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SUMMARY

The report was produced in the context of the project “MASON – Mainstream SocioCultural Dynamics to enhance NLLLS”. With regard to diversity of socio-cultural dynamics which have influences on LLL the analysis of socio-cultural dynamics and NLLL in Europe will be divided into three parts. This report is part I and focuses on basic information about the educational system, on LLL strategies in the national context as well as on LLL indicators. Current educational issues and data concerning LLL and socio-cultural dynamics will be described in part II. Consequences of the current LLL developments which will be based on discussions with stakeholders of LLL will be exposed in part III.

This report (part I) 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 six other MASON partner countries Bulgaria, Greece, Finland, Poland, 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. It is performing well in half of the indicated lifelong learning benchmarks but is not top performing in any respect. For each of the parameters the German benchmarks and indicators are identified and described. 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.

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Background of LLL in Europe

This report comprises of the “desk work” that relates to literature research about Lifelong Learning (LLL) in each country. In the following the current situation of LLL strategies and indicators will be illustrated.

1. Definition of LLL in the national context

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 MASON project’s overall aim is the definition of criteria for the successful definition/implementation of Life Long Learning Strategy regarding the current social-cultural dynamics in the national context. 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 MASON target groups include stakeholders which are involved in education/training to upgrade or to develop new knowledge and skills offered by education/training institutions regarding the LLL strategies. Further, they are representative of the learning traditions in the EU.

The National LLL Strategies and the national contexts of Greece, Bulgaria, Slovakia, Poland, Spain, and Germany constitute the MASON 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
- 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

The German LLL strategy according to the BLK (2004) aims at describing:

“[...] how all citizens can be encouraged to participate in learning during all phases of their lives and in all spheres of life, at different learning sites and through many different types of learning. Lifelong learning includes all forms of learning – whether formal, non-formal or informal. (BLK, 2004, p.5)

Therefore, “learning” in this context means the constructive process which confers experiences and information into knowledge and skills (BLK, 2004). Further, the LLL strategy developed by BLK refers to target groups of different ages (from childhood, adult learners to elder persons). With regard to the projects objectives, this report will only take adult learners into account.

"Adult life" is a phase which is increasingly determined by change, and for some by breaks and interruptions – a fact which clearly demonstrates the need for lifelong learning. Because of their strong involvement in professional life and family life time is very scarce for adults. Therefore, the possibility to structure their own learning (self-directed learning) is very important for them. The skills acquired through informal learning in the family, on the job and through leisure activities become employable qualifications through documentation and recognition. The modularization of learning content makes it possible to gradually build up individual competency profiles. Personal, social and occupational skills can be further developed in courses offered for continuing general, vocational and political education. The term "the elderly" is defined as including mostly adults who will soon enter retirement or are already retired. Formal learning becomes less important; learners have greater freedom to decide for themselves whether, how and for what purpose they should take part in learning activities (self-directed learning). Achieving or retaining independence and autonomy even at an advanced age is one major goal of lifelong learning during this phase of life. With regard to the development of competencies, it is obvious that preserving skills and abilities is more important than developing new ones. The learning activities of the elderly also have a compensatory function, in particular for the last years of occupational life, for retirement and in order to make up for deficits. At the same time, older people also acquire new skills in order to pass on their experience and knowledge or to do voluntary work. The removal of age-specific obstacles in existing educational programmes is a prerequisite for fair access to lifelong learning also for the elderly.” (BLK, 2004, p.6f.).

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.) 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. 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.

2. Theoretical background - LLL and Education in the national context

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. These states are called “Länder” which 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).

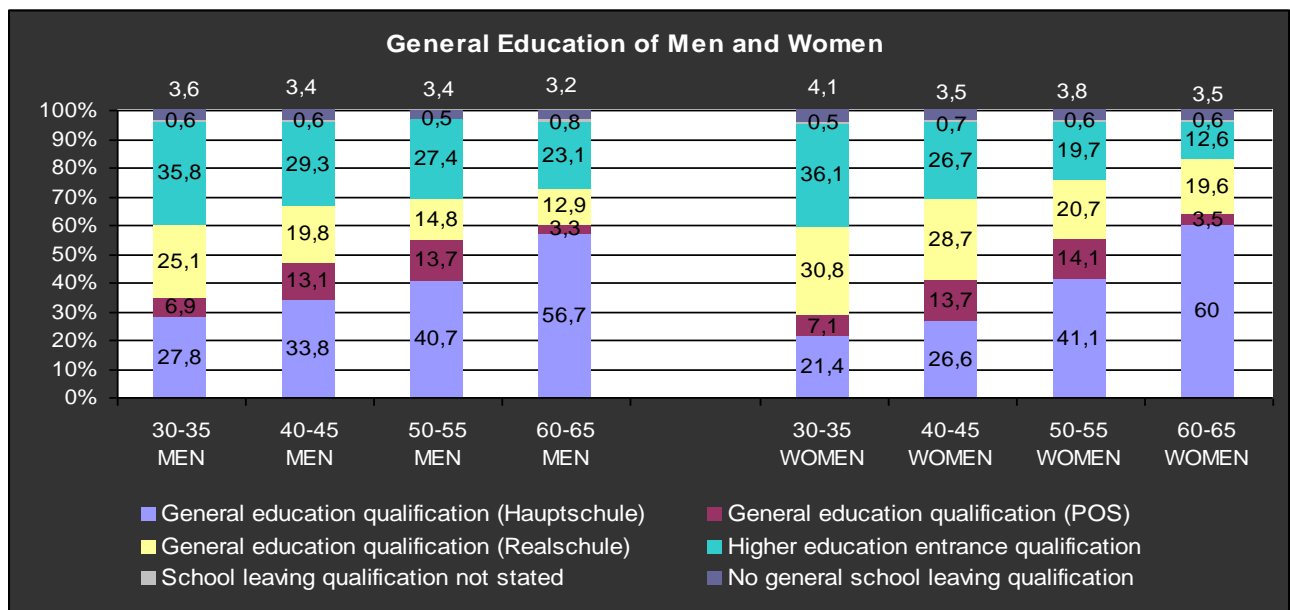
In-service teacher training is compulsory for teachers who have completed initial education. Again, Länder specific regulations apply with regard to the extent and content of these trainings (Lehrerbildungsgesetze; teacher education laws). To support cooperation across the Länder, an association for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

2.1. 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 2.1.1). The development of vocational qualifications in Germany is presented in figure 2.1.2. The results show that young persons have completed vocational education at the university more often than older persons, especially women (Autorengruppe Bildungsberichterstattung, 2008)

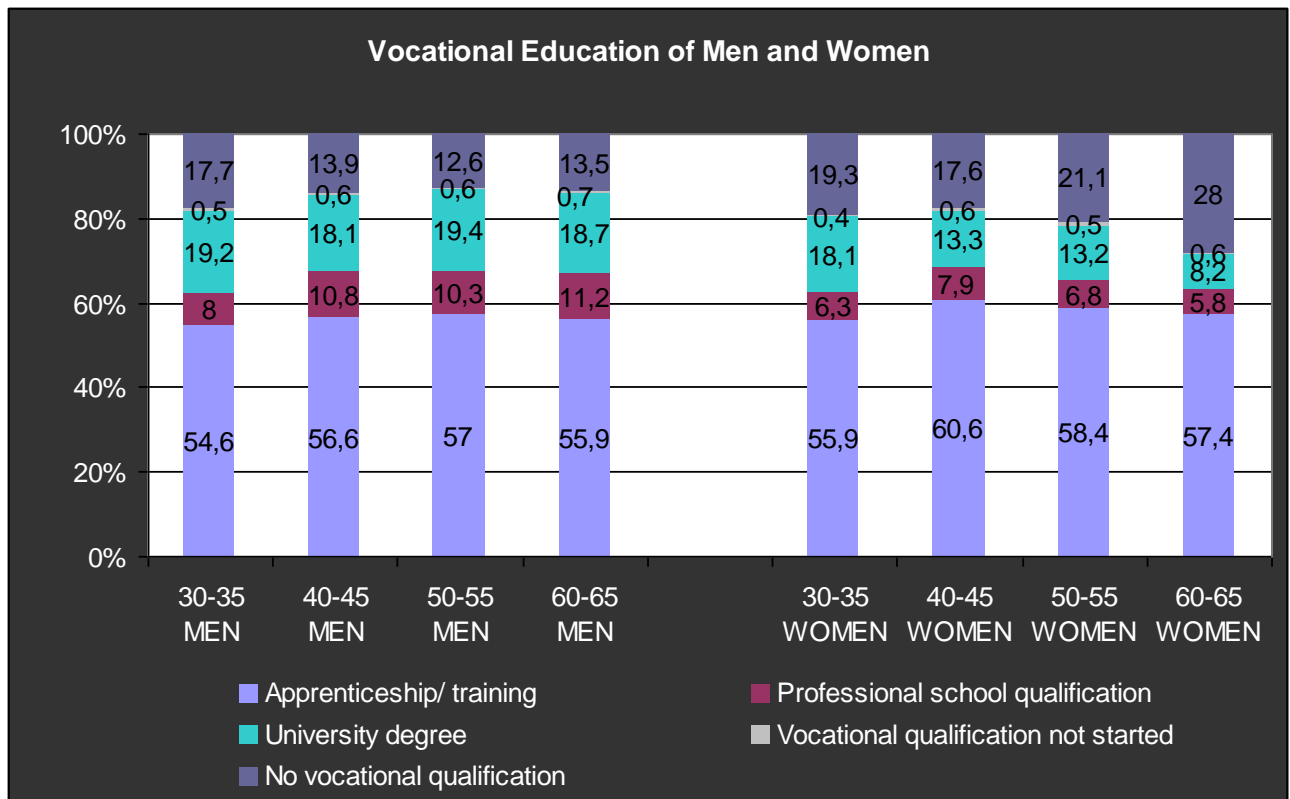
The increasing number of women with higher education certificates and vocational qualifications additionally contributes to the rising educational level of the German population. However, there is still a considerable amount of people in all age groups who do not have any school leaving qualification 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 2.1.1 General educational level by age groups and sex¹.

¹ Notes for figure 2.1.1. Hauptschule, including primary school qualification; Higher education entrance qualification, including qualification for universities of applied science.



Source: Autorengruppe Bildungsberichterstattung (2008).

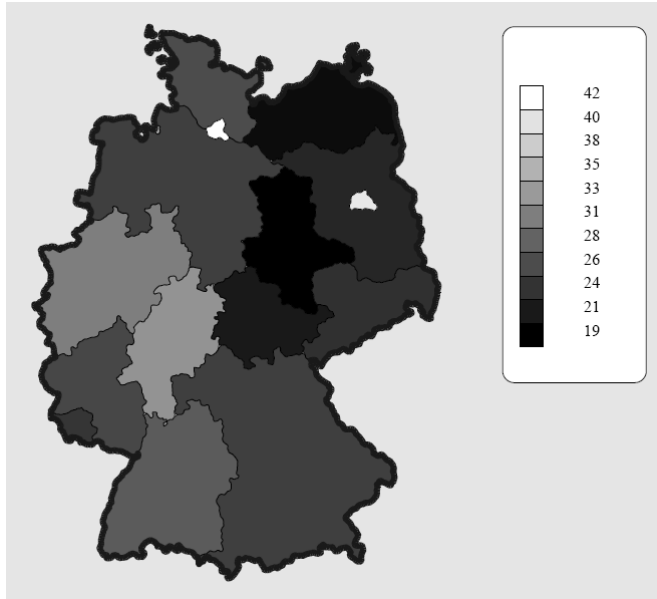
Figure 2.1.2. Vocational educational level by age groups and sex².

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 2.1.3), higher education degree (figure 2.1.4.), and completed apprenticeship training (figure 2.1.5). 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 2.1.6 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

² Notes for figure 2.1.2.: 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

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.

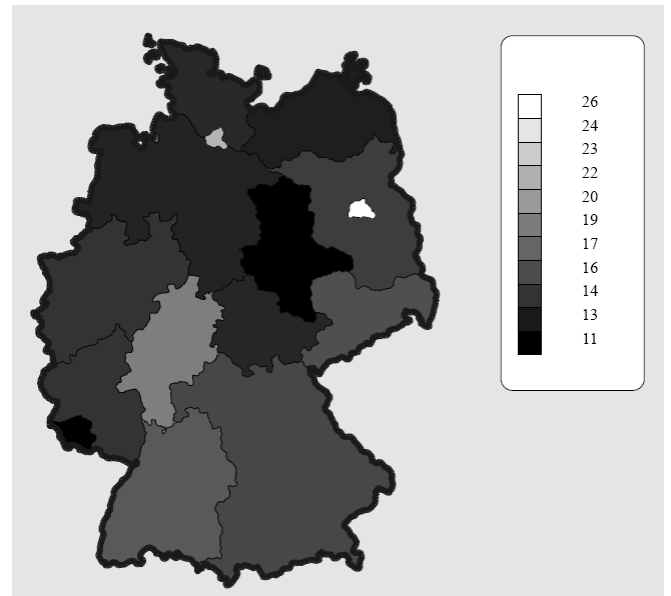


Source: Statistische Ämter des Bundes und der Länder, Mikrozensus 2006 (Autorengruppe Bildungsberichterstattung, 2008, p. 235).

Figure 2.1.3. Population (25-64 years) with higher education entrance qualification by Land, in percent.

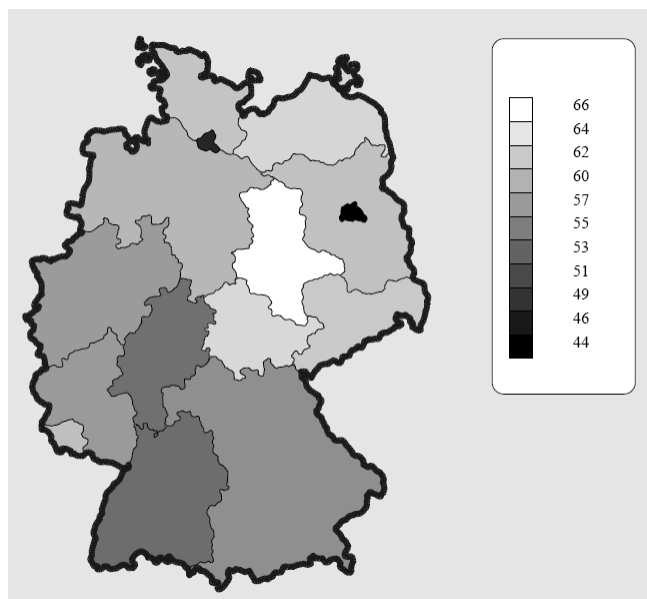
Source: Statistische Ämter des Bundes und der Länder, Mikrozensus 2006 (Autorengruppe Bildungsberichterstattung, 2008, p. 236).

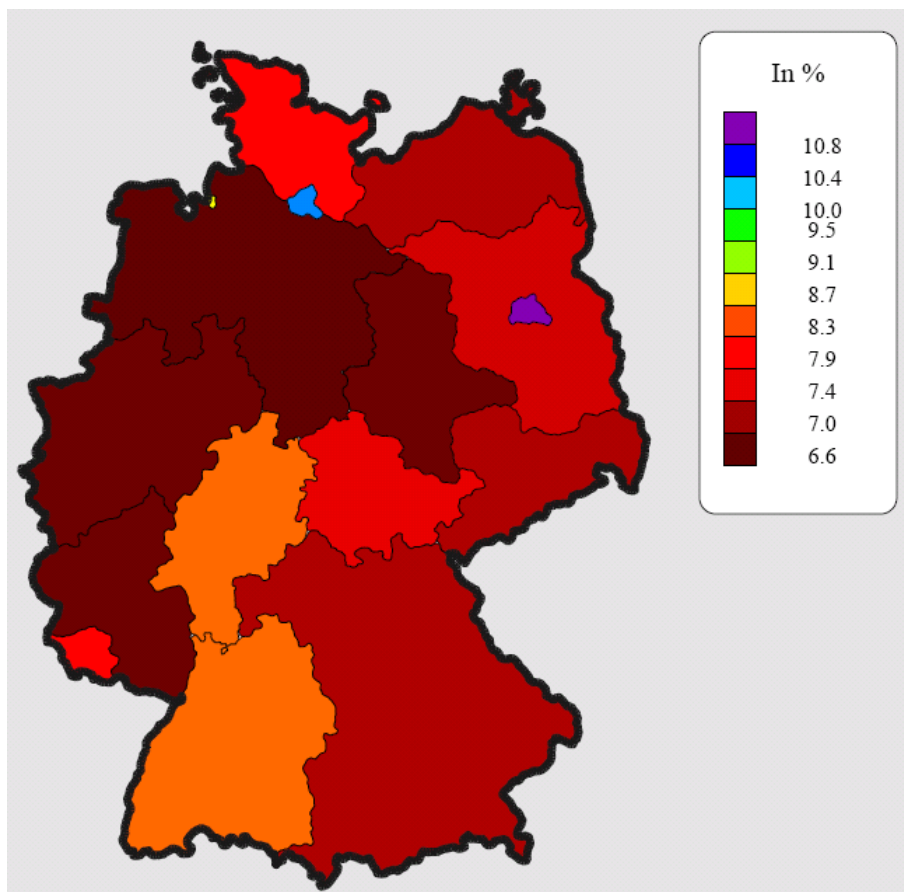
Figure 2.1.4. Population (25-64 years) with higher education degree by Land, in percent.



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

Figure 2.1.5. Population (25-64 years) with completed apprenticeship training by Land, in percent.





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

Figure 2.1.6. Lifelong learning participation rate of the German population (25-64 year) by state, in %.

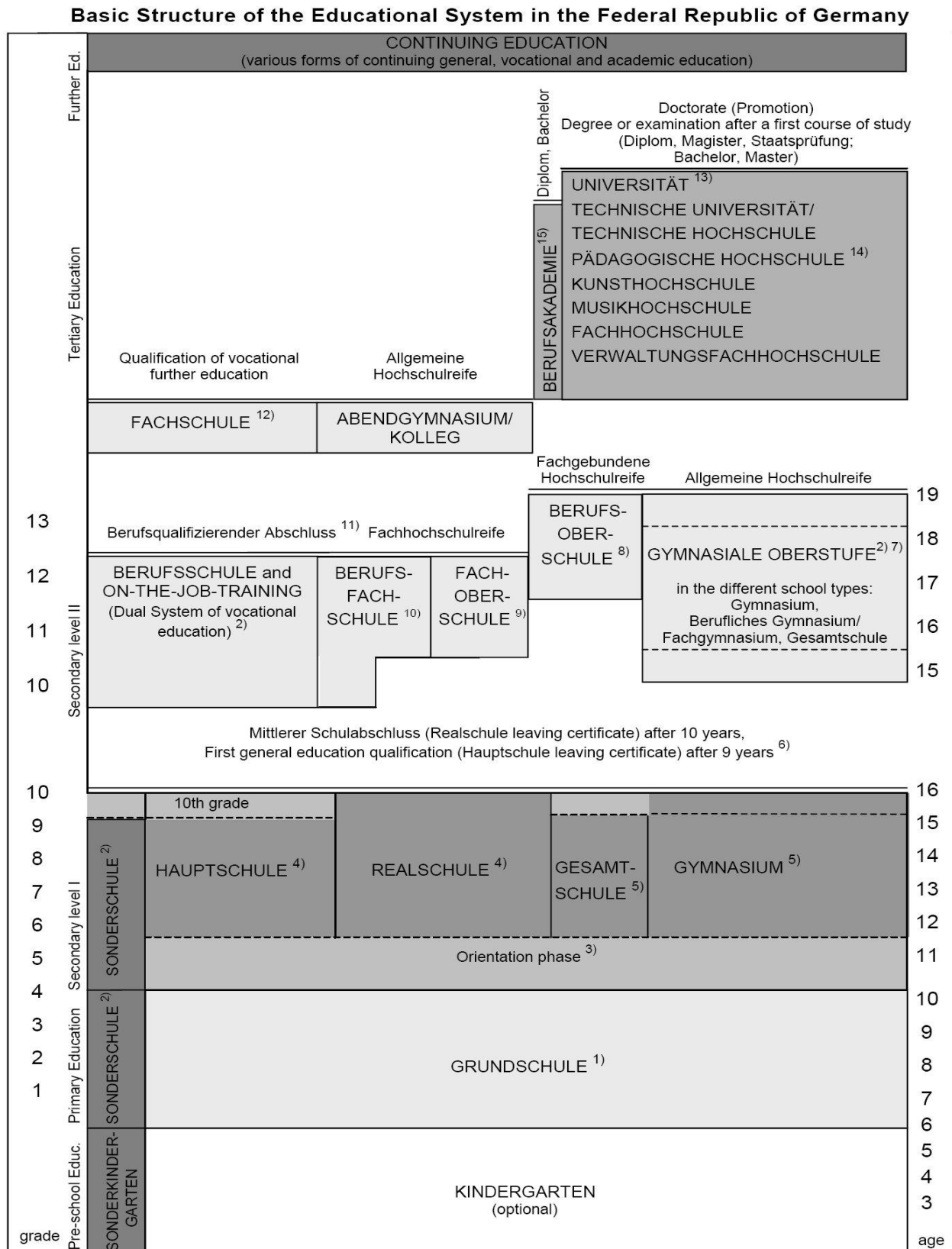
2.2. Educational System

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 2.2 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.



Source: KMK (2009a, p. 2). For annotations see next page.

Figure 2.2. Basic structure of the Educational System in the Federal Republic of Germany

These annotations for figure 2.2 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 200

3. 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.)

3.1. The role of continuing education in LLL

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.

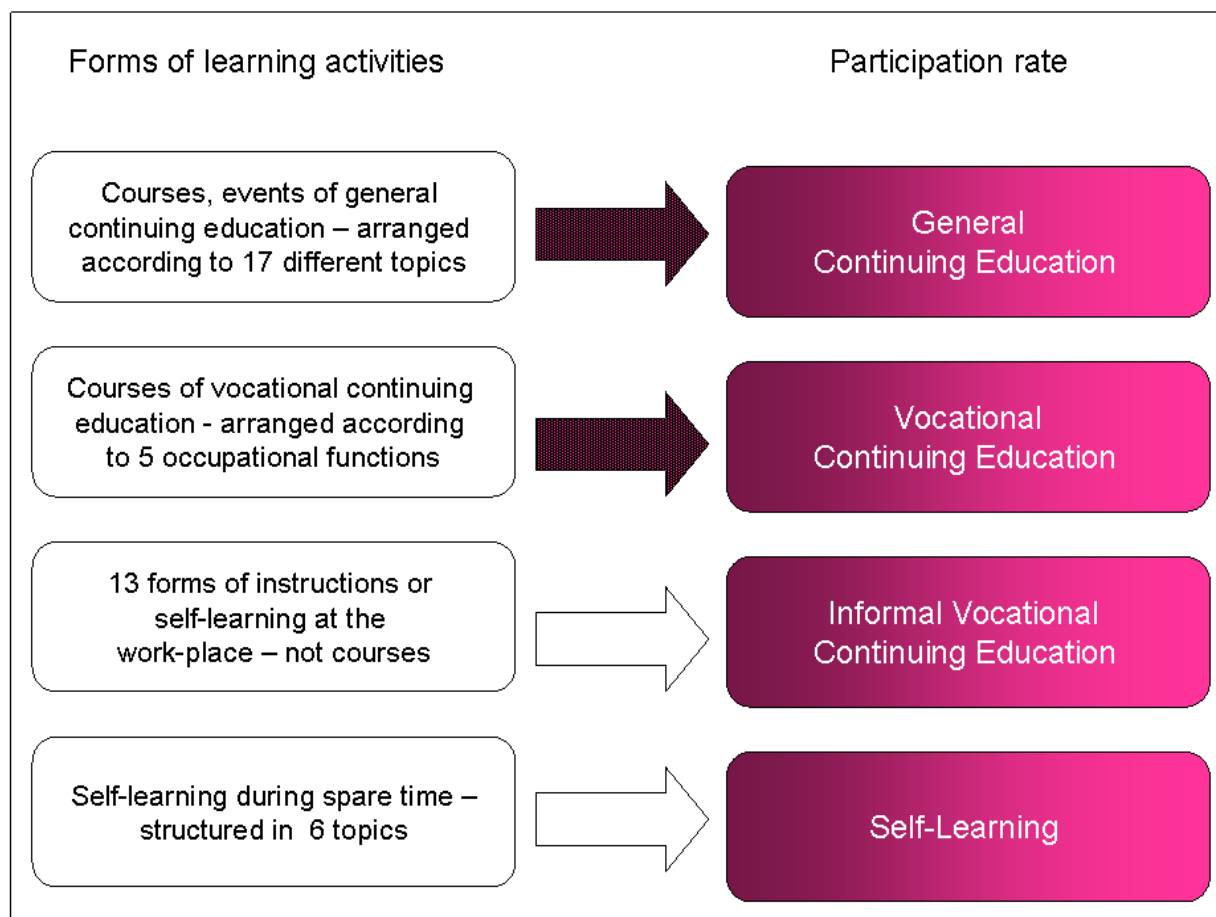
3.2. Structure of LLL educational market and its actors

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 3.2). 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 3.2. Definition of Continuing Education by Berichtssystem Weiterbildung.

3.3. 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 3.2) 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.

3.4. 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.

3.5. 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).

3.6. 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).

3.7. 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 extend 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 and 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).

3.8. 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 offers³): ca. 1.05 million, occupied by ca. 500.000 people (53% women; 47% men)

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 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 1. Organisational affiliation of training providers.

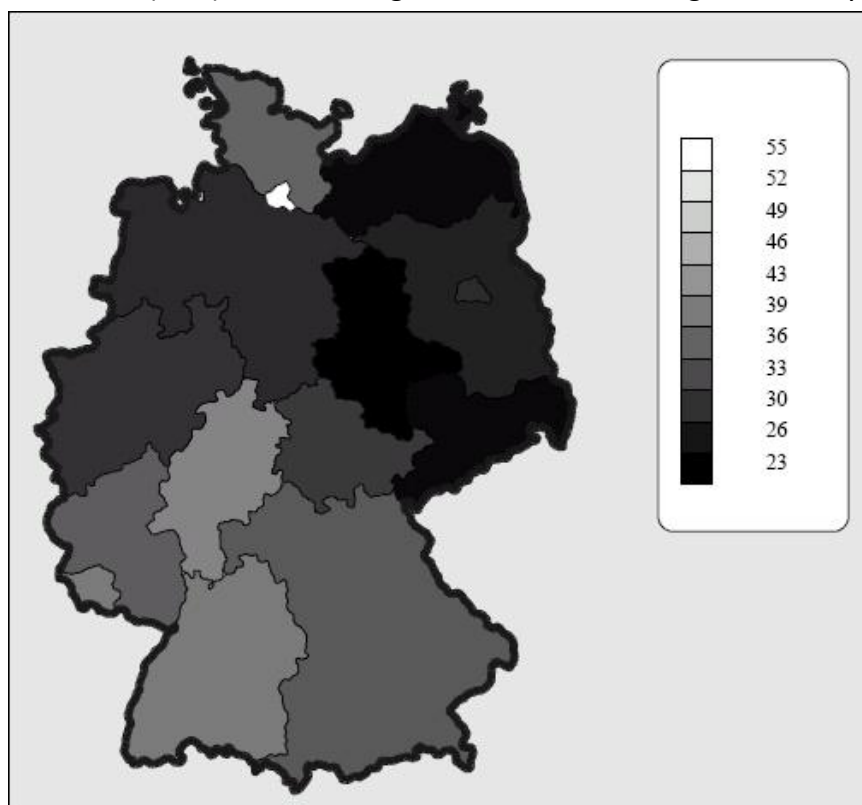
The training offers of providers are allocated to the different areas of continuing education as follows (multiple answers were possible; WSF, 2005): continuing general/ political education (8%), continuing vocational education (67%), continuing general/ political and vocational education

³ 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.

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

3.9. 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).

4. State of Affairs

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. Regarding the LLL in Germany, the BLK (2004) underlined 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).

4.1. Policies on LLL and continuing education

Lifelong learning has become a central topic in Germany in recent years, for innovations in the education system on the one hand and for efforts to open up more access and opportunities for disadvantaged educational groups (Kruse, BMBF, 2003). The Federal Government's developed the action programme "Lifelong Learning for Everyone" in 2001 (launched by the Federal Ministry of Education and Research) in order to promote lifelong learning in Germany (Kruse, BMBF, 2003). The programme's framework conditions should be created for everyone which aims at:

- *developing a willingness to pursue lifelong learning,*
- *acquiring the skills required for lifelong learning, and*
- *availing themselves of and fully utilise both institutionalised and new learning opportunities in their daily living and working contexts.*

4.2. Legal basis for LLL

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. 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).

4.3. Milestones for LLL

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).

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.

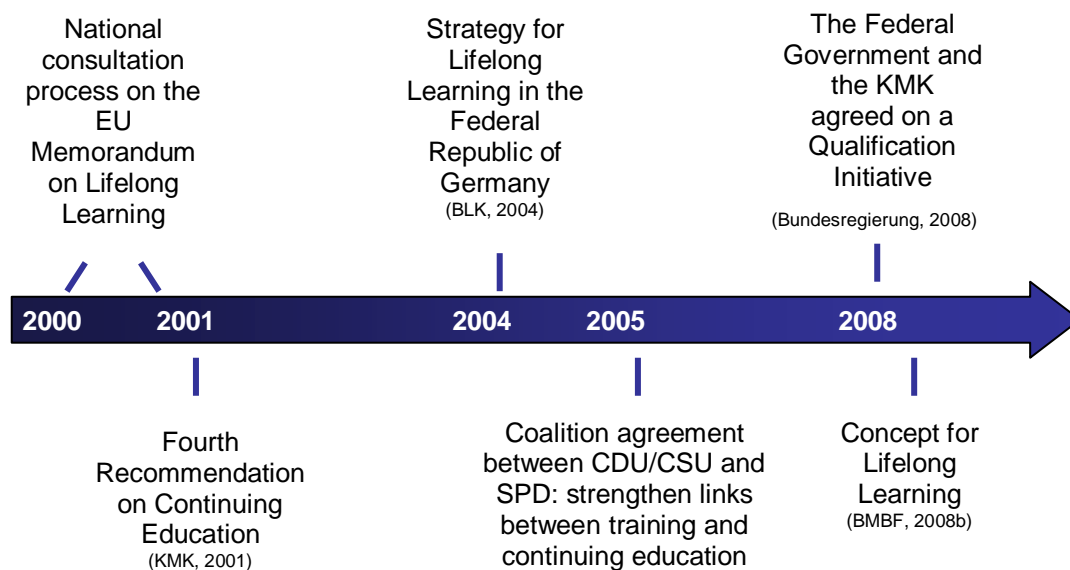


Figure 4.3. Timeline of LLL implementation milestones in Germany.

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 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

<i>development aspects</i>	<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 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 cited⁴).

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.*

⁴ BMBF. Lifelong Learning. <http://www.bmbf.de/en/411.php>

- *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 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.

4.4. Status with regard to the “Education and Training 2020” 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 3.1 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 3.1. 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 3.2. 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, phase 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 5 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

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

Table 3.2. 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).

4.5. Position of LLL in international comparisons and with regard to European indicators

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 website⁵). 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).

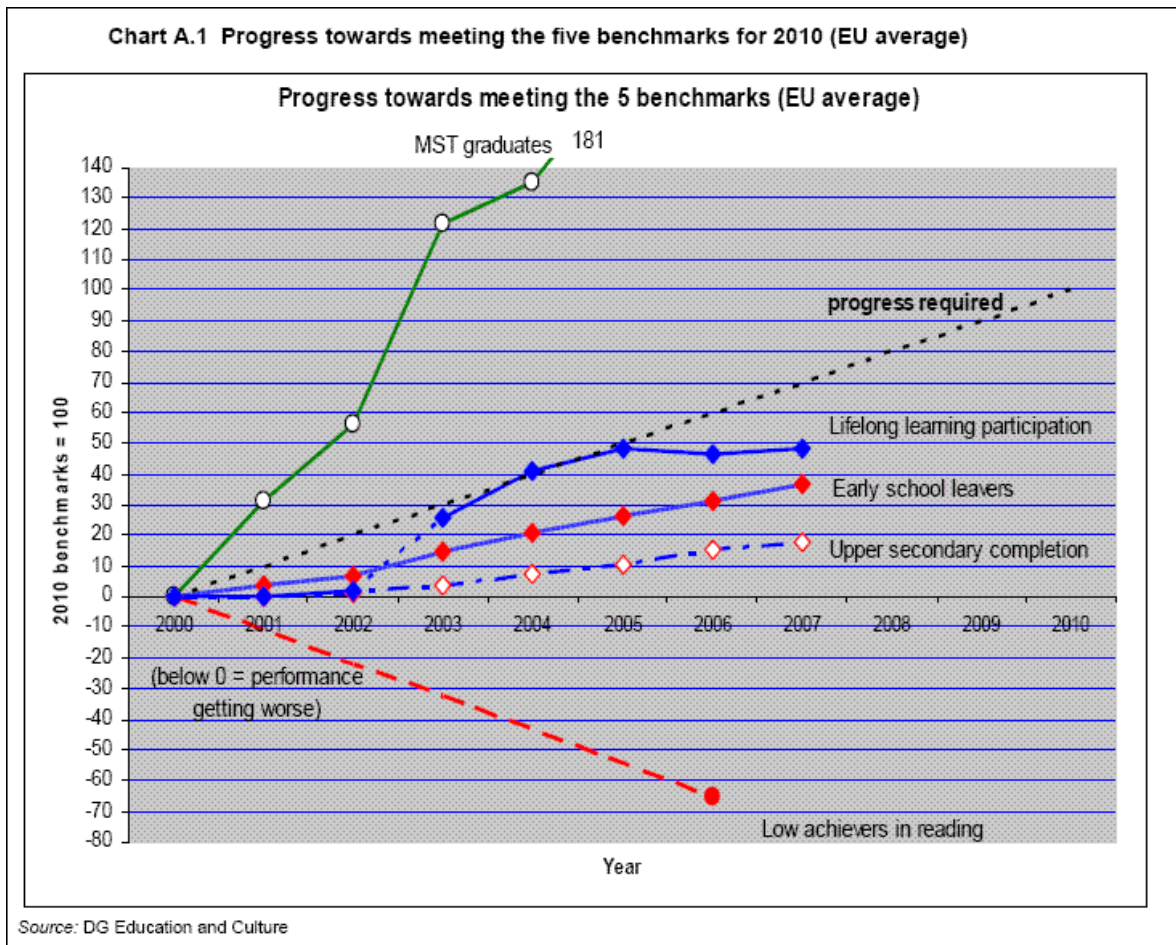
The European Communities (Hingel et al., 2008, p. 10) have formulated the following five benchmarks⁶:

- “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 4.5) 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.

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

⁶ An update and development of three new benchmarks is currently performed (Council of the European Union, 2009).



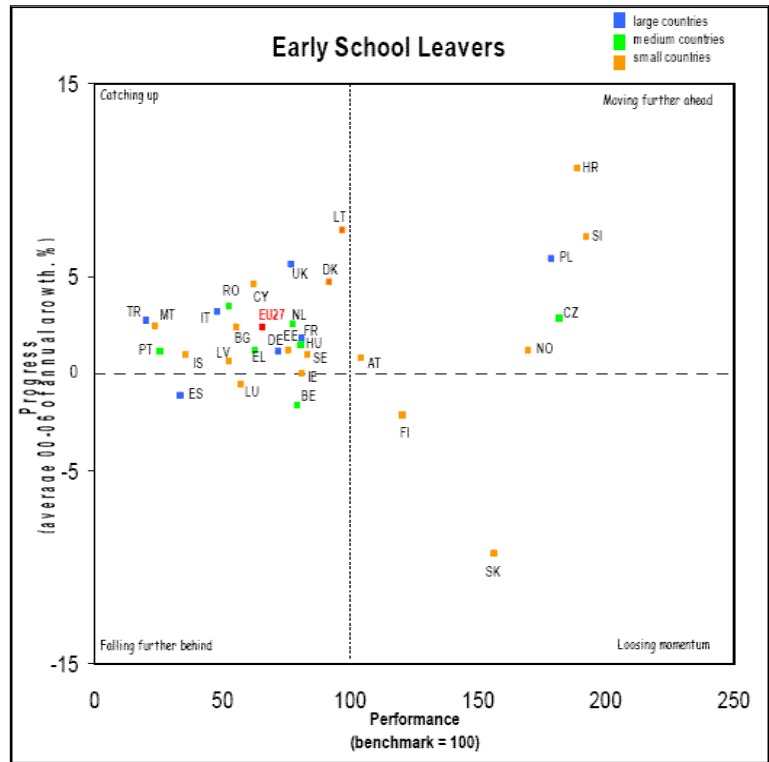
Source: Hingel, et al. (2008, p. 11)

Figure 4.5. Progress towards meeting the 5 EU benchmarks for 2010 (EU average)

4.6. Early School Leavers

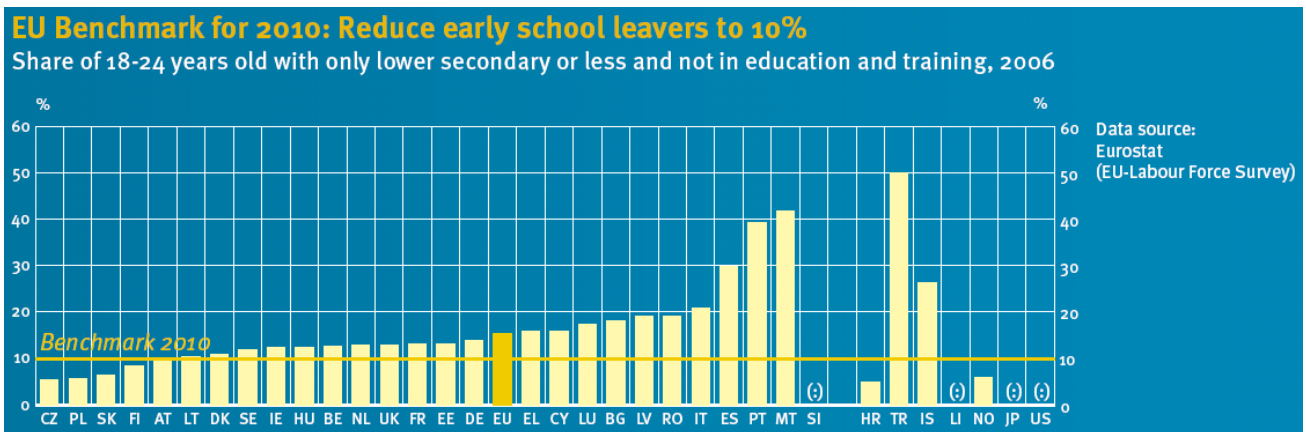
With regard to the *share of 18-24 year-olds with only lower secondary education or less and not in education or training*, the performance level of Germany in 2006 is above the LFS EU27 average (Hingel et al., 2008; see figure 6.2). The 2010 benchmark has not yet been reached. Still, more than 10% of the 18-24 year olds are “early school leavers” (European Commission, 2008; see figure 4.6.2).

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 4.6.1; European Commission (2008, see figure 4.6.2).



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

Figure 4.6.1⁷. Early school leavers benchmark performance and average of annual growth 2000-2006.



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

Figure 4.6.2. Share of 18-24 years old with only lower secondary or less and not in education and training in 2006.

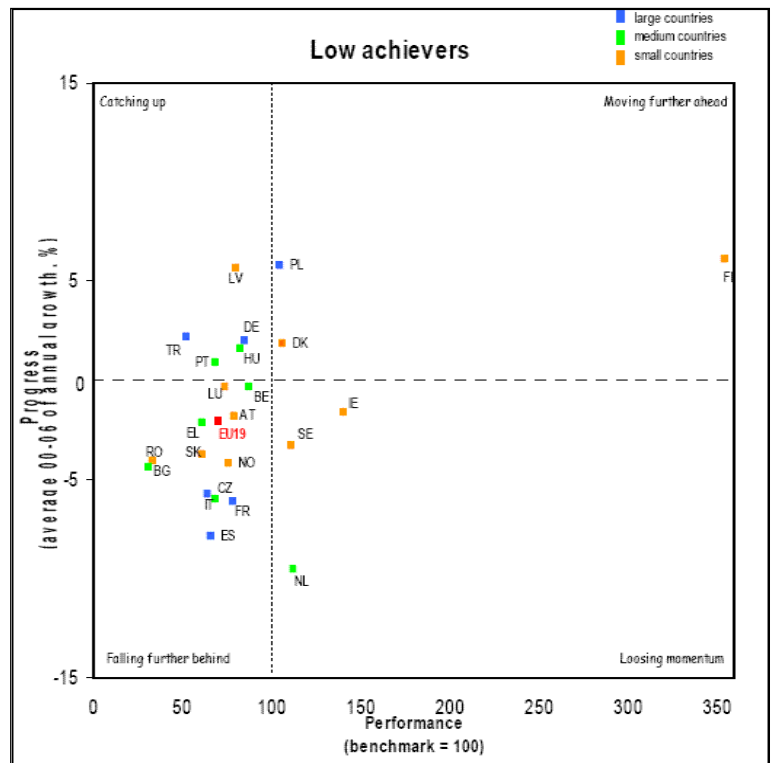
⁷ Notes for figure 6.3- 6.13: Benchmark for 2010 = 100 (Performance)

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

4.7. Low Achievers in Reading

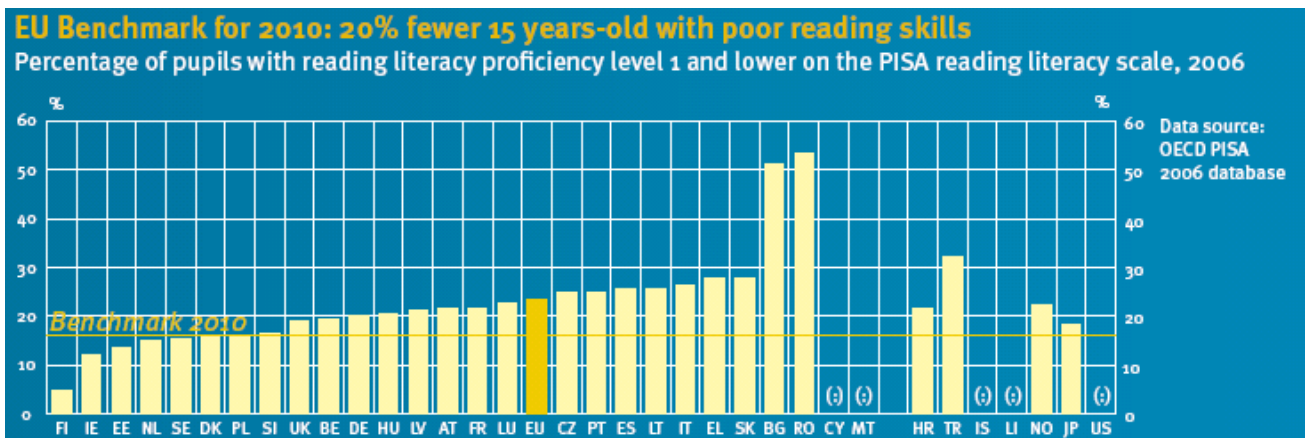
Germany is catching up with regard to the *percentage of pupils with reading literacy proficiency level 1 and lower on the PISA reading literacy scale*. The German reading literacy proficiency level in 2006 is above EU19 average, and the majority of countries is still falling behind (Hingel et al., 2008; see figure 4.7.1). 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 4.7.2).

The average *growth rate of low achievers in reading* between 2000 and 2006 was negative (Hingel et al., 2008; see figure 4.7.1). This was also reported by the OECD (2007): the PISA reading score in Germany increased between 2000 and 2006, although not significantly (see figure 4.7.3).



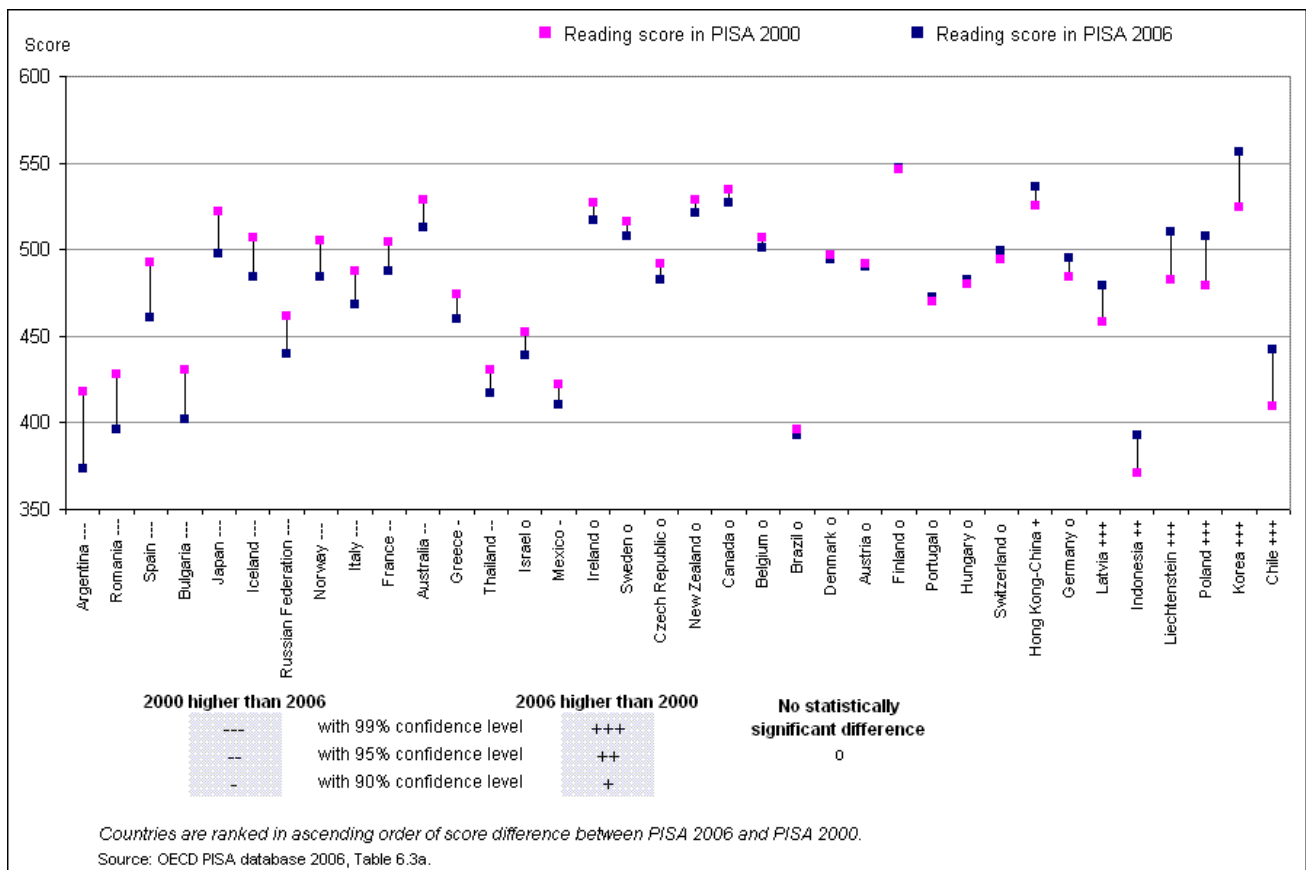
Source: Hingel et al. (2008, p. 14)

Figure 4.7.1. Low achievers benchmark performance and average of annual growth 2000-2006.



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

Figure 4.7.2. Percentage of pupils with reading literacy proficiency level 1 and lower on the PISA reading literacy scale in 2006.



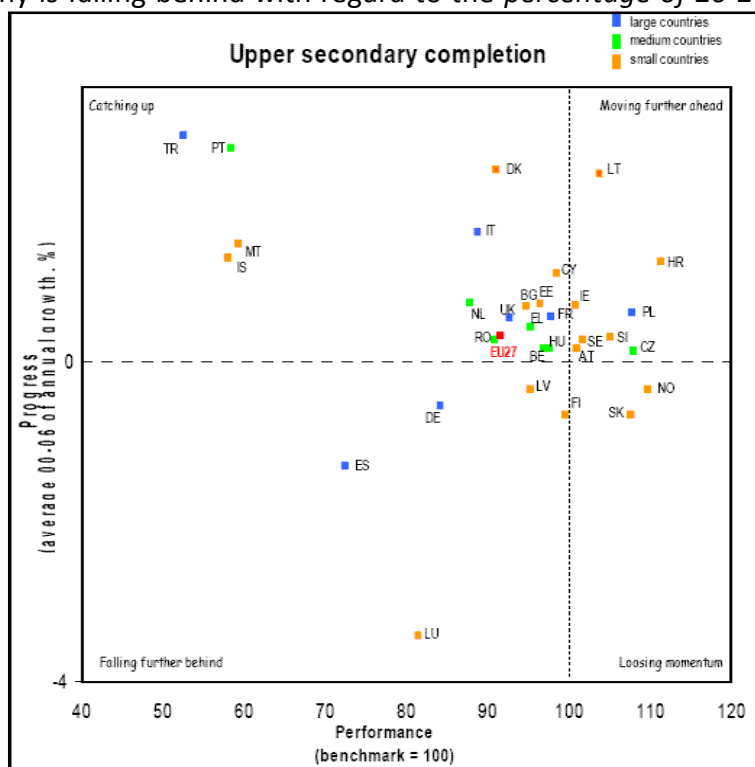
Source: OECD (OECD, 2007, p. 301)

Figure 4.7.3. Differences in reading scores between PISA 2000 and PISA 2006.

4.8. Upper Secondary Completion Rate

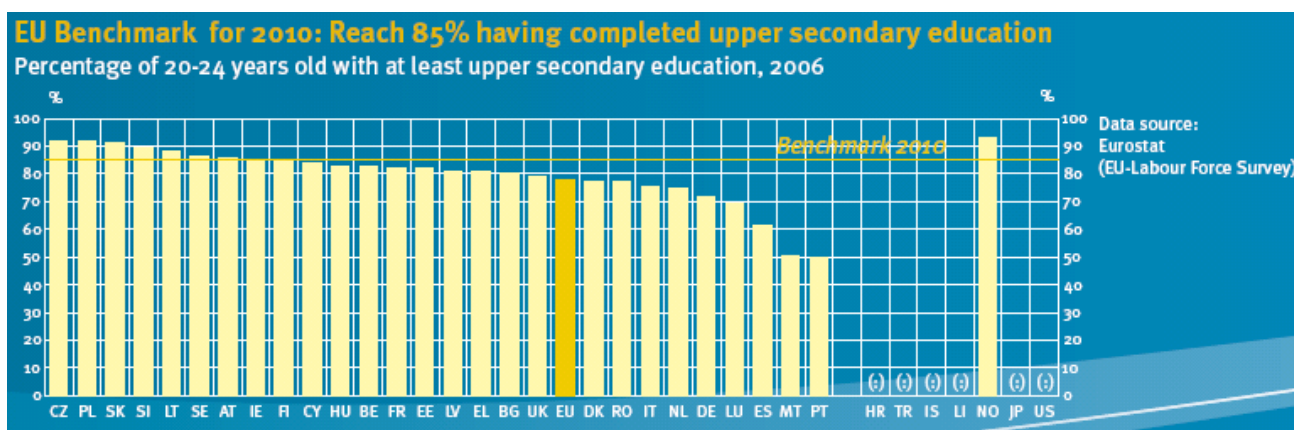
According to Hingel et al. (2008), Germany is falling behind with regard to the *percentage of 20-24 year-olds with at least upper secondary education*. The performance level in 2006 is below that of LFS EU27. In addition, it is also below that of most other EU countries (see figure 4.8.1 6.7). The LFS 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 4.8.2).

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 4.8.1).



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

Figure 4.8.1. Upper secondary completion benchmark performance and average of annual growth 2000-2006.



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

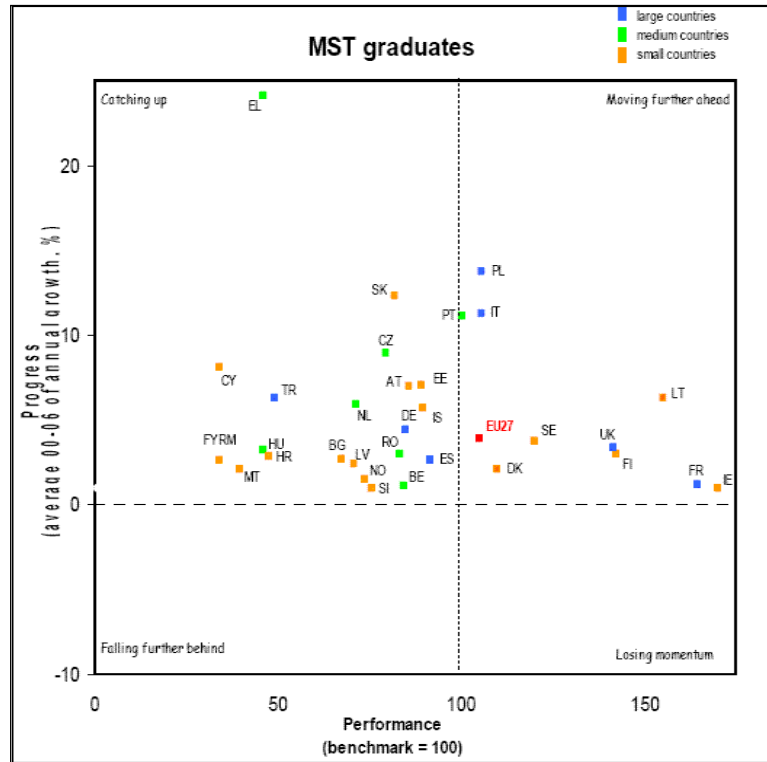
Figure 4.8.2. Percentage of 20-24 years old with at least upper secondary education in 2006.

4.9. 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.

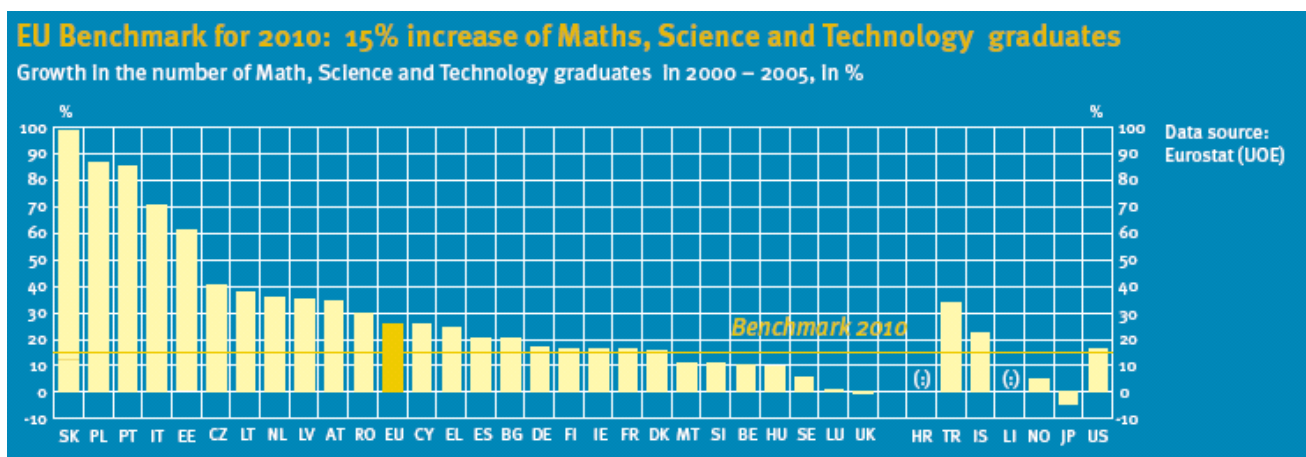
With regard to the average *growth rate of MST graduates* between 2000 and 2006 Germany is slightly above the EU27 average. No country is falling behind or losing momentum in both categories (Hingel et al., 2008; see figure 4.9).

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 4.9.2). 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 4.9.1. MST graduates (benchmark performance and average of annual growth 2000-2006).



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

Figure 4.9.2. 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 4). 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

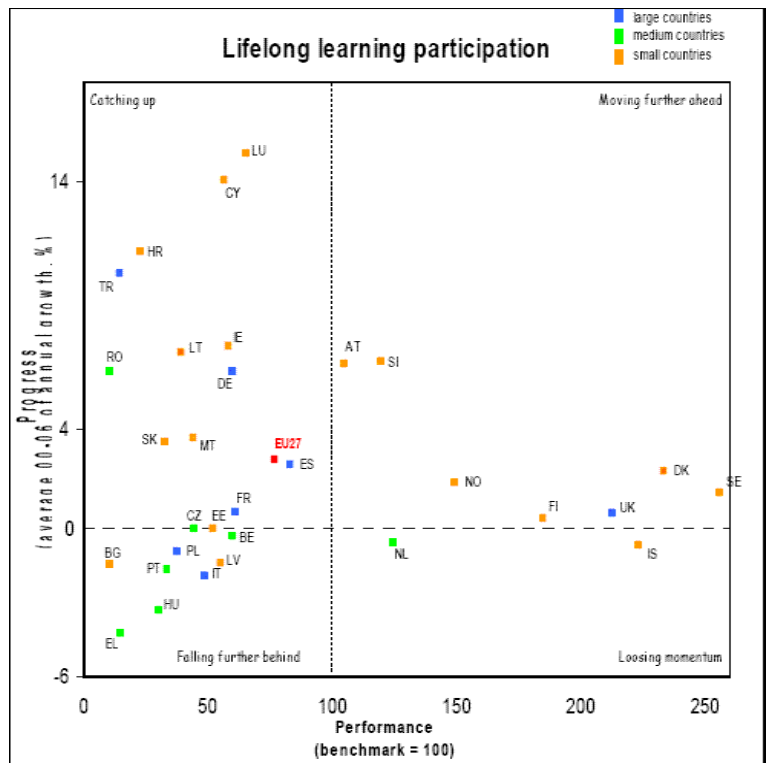
Source: OECD (OECD, 2009b), Australia/Canada/Italy based on 2006 data

Table 4. Percentage of tertiary graduates at ISCED level 5A and 6, by field of education in 2007

4.10. Lifelong Learning Participation Rate

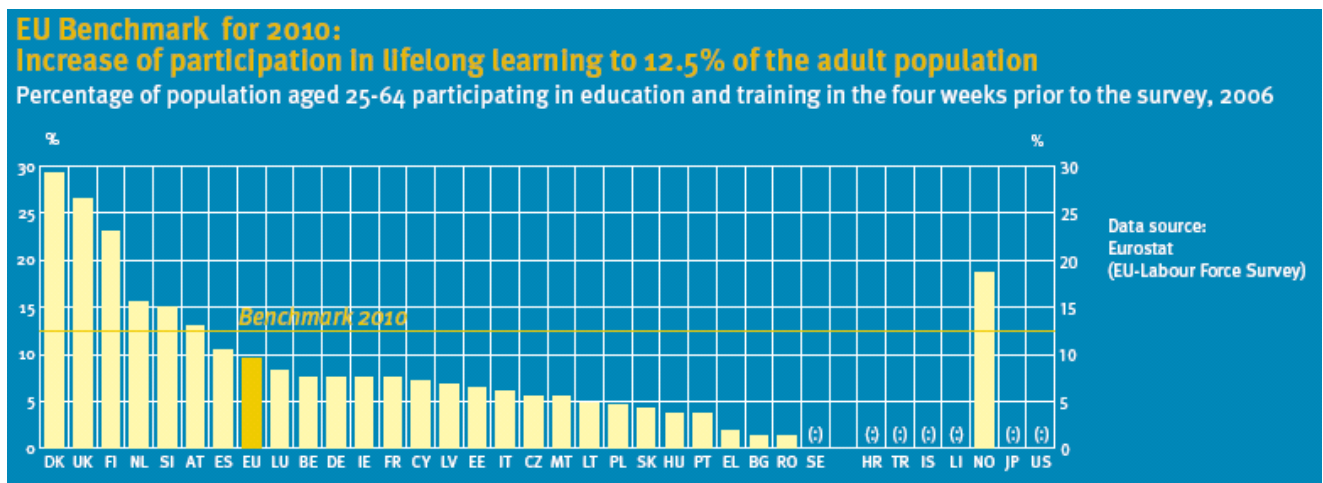
Germany is catching up with regard to the *percentage of population aged 25-64 year-olds participating in education and training in the four weeks prior to the LFS survey*. In 2006, the participation in lifelong learning was below LFS EU27 average (Hingel et al., 2008; see figure 4.10.1) and the Germany is still below the 2010 benchmark of 12.5% lifelong learning participation of 25-64 years old adults (European Commission, 2008; see figure 4.10.2). 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 4.10.1).



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

Figure 4.10.1. LLL participation rates benchmark performance and average of annual growth 2000-2006.

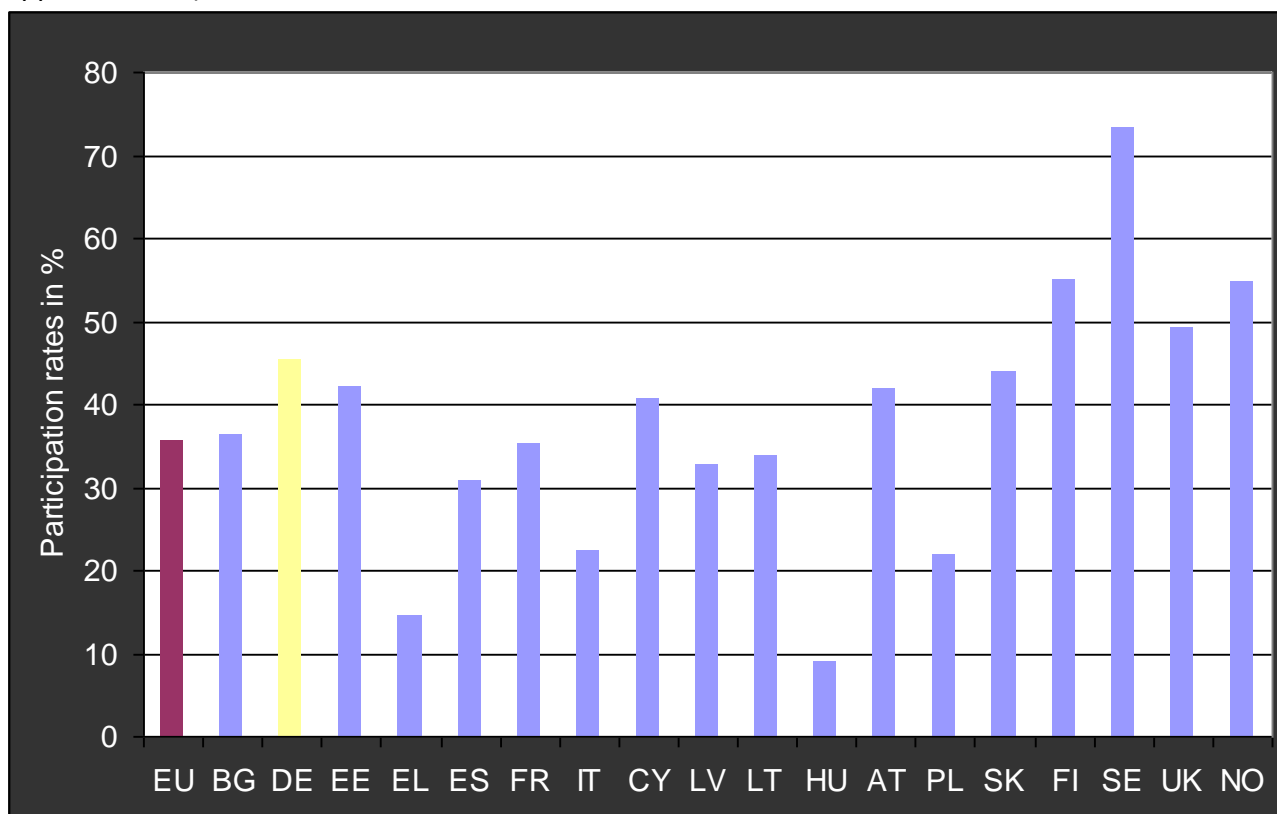


Source: European Commission (2008, p. 3).

Figure 4.10.2. 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 4.10.2). However, differences can be observed between women and men and with regard to different age groups (see table 5; 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 4.10.3. 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 5. Participation in formal or non-formal education by country, sex and age in 2007.

4.11. 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, or at the bottom of the mid-table with regard to the LFS upper secondary completion rate. 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 six other MASON partner countries (Bulgaria, Finland, Greece, Poland, Slovakia, and Spain).

	DE	BU	FI	GR	PL	SK	ES	EU 2010
Early school leavers (age 18-24)	13.8%	18.0%	8.3%	15.9%	5.6%	6.4%	29.9%	10%
Low achieving 15 years olds in reading literacy	20.0%	51.1%	4.8%	27.7%	16.2%	28.7%	25.7%	17%
Upper secondary completion rate(age 20-24)	71.6%	80.5%	84.7%	81.0%	91.7%	91.5%	61.6%	85%

Tertiary graduates in STEM – increase since 2000	+16.7%	+20.3%	+16.5%	+24.1%	+86.6%	+98.6%	+20.6%	+15%
Tertiary graduates in STEM – Share of females	24,4%	41.1%	29.7%	40.9%	36.6%	35.3%	29.6%	Improve gender imbalance
Adult participation in lifelong learning (age 25-64)	7.5%	1.3%	23.1%	7.5%	4.7%	4.3%	10.4%	12.5%

Source: European Commission (2008).

Table 6. Comparison of lifelong learning benchmarking results in the MASON 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 MASON 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 MASON partner countries, and behind Poland (5.6%), Slovakia (6.4%), Finland (8.3%) 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 MASON 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, Spain is at second place with a participation rate of 10.4% and Germany together with Greece are at third place among the MASON partner countries with a participation rate of 7.5%. The highest participation rate is found for Finland (23.1%), but all other six MASON partner countries are performing below the EU benchmark of 12.5%.

5. Indicators for LLL

In the following section the available aspects and parameters in the national contexts for monitoring progress in LLL will be described.

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 MASON partnership (see e-Demos portal, section “Key Policy Parameters”⁸). 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.

⁸ E-Demos. <http://promitheas.iacm.forth.gr/e-demos/index.php>

- 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 der Ständigen Konferenz der Kultusminister der Länder in der Bundesrepublik Deutschland*. Wiesbaden.
- 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.

5.1. 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).

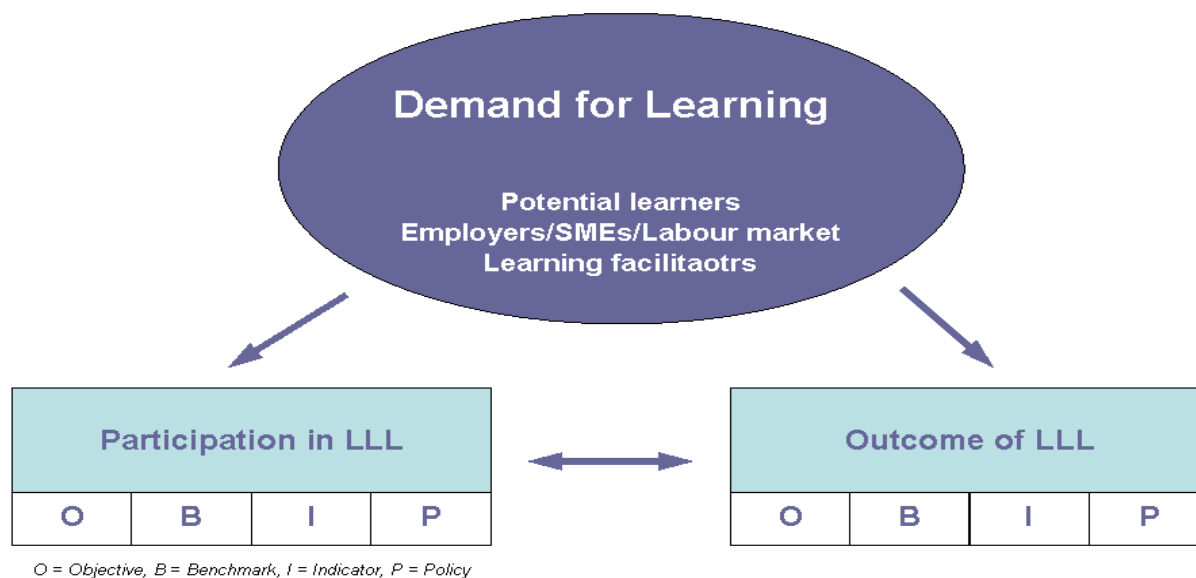


Figure 5.1. Balanced Scorecard for the analysis of Demand for Learning.

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 website⁹)

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 BMBF¹⁰ formulates the objective to support customer-oriented provision of vocational continuing education at work with the aid of external providers.

⁹ BMBF. Lifelong learning. <http://www.bmbf.de/en/411.php>

¹⁰ BMBF. Weiterentwicklung der beruflichen Fort- und Weiterbildung. <http://www.bmbf.de/de/736.php>

Participation in vocational continuing education (BMBF website¹¹) and continuing education offered by universities (BMBF website¹²) 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 website¹³). 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 website¹⁴).

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 BMBF¹⁵ 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 everyday 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 website¹⁶).

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 website¹⁷).

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

¹¹ BMBF. Continuing training. <http://www.bmbf.de/en/1366.php>

¹² BMBF. Continuing education at institutions of higher education. <http://www.bmbf.de/en/349.php>

¹³ BMBF. Komm, mach MINT - mehr Frauen in MINT-Berufen. <http://www.bmbf.de/de/12563.php>

¹⁴ BMBF. Interkulturelle Bildung. <http://www.bmbf.de/de/10755.php>

¹⁵ BMBF. Der Deutsche Qualifikationsrahmen für Lebenslanges Lernen. <http://www.bmbf.de/de/12189.php>

¹⁶ BMBF. Second Chance: Basic Education for Adults. <http://www.bmbf.de/en/426.php>

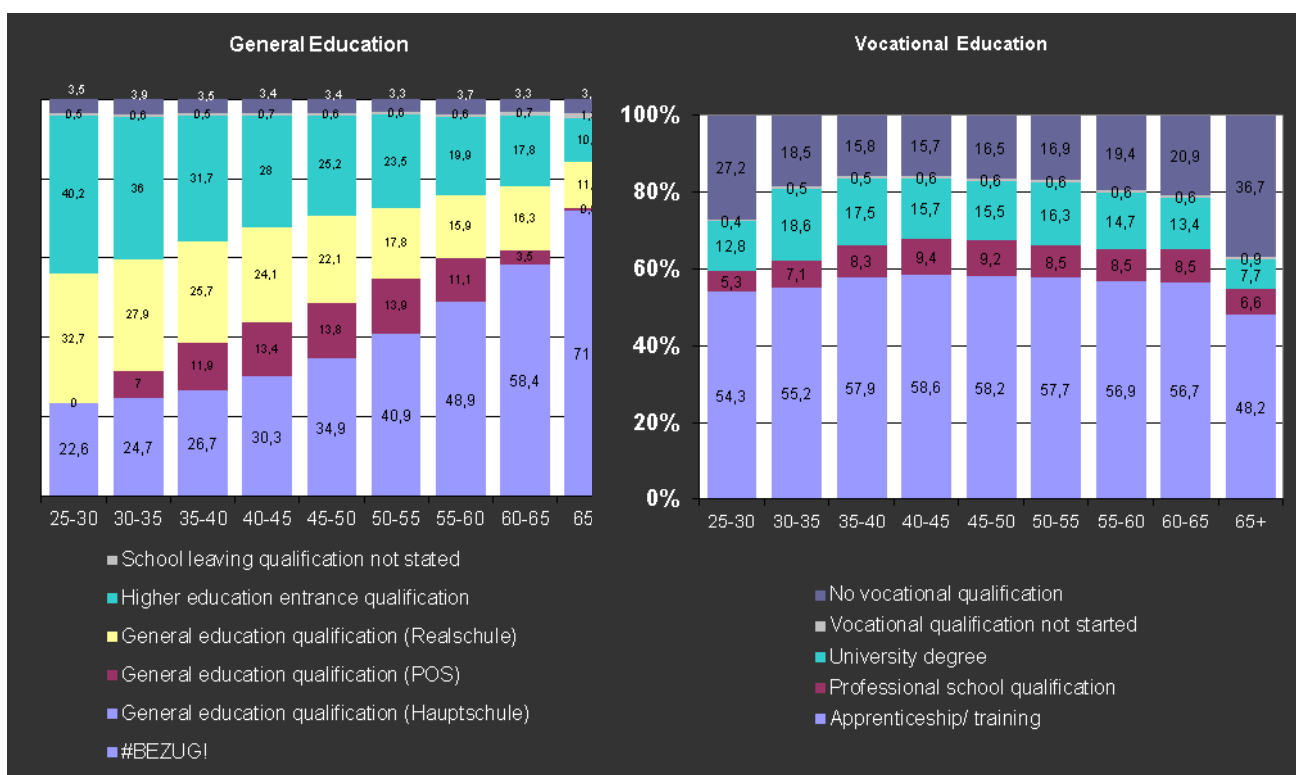
¹⁷ BMBF. Lifelong learning. <http://www.bmbf.de/en/411.php>

Affairs, 2009, p.202). This objective is supported by the BMBF¹⁸ which points out the importance of qualification of continuing education staff for the delivery of successful continuing education offers.

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 5.1.1 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).

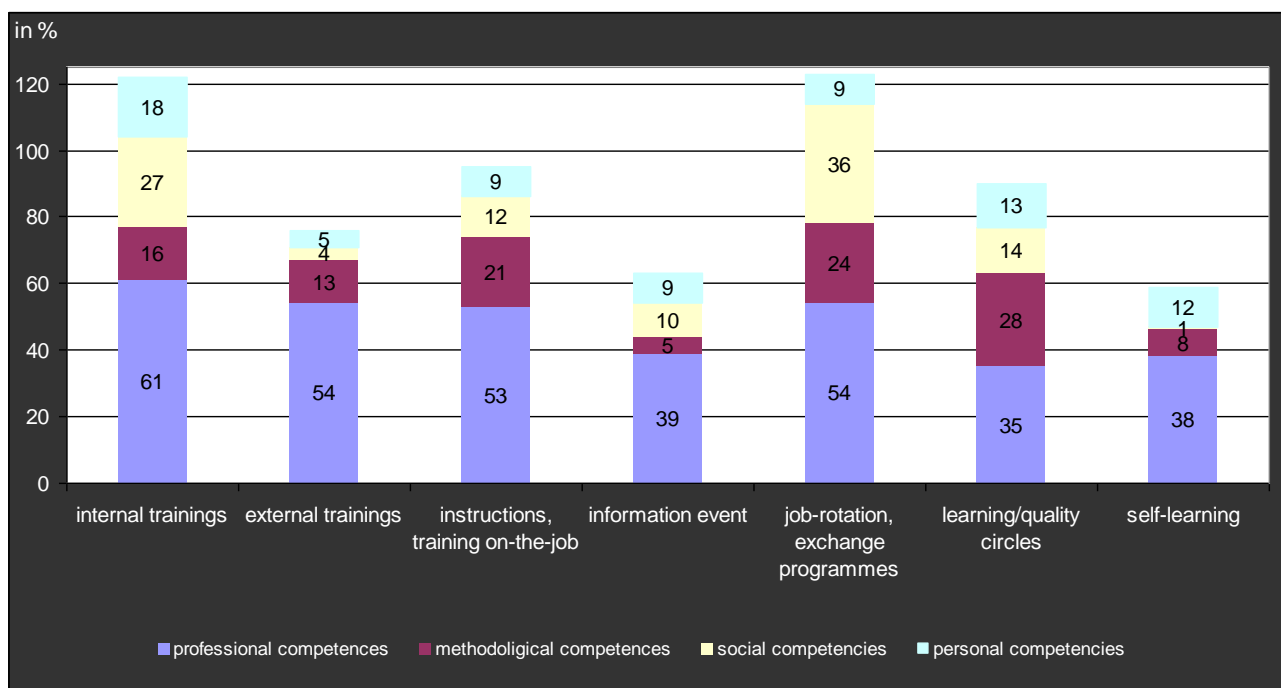
Figure 5.1.1. General and vocational education level of German population (25-65+ years) in percent.

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

¹⁸ BMBF. Professionalisierung in der Weiterbildung. <http://www.bmbf.de/de/430.php>

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 5.1.2 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 5.1.2. Competence development through continuing vocational education in 2007 estimated by employers, in percent.

5.2. 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).

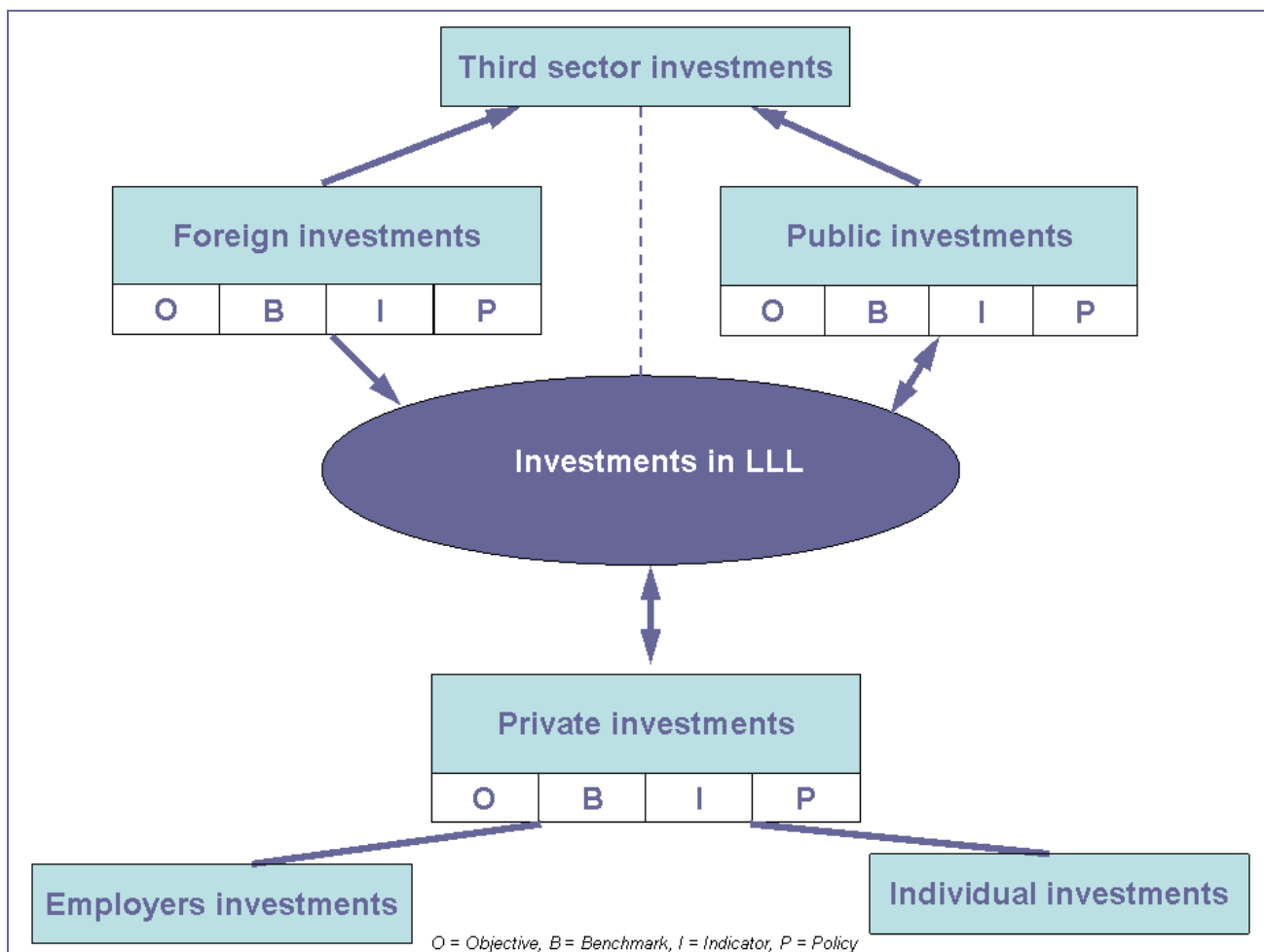


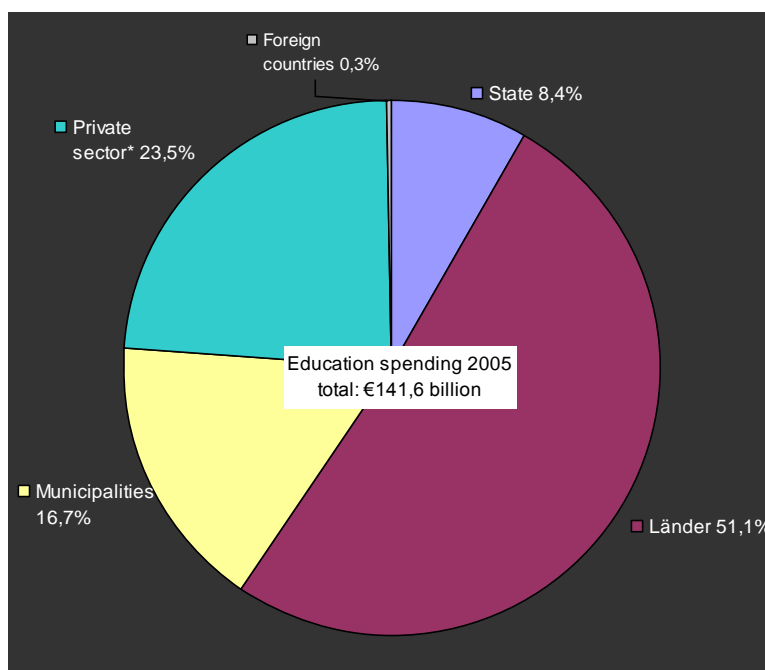
Figure 5.2. Investments in LLL

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 (Bildungsfinanzebericht, 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 up¹⁹ from expenditures and social insurance contributions, benefits for staff and civil servants, and expenditures for material goods. As shown in figure 5.2.1, 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.



*Private households, companies, non-profit organisations

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

Figure 5.2.1. 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

¹⁹ 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).

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 €13.4 billion (table 7); 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. Education spending by year in Euro and in percent of the gross domestic product (GDP; preliminary data for 2006).

5.3. 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).

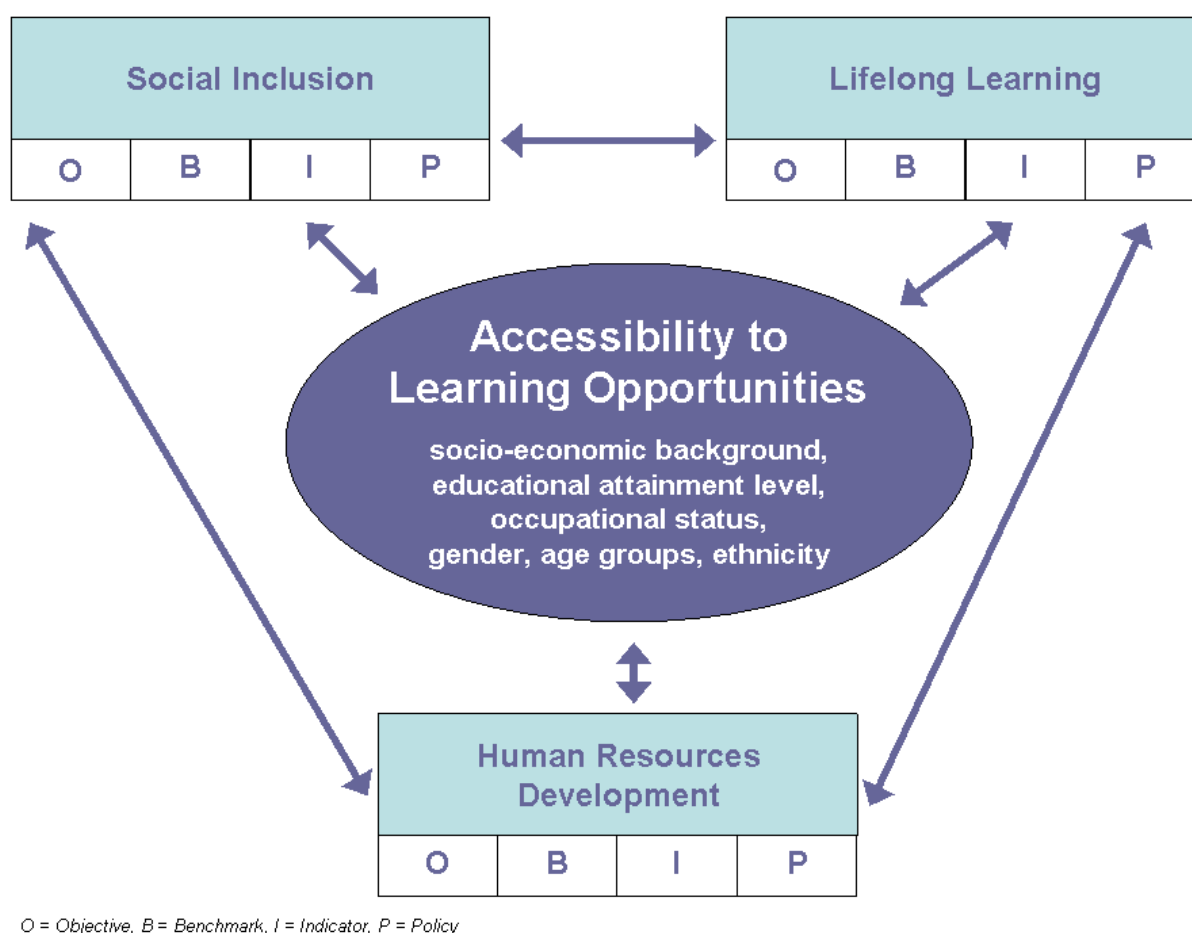
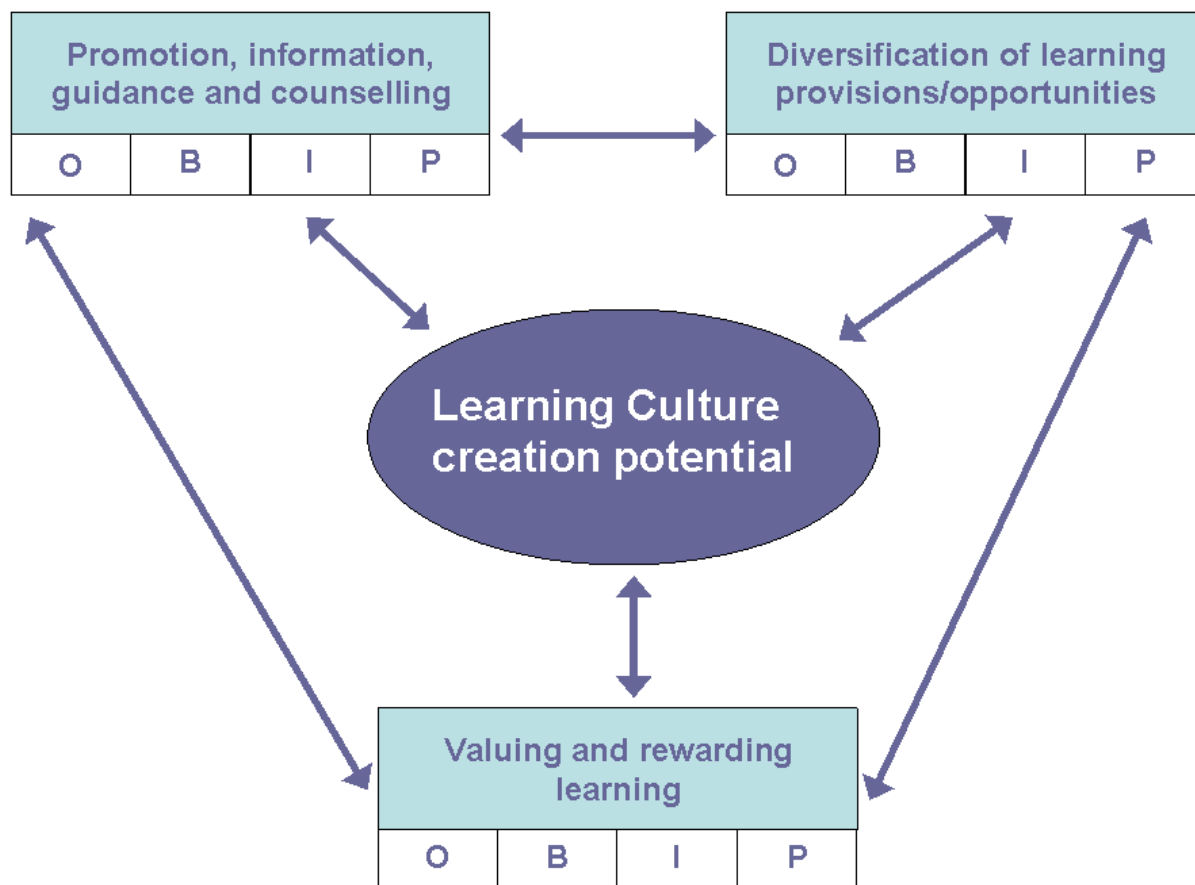


Figure 5.3.1. Balanced Scorecard for the analysis of Accessibility to Learning Opportunities

“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).



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

Figure 5.3.2. Balanced Scorecard for the analysis of Learning Culture Creation Potential

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).

5.4. 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).

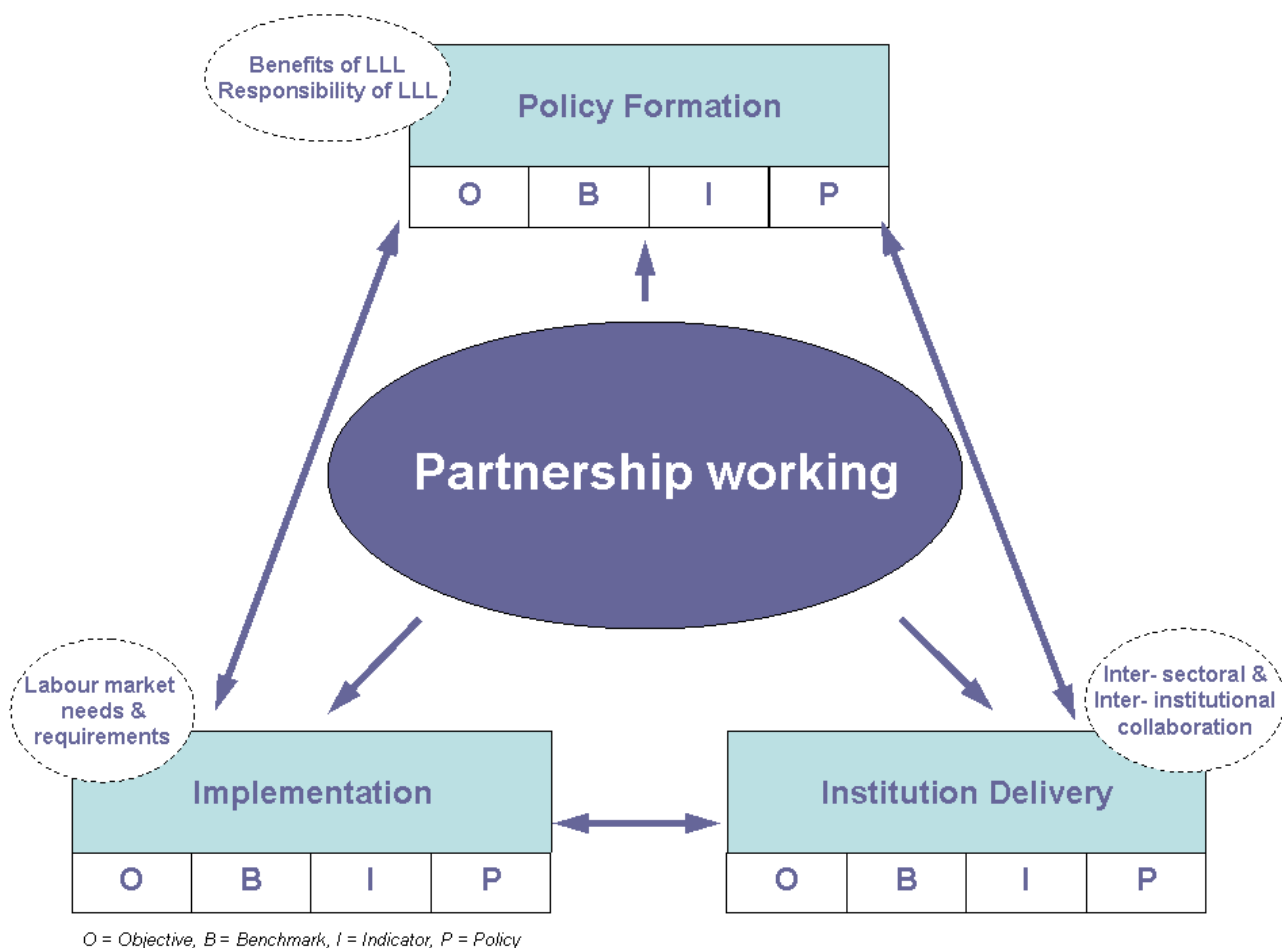


Figure 5.4. Balanced Scorecard for the analysis of Partnership Working

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.

5.5. 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).

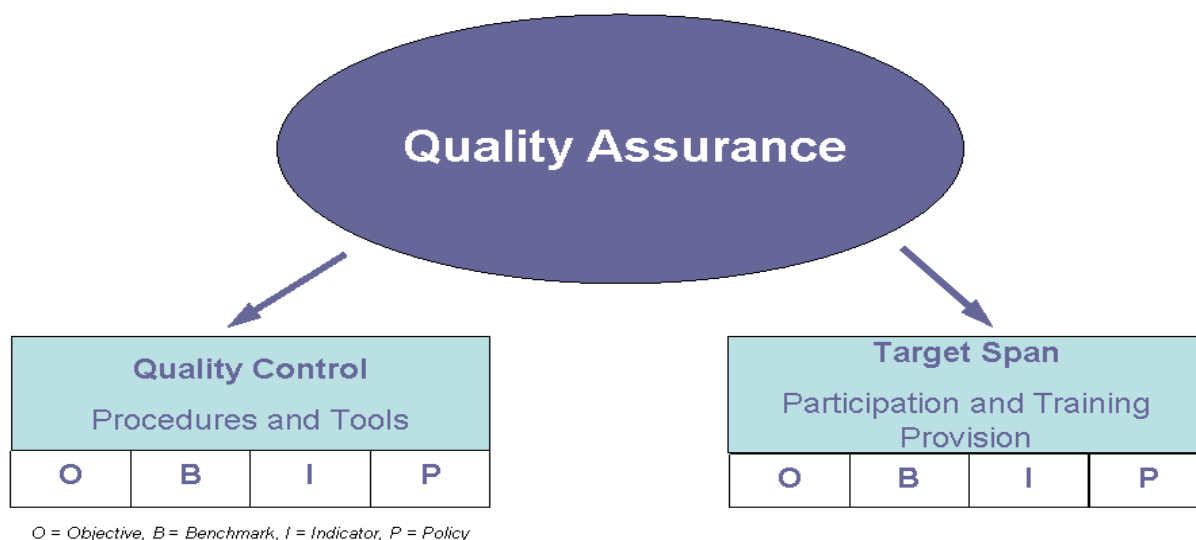


Figure 5.5. Balanced Scorecard for the analysis of Quality Control and Indicators.

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 BMBF²⁰ 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).

²⁰ BMBF. Qualität in der Weiterbildung - Tests und mehr. <http://www.bmbf.de/de/195.php>

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 website²¹).

²¹ BMBF. Programme for the International Assessment of Adult Competencies. <http://www.bmbf.de/de/13815.php>

6. Summary and 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 for adult learners, as Germany is not yet among the top performing countries with regard to the five European lifelong learning benchmarks.

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. 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 current lifelong learning offers in Germany are numerous, and it can be summarized 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, 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.

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