentur für Arbeit (BA)	The BA is responsible for labour market services for citizens, companies and institutions, including the promotion of vocational continuing education, and cooperation with local-authority providers to promote the integration of people into the labour market; according to SGB II	Since 2002 in this form historical origin: 1927	Federal	www.arbeitsagentur.de	BMBF, 2008b, p. 157; BA website
Federal Institution for Vocational Education and Training, Bundesinstitut für Berufsbildung (BIBB)	The BIBB is a national and international centre of excellence for research on initial and continuing vocational education and training (VET) and the progressive development of VET. Its research, development and advisory work is aimed at identifying future tasks of vocational education and training, promoting innovation in national and international vocational education and training, developing new, practice-oriented solutions for initial and continuing vocational education and training. Subject to legal supervision by the BMBF; advises the Federal Government on key vocational education and training issues; instrument for cooperation at federal level among employers, trade unions the Federation and the Länder; issues annual Report on Vocational Education and Training; according to Vocational Training Act (BBiG) and the Distance Learning Protection Act	Since 2005 in this form founded: 1970	Federal	www.bibb.de	BMBF, 2008b, p. 157; BIBB website

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<p>Federal Ministry of Economy and Technology, Bundesministerium für Wirtschaft und Technologie</p>	<p>The central priority of the Federal Ministry of Economics and Technology is to lay the foundations for economic prosperity in Germany and to ensure that this prosperity is spread broadly throughout the population, partially including funding of vocational continuing education.</p>	<p>Since 2005 in this form historical origin: 1919</p>	<p>Federal</p>	<p>http://www.bmwi.de</p>	<p>BMWi website</p>
<p>Federal Ministry of Labour and Social Affairs, Bundesministerium für Arbeit und Soziales (BMAS)</p>	<p>The BMAS is responsible for labour market policy (including vocational training and continuing education), employment promotion, labour law, occupational safety and occupational medicine, pension insurance, accident insurance, the social code, prevention and rehabilitation, medical provision, system of labour courts, and social jurisdiction. Federal Minister: Olaf Scholz</p>	<p>Since 1949 different structure from 2002-2005</p>	<p>Federal</p>	<p>www.bmas.de</p>	<p>BMAS website</p>
<p>Federal Office for Migration and Refugees, Bundesamt für Migration und Flüchtlinge (BAMF)</p>	<p>The overall concept characterises the authority's transformation from an asylum authority pure and simple to become a centre of excellence in matters related to integration and migration (The Immigration Act is the statutory basis for this change). As a centre of excellence for migration, integration and asylum, the Federal Office carries out a wide variety of tasks, including promotion and coordination of the linguistic, social and societal integration of immigrants in Germany. Subordinate authority to the Federal Ministry of the Interior.</p>	<p>Since 2004 in this form historical origin: 1953</p>	<p>Federal</p>	<p>www.bamf.de</p>	<p>BAMF website</p>
<p>Joint Science Conference, Gemeinsame Wissenschaftskonferenz (GWK)</p>	<p>Successor organisation of the BLK: responsible for science and research promotion. In cooperating with the GWK, the Federation and Länder can strengthen their cooperation on questions of national, European and international science and research promotion policy and the strategic orientation of the science system. At the same time, the reform of the federal structure in Germany strengthens the responsibilities of the Länder in the area of education.</p>	<p>Since 2008</p>	<p>Federal, Länder</p>	<p>www.gwk-bonn.de</p>	<p>BMBF, 2008b, p. 150; GWK website</p>
<p>Standing Conference of the Ministers of Education and Cultural Affairs of the Länder, Ständige Konferenz der Kultusminister der Länder (KMK)</p>	<p>According to the Basic Law, the responsibility for the educational system is carried by the Länder. In this context, the KMK is responsible for trans-regional issues of educational policy, university and research policy, and cultural policy. The aims are joint opinion-forming, decision-making process, and representation of common concerns.</p>	<p>Since 1948</p>	<p>Länder</p>	<p>www.kmk.org</p>	<p>KMK website</p>

Expert bodies, consortia, committees					
<p>Authoring Group Educational Reporting, Autorengruppe Bildungsberichterstattung (previously: Konsortium Bildungsberichterstattung)</p>	<p>The national education reports are jointly commissioned by the Standing Conference of the Ministers of Education and Cultural Affairs of the Länder in the Federal Republic of Germany (KMK) and the Federal Ministry of Education and Research (BMBF) and collaboratively written by an authoring group that is also jointly accountable. The members of the authoring group hold responsible functions in the following research institutions and statistical offices: the German Institute for International Educational Research (DIPF), the German Youth Institute (DJI), the Higher Education Information System (HIS), the Sociological Research Institute at the University of Göttingen (SOFI) as well as the Federal Statistical Office and the statistical offices of the Länder; the chief responsibility lays with the DIPF.</p> <p>The national report on education periodically presents a major empirical review which covers the entire German education system. Published every two years, each report provides indicator-based information about the general conditions, features, results, and output of education processes. The reports analyse the entire structure of the education system from early childhood education and school education to vocational training, higher education and adult education. [...] The core set of indicators remains the same in each report, hence a comparison of developments is guaranteed while the accentuation differs. Educational reporting receives its specific informative power from this consistency. Moreover, each volume includes further indicators for additional subject areas.</p>	<p>Since 2005</p>	<p>Federal, Länder</p>	<p>www.bildungsbericht.de</p>	<p>http://www.bildungsbericht.de</p>
<p>Expert Commission on Financing Lifelong Learning Expertenkommission Finanzierung Lebenslanges Lernen</p>	<p>The commission was built with the aim to develop new strategies for financing lifelong learning. The commission provided a recommendation paper in 2004 regarding the financing of lifelong learning (Expertenkommission, 2004). This paper was the basis for a savings plan for continuing education provided by the Federal Government (BMBF, 2007).</p>	<p>2001-2004</p>	<p>Federal</p>	<p>www.bmbf.de/press/1219.php</p>	<p>BMBF, 2008b, p. 154, Expertenkommission, 2004</p>
<p>German Commission for UNESCO Deutsche UNESCO-Kommission (DUK)</p>	<p>The DUK cooperates with organisations and institutions in the area of science, culture, and communication in Germany for planning, implementing and evaluating the UNESCO programme. The DUK constitutes a link between the federal state and science and a national link for all working areas of the UNESCO. Its tasks are</p>	<p>The first international conference on adult education</p>	<p>International, Federal</p>	<p>www.unesco.de</p>	<p>DUK website</p>

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	<p>counselling of the Federal Government and other responsible bodies concerning UNESCO issues, supporting the implementation of the UNESCO programme in Germany, publishing information about the work of the UNESCO, and supporting cooperation between UNESCO and other institutions, organisations, and experts.</p> <p>In preparation of the 6th International Conference on Adult Education (CONFINTEA VI) the German Commission for UNESCO provided a report "The development and state of the art of adult learning and education (ALE) National report for Germany" (BMBF, 2008b).</p>	(CONFINTEA) was held in 1949			
<p>German Institute for Adult Education – Leibniz Centre for Lifelong Learning Deutsches Institut für Erwachsenenbildung – Leibniz-Zentrum für Lebenslanges Lernen (DIE)</p>	<p>The German Institute for Adult Education – Leibniz Centre for Lifelong Learning (DIE) is a central forum for the fields of science and practice in the area of continuing education in Germany. In its capacity as a service institute for the field of research, the DIE acts as a go-between for research and the field of practice in the area of adult education, supplying the foundations for research orientated towards the field of practice while developing innovative strategies.</p> <p>The DIE established a continuing education council (DIE Weiterbildungsrat) which is independent of political parties and institutions. Its tasks are supporting and providing counselling for DIE concerning continuing education policy.</p>	1957-2007	Federal, Länder	www.die-bonn.de	DIE website
<p>Innovation Circle on Continuing Education Innovationskreis Weiterbildung (IKWB)</p>	<p>The circle was initiated by the Federal Ministry for Education and Research in 2006; it was composed of experts from public life, research and science, the social partners and the Länder. The IKWB consist of four working groups related to the following continuing education aspects: Links between formal and non-formal learning, learning in the city/ region, scientific continuing education, and educational counselling. The IKWB recommended a "Strategy for the design of learning in the course of life" (BMBF, 2008a) including the following objectives: better interlinking of different education areas, expansion of advice opportunities, and integration through education. The strategy has been incorporated by the Government into the vocational qualification offensive.</p>	2006-2008	Federal	www.bmbf.de/de/7023.php	BMBF, 2008b, p. 155; BMBF website
<p>Innovation Circle on Vocational Education and Training Innovationskreis Berufliche Bildung</p>	<p>Set up by the Federal Ministry of Education and Research: the aim is the development of prospects for the further development of vocational training. The innovation circle worked on guidelines for making vocational training more flexible, easing movement</p>	2006-2007	Federal	www.bmbf.de/de/6190.php	BMBF, 2008b, p. 154-155; BMBF website

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	between vocational training, continuing education and higher education, optimising transition between school and work, and opening-up vocational training towards Europe				
Working Group "Report on Education Financing" Arbeitsgruppe Bildungsfinanzbericht	The Federal Statistical Office is responsible for writing the annual report on education financing. The Arbeitsgruppe Bildungsfinanzbericht provides related counselling. It consists of representatives of the Federal and Länder ministries for education and science, the Federal Ministry of Finance, the central data office of the finance ministers of the Länder (Zentrale Datenstelle der Landesfinanzminister, ZDL), the scientific community and the statistical offices.	Since 2008	Federal, Länder	www.bildungsserver.de/zeigen.html?seite=2838	Statistisches Bundesamt, 2008

11. Annex B - Milestones in the process of implementing a comprehensive system of LLL in Germany

Milestone (EN, DE)	Description	Time frame	Level	URL	Reference
National consultation process on the EU Memorandum on Lifelong Learning Nationale Konsultation zum EU Memorandum über Lebenslanges Lernen	The results of this consultation in 2000/01 were the basis for an official statement of the Federal Ministry of Education and Research (see BMBF, 2001). Germany is actively involved in the design and implementation of the strategic EU Programme "Education and Training 2010" as part of the Lisbon process.	2000/2001	Federal	http://europa.eu.int.comm/education/policies/lll/life/report/germany_final_de.pdf	BMBF, 2008b, p. 153
Fourth Recommendation on Continuing Education Vierte Empfehlung zur Weiterbildung	Recommends that continuing education should be made an essential component of education, with special importance being attached to personal growth in the context of lifelong learning (KMK, 2001).	2001	Länder	http://www.kmk.org/doc/beschl/vierteweiterb.pdf	BMBF, 2008b, p. 153
Strategy for Lifelong Learning in the Federal Republic of Germany Strategie für Lebenslanges Lernen in der Bundesrepublik Deutschland	In this strategy paper, the BLK (BLK, 2004) outlined opportunities for the encouragement and promotion of learning throughout all stages of life; part of the BMBF action programme LLL for All	2004	Federal, Länder	http://www.bmbf.de/de/11283.php	BMBF, 2008b, p. 153
Coalition Agreement Koalitionsvertrag	The aim of this 2005 coalition agreement between the current governing parties (CDU/CSU; SPD) is – with the help of uniform framework conditions across the Federal Republic – to strengthen links between training and continuing education to create better transfer opportunities within the education system and to facilitate lifelong learning	2005	Federal	http://www.bundesregierung.de	BMBF, 2008b, p. 153

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Continuing Education Alliance Weiterbildungsallianz	Proposed by the coalition parties in 2008 (Deutscher Bundestag, 2008); aims: improving basic conditions for lifelong learning by bringing together the Länder, social partners and stakeholders; highlighting importance of lifelong learning and raising public awareness	2008	Federal	<a href="http://www.bm
bf.de/de/1273
3.php">http://www.bm bf.de/de/1273 3.php	BMBF, 2008b, p. 153
Skill Building Initiative for Germany Qualifizierungsinitiative für Deutschland	The initiative was agreed by the Federal Government and the KMK in 2008 (Bundesregierung, 2008); aims: pooling individual initiatives to secure the supply of young skilled workers (e.g. improvement of promotion opportunities, assistance for migrants regarding movements within the education system, linking contents of training and further training, accessibility of higher education for people with vocational qualification, expansion of the grant system)	Since 2008	Federal, Länder	<a href="http://www.bm
bf.de/de/1204
2.php">http://www.bm bf.de/de/1204 2.php	BMBF, 2008b, p. 154
Concept for Lifelong Learning Konzeption für das Lernen im Lebenslauf	The Federal Government approved the Concept for Lifelong Learning on 23 April 2008. The concept links up with the measures which have been introduced under the Federal Government's Qualification Initiative. These include: Measures to improve educational opportunities for children under six years, an extensive raft of measures to improve the training situation, facilitating the transition from school to higher education, creating more than 90,000 additional places for first-year students by 2010 under the pact for higher education, drawing more attention to technology and the natural sciences, and improving opportunities for women.	Since 2008		<a href="http://www.bm
bf.de/en/411.p
hp">http://www.bm bf.de/en/411.p hp	BMBF website

12. Annex C – Laws and legal provisions at the level of the Federation and Länder

Name (EN, DE)	Description	Timeframe	Level	URL	Reference
Acts for Modern Services of the Labour Market (Hartz reforms) Hartz-Gesetze/ Hartz-Reformen	Realignment of support provided for continuing vocational education Aims: improving the competition and transparency in the area of continuing professional development supported by the Federal Employment Agency, raising the quality and efficiency of implemented measures	Since 2003	Federal	<a href="http://www.bmas.de/p
ortal/22438/uebersicht
sseite_arbeitsmarktre
form.html">http://www.bmas.de/p ortal/22438/uebersicht sseite_arbeitsmarktre form.html	BMBF, 2008b, p. 151
Basic Law Grundgesetz	The basic law enables the cooperation of the Federation and Länder for the determination of the effectiveness of the educational system in international comparison. For this purpose, an education	1949, May 23	Federal	<a href="http://www.bundestag.de/do
kumente/rechtsgrundl
agen/grundgesetz/ind">www.bundestag.de/do kumente/rechtsgrundl agen/grundgesetz/ind	Statistisches Bundesamt, 2008

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	monitoring system was implemented which continuously provides data on educational processes in Germany.			ex.html	
Career Advancement Further Education Promotion Act Aufstiegsfortbildungsförderungsgesetz (AFBG)	Financing of career advancement further education and acquisition of school qualifications at later stages of life	Amendment in 2002	Federal	www.meister-bafoeg.info	BMBF, 2008b, p. 147
Civil service acts Beamtengesetze	Opportunity for civil servants to participate in regular further professional development; Availability of paid or unpaid special leave for continuing education purposes Also applicable on the level of the Länder	1985, February 27	Federal, Länder	www.beamten-online.de/informationen/beamtenengesetze	BMBF, 2008b, pp. 148-149
Collective bargaining agreements and plant agreements Tarifverträge und Betriebsvereinbarungen	Legally effective contracts between employers and employees		Not subject to regulation by the states		BMBF, 2008b, p. 149
Continuing education laws Weiterbildungsgesetze	Basic conditions governing the public sector support of continuing education e.g. establishments operated by different providers, state recognition for the establishments, rules regarding the freedom of curriculum design, independent staff selection, qualification of training personnel, accessibility of training provisions	Differs for every Land	Länder	http://www.die-bonn.de	BMBF, 2008b, p. 149
Crafts and Trade Code Handwerksordnung	Similar to BBiG, but for craft professions	1953, September, 24	Federal	http://www.gesetze-im-internet.de/bundesrecht/hwo/gesamt.pdf	BMBF, 2008b, p. 148
Distance Learning Protection Act Fernunterrichtsschutzgesetz	Regulations and obligations for participants and providers of distance learning; provision of state licensing of distance learning courses Complemented with corresponding treaties of the Länder	1977, January 1	Federal, Länder	http://www.bmbf.de/pub/fernusg_neu_2002.pdf	BMBF, 2008b, p. 148
Federal Education and Training Assistance Act Bundesausbildungsförderungsgesetz (BaföG)	Financial support for taking Abitur examination through alternative route for mature learners Financial support for higher education is another part of this act	Since 2008 in this form	Federal	http://www.das-neue-bafoeg.de	BMBF, 2008b, p. 148

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Framework Act for Higher Education Hochschulrahmengesetz	Obligation for higher education institutions to offer continuing education and to promote continuing professional development of their staff Amendment in 1998; Fleshed out by higher education laws at Länder level	Since 2006 in this form	Federal, Länder	http://www.bmbf.de/de/8680.php	BMBF, 2008b, p. 148
Immigration Act Zuwanderungsgesetz	Including the Integration Course Ordinance Binding and legally secured range of integration courses for immigrants	since 2005	Federal	http://www.zuwanderung.de/	BMBF, 2008b, p. 151
Job-Aktiv Act (AQTIV – Activate, Qualify, Train, Invest, Place) Job-Aktiv-Gesetz	Incentivising employers to provide their staff with training Reform of labour market instruments; e.g. the concept of job rotation was introduced	Since 2001	Federal	http://www.bmbf.de/de/8500.php	BMBF, 2008b, p. 151
Labour Management Relations Act Betriebsverfassungsgesetz	Grant of time off work for participation in continuing education, for works council members and union representatives	Since 2009 in this form	Federal	http://www.betriebsverfassungsgesetz.com/	BMBF, 2008b, p. 149
Paid education leave Bezahlter Bildungsurlaub	Länder-specific laws (Exceptions: Bavaria, Baden-Württemberg, Saxony, Thuringia); granting employees individual entitlement to paid educational leave. Employees are in most cases entitled to spend five days' paid leave per year attending general, political or vocational training of their choice with a recognised provider.		Länder	Country specific websites	BMBF, 2008b, p. 171
Social Code, Book III and II Sozialgesetzbuch (SGB III and II)	Employment promotion services (SGB III) Support for job seekers (SGB II) The aim is to avoid unemployment and to support the integration of people into the workforce; Reform of SGBIII in 2002/03	Since 2009 in this form	Federal	http://www.sozialgesetzbuch-sgb.de	BMBF, 2008b, p. 147
Vocational Training Act Berufsbildungsgesetz (BBiG)	Organisation and implementation of vocational further training and retraining; Definition of related responsibilities	Since 2005	Federal	http://www.bmbf.de/pub/bbig_20050323.pdf	BMBF, 2008b, p. 148

13. Glossary

The following glossary provides terms of the German education system is directly cited from KMK (2009a, pp. 3-6).

Abendgymnasium Establishment of the so-called Zweiter Bildungsweg at which adults can attend evening classes to obtain the general higher education entrance qualification.

Allgemeine Hochschulreife General higher education entrance qualification. Entitles holder to admission to all subjects at all higher education institutions and is usually obtained at upper Gymnasium level (Gymnasiale Oberstufe) by passing the Abitur examination. The certificate of Allgemeine Hochschulreife incorporates examination marks as well as continuous assessment of pupil's performance in the last two years of upper Gymnasium level (*Qualifikationsphase*).

Bachelor The Bachelor's degree as a first higher education degree provides basic qualification for a profession. It can be obtained after a standard period of study (*Regelstudienzeit*) of at least three and at most four years at universities and equivalent institutions of higher education, at colleges of art and music, and at Fachhochschulen. Together with the Master's degree, the Bachelor's degree is part of a graduation system of consecutive degrees (two-cycle degree system) which is to replace the traditional system of higher education qualifications (Diplom and Magister). The Bachelor's degree provides the same rights as Diplom qualifications obtained at a Fachhochschule. The Bachelor's degree may also be obtained as a tertiary education qualification providing qualification for a profession at Berufsakademien.

Berufliches Gymnasium Type of school at upper secondary level offering a three-year course of education which includes both the general education subjects taught at upper Gymnasium level (Gymnasiale Oberstufe) and career-oriented subjects, such as business and technology, but which also leads to the general higher education entrance qualification.

Berufsschule Vocational school at upper secondary level generally providing part-time instruction in general and vocational subjects to trainees receiving vocational education and training within the dual system.

Diplom The Diplom degree as a higher education qualification provides qualification for a profession. It may be obtained either at universities and equivalent institutions of higher education (particularly in social or economic sciences and in natural and engineering sciences), at colleges of art and music, and at Fachhochschulen (in all subjects, with the specification Fachhochschule or FH added to the degree title).

Fachgebundene Hochschulreife Qualification entitling holder to study particular subjects at a higher education institution. May be obtained through certain courses of vocational education at upper secondary level.

Fachhochschule University of applied sciences. Type of higher education institution established in the 1970s, which has the particular function of providing application-oriented teaching and research, particularly in engineering, business, administration, social services and design.

Fachhochschulreife Qualification entitling holder to study at a Fachhochschule. May usually be obtained after 12 years of schooling at a Fachoberschule or - under certain conditions - at other vocational schools.

Grundschule Compulsory school for all children of the age of six onwards. It comprises four grades, except in Berlin and Brandenburg where it covers six grades.

Gymnasiale Oberstufe The upper level of the Gymnasium, which can however be established at other types of school such as the Gesamtschule. It comprises grades 11-13 (or 10-12, 11-12, depending on the Land). Course of general education concluded by the Abitur examination, which leads to the general higher education entrance qualification (Allgemeine Hochschulreife).

Gymnasium Type of school covering both lower and upper secondary level (grades 5-13 or 5-12) and providing an in-depth general education aimed at the general higher education entrance qualification. At present, in almost all Länder, there is a change from the nine-year to the eight-year Gymnasium in which the Allgemeine Hochschulreife is acquired after grade 12.

Hauptschule Type of school at lower secondary level providing a basic general education. Compulsory school, unless pupil is attending a different type of secondary school, usually comprising grades 5-9.

Kindergarten Pre-school establishment for children aged between three and six as part of child and youth welfare services – may be either publicly or privately maintained (not part of the school system).

Kolleg Establishment of the so-called *Zweiter Bildungsweg* where adults attend full-time classes to obtain the general higher education entrance qualification.

Kunsthochschule/Musikhochschule The colleges of art / colleges of music teach the entire gamut of artistic subjects or only certain branches of study, in some cases also the pertaining theoretical disciplines.

Magister The Magister degree as a higher education qualification providing qualification for a profession may be obtained at universities and equivalent institutions of higher education (particularly in arts subjects).

Master The Master's degree as a further higher education degree provides an advanced qualification for a profession and can be obtained after a standard period of study of one to two years at a university or equivalent institution of higher education, at colleges of art and music, as well as at Fachhochschulen. Master's study courses are differentiated by the profile types "more practiceoriented" and "more research-oriented." They require a first degree qualifying for entry into a profession. Consecutive Master's study courses build on a preceding Bachelor's study course in terms of content and are part of a graduation system of consecutive degrees (two-cycle degree system) that is to replace the traditional system of higher education qualifications (Diplom, Magister). Nonconsecutive Master's study courses and Master's courses providing further education correspond to the requirements of consecutive Master's study courses and lead to the same level of qualifications and the same rights as consecutive Master's study courses.

Mittlerer Schulabschluss General education school leaving certificate obtained on completion of grade 10 at Realschulen or, under certain circumstances, at other lower secondary level school types. It can also be obtained at a later stage during vocational training at upper secondary level. In some Länder called Realschulabschluss.

Promotion Award of a doctoral degree on the basis of a doctoral thesis and either an oral examination or a defence of the student's thesis. As a rule, the doctorate is embarked on after completing a first course of study culminating in the Magister, Diplom or Staatsprüfung, as well as after obtaining a Master's qualification, and the promotion serves as proof of ability to undertake in-depth academic work.

Realschule Type of school at lower secondary level, usually comprising grades 5-10. Provides pupils with a more extensive general education and the opportunity to go on to courses of education at upper secondary level that lead to vocational or higher education entrance qualifications.

Sonderkindergarten Pre-school establishment for children with disabilities – also known as a *Förderkindergarten*.

Sonderschule Special school – school establishment for pupils whose development cannot be adequately assisted at mainstream schools on account of disability. Also known as *Förderschule*, *Schule für Behinderte* or *Förderzentrum*.

Staatsprüfung State examination concluding a course of study in certain subjects (e.g. medical subjects, teaching, law). Also refers to examination taken by law students and teaching students at the end of their preparatory service (known as the Second State Examination). The examinations are administered by examination committees staffed not only by professors from the institutions of higher education but also by representatives of the state examination offices of the Länder.

Technische Hochschule/Technische Universität Type of higher education institution equivalent in status to university. Focus traditionally lies in natural science and engineering.

Verwaltungsfachhochschule Fachhochschule maintained by the Federation or a Land which trains civil servants in a particular sector of public administration for careers in the so-called higher level of the civil service.