

**Lifelong Learning Programme
Leonardo da Vinci, Development of Innovation**

QualiMoVET

Preliminary Study Germany



Helmut Schmidt Universität

(part 5 & 6)

BBJ Servis gGmbH

(Part 1 – 4)



Lifelong Learning Programme

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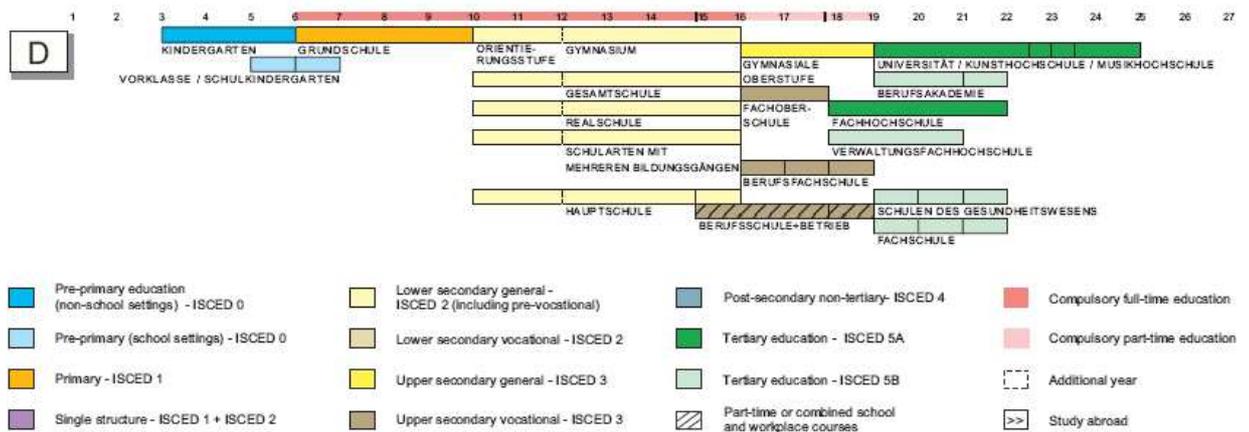
Glossary:

abH: ausbildungsbegleitende Hilfen	training-accompanying assistance
AEVO: Ausbildereignungsverordnung	teacher suitability regulation
AZWV: Anerkennungs- u. Zulassungsverordnung Weiterbildung	acknowledgement and permission regulation further training
BaE: Berufsausbildung in einer außerbetrieblichen Einrichtung	professional training in a non-operational mechanism
BBiG: Berufsbildungsgesetz	vocational training act
BGJ: Berufsgrundbildungsjahr	vocational basic education year
Bundesagentur für Arbeit	Federal Labour Agency
BiBB: Bundesinstitut für berufliche Bildung	Federal institute for vocational training
BMAS: Bundesministerium für Arbeit und Soziales	Federal Ministry for Labour and Social Affairs
BMBF: Bundesministerium für Bildung und Forschung	Federal Ministry for education and research
BMFSFJ: Bundesministerium für Familie, Senioren, Frauen und Jugend	Federal Ministry for Family Affairs, Senior Citizens and Youth
BVJ: Berufsvorbereitungsjahr	vocational preparation year
Bundesamt für Statistik	Federal Statistical Office
EFQM:	European Foundation for QM
Bundesagentur für Arbeit	Federal Labour Agency
DGB: Deutscher Gewerkschaftsbund	German Trade Union
HwO: Handwerksordnung	handicraft code
IHK: Industrie- und Handelskammer	chamber of commerce and industry
KMK: Kultusministerkonferenz	conference of Secretary of cultural affairs
ISO: Internationale Organisation für Normung	International Organization for Standardization
LQ: Lernerorientierte Qualitätstestierung	the learner oriented quality testing

1. **Please give a brief overview of your national education system**
(use also a graphic for depicting the system)

- a) Preschool activities
- b) School system
- c) Vocational education and training (in special consideration of the target group)
- d) Tertiary education
- e) Further training activities

Organisation of the education system in Germany, 2003/04



Source: Eurvdice.

(Eurydice 2003)

The education system in Germany is more or less similar in all *Länder* but varies in minor peculiarities regarding for example the entry age or types of school between the *Länder* because the *Länder* authorities are in charge of educational legislation and administration.

a) Pre-school activities

The **pre-school education** includes all institutions of the non-public and public youth welfare services. It is voluntarily for children until the age of six when they usually enter compulsory education. In 2007, almost 90 percent of children between the age of three and six attend forms of pre-primary education with slight regional differences (Autorengruppe Bildungsberichterstattung 2008). In contrast to the attendance of children under the age of three where enormous differences can be noticed (42 percent in the Eastern *Länder* compared to 12 percent in the Western *Länder*) (Federal Statistical Office 2008a). Although there is currently no legal claim for child care for children under three years, the government has launched several initiatives to improve the situation for children under the age of three years. Pre-primary facilities have a threefold function: education, supervision and general upbringing of the child. They also guarantee a smooth transition o school by ensuring a certain level of development, including for example the linguistic development that is always in focus for children from lower socioeconomic backgrounds or children with a migration background. Finally, Kindergartens facilitate a better balance of family and career. Parents can decide for their children at the age of five years if they want to provide them with special assistance and preparation for primary school (*Grundschule*) (cf. EUYDICE 2003).

b) School system

Full-time compulsory education starts at the age of six in the primary school (*Grundschule*) and ends at the age of 15 or 16 (depending on the Land). "The *Grundschule* is meant to carry children forward from learning by playing at pre-primary level to more systematic forms of school learning, and seeks to adapt the subject matter taught and methods employed to the pupils' requirements and capabilities. The *Grundschule* lays the foundations for education in secondary schools and lifelong learning." (EURYDICE 2008)

The *Grundschule* lasts normally four years (except in Berlin and Brandenburg where it lasts six years) before pupils attend different types of lower secondary education. The decision on the type of school after primary school is either taken by the parents, the school or school supervisory authority on the basis of an assessment made by the primary school. Lower secondary education can include an orientation phase within a certain school type, but is not always the case. There are four types of schools for finishing compulsory education.

The *Hauptschule* offers fundamental general education and after year 9 or 10 (depending on the Land) can obtain the *Hauptschule leaving certificate* (*Hauptschulabschluss*) that is a first general qualification that allows starting a vocational education. Some of the pupils have the chance to attain the higher leaving certificate *Mittlerer Schulabschluss* at the end of year 10.

The *Realschule* offers an extended general education after 10 years and permits directly access to training offering vocational qualifications or to school types with higher education.¹

The *Gymnasium* is the school type with the most intensified general education and leads to the entrance qualification for higher education (*allgemeine Hochschulreife*) by passing exams at the end of year 12 or 13.

Beside these three school types, there is the *Gesamtschule* that combines all three school types and pupils finish it with the certificate according to their abilities. Sometimes students are divided in two different levels to better meeting their needs.

Overview of school leaving certificates in percent (Autorengruppe Bildungsberichterstattung 2008: 286):

- 24% *Hauptschule leaving certificate*
- 41% extended general school leaving certificate (*Mittlerer Schulabschluss*)
- 27% qualification for higher education.

c) Vocational education and training

Vocational and technical schools

There are several types of vocational schools that among other trainings offer education for young people: full-time vocational schools (*Berufsfachschule*), technical secondary school (*Fachoberschule*), upper level of the Gymnasium with a vocational bias (*Berufliches Gymnasium/Fachgymnasium*) and technical school providing continuing vocational training (*Fachschule*) (EURYDICE 2003)

Full-time vocational schools (1-3 years of length) prepare pupils for employment or provide them with vocational as well as general education. The schools are for business occupations, occupations specialised in languages, crafts industry occupations, home-economics-related and social-work-related occupations, artistic occupations or occupations for the health sector. It is not recognised as a full career qualification, but can be valued as

¹ In four *Länder* (Saarland, Sachsen, Sachsen-Anhalt, Thüringen) reforms have taken place. That means that only two school types are present: a combination of *Realschule* and the *Hauptschule* and the higher school type *Gymnasium*. There is some more differentiation in Sachsen, but it is not necessary for understanding the main school types in Germany.

equivalent to one year of vocational training. Students have to have the general school leaving certificate or the extended general school leaving certificate.

Technical secondary school covers two years (11th and 12th) and requires an extended general school leaving certificate. It enables students to further education at universities of applied sciences.

This specialised type of upper secondary education provides career-oriented specialisations and lasts three years.

Technical school providing vocational trainings is offering education for a specialised staff that has completed vocational education and some years of work experience in a particular field. Graduates normally work in mid-levels positions between higher education graduates and qualified employees.

Dual system

Dual system means practical training at the workplace in a company and theoretical training in a school (*Berufsschule*). About two thirds of young people finishing general education go on with a vocational training of about three years. On the one hand broad basic vocational education is provided (1 or 2 days a week); on the other hand necessary practical skills and knowledge (3 to 4 days a week). After completion of the training, every student obtains a qualification to work in a specific occupation of one of the 340 regulated professions.

Initial vocational education is governed primarily by the relevant regulations of the Federation (vocational education/training act and the handicrafts code). Every student of vocational education holds a contract with a company that defines all important points of the training (training objectives, duration of the whole training, daily amount of time at the training, payment regulations and duties).

Some small companies benefit from the provision of complementary training measures at inter-company training centres (*überbetriebliche Berufsbildungsstätten*) that cover certain aspects of the training that cannot be provided by themselves.

Special needs

In the dual system of vocational education help is provided and defined by law (*Social Code III/Sozialgesetzbuch III*) for young people with learning problems or that are socially disadvantaged. The Social Code III is the juridical basis for all measures for the promotion of the employability of unemployed. The Social Code III regulates that young people can get support in on-the-job training or vocational training in institutions outside the workplace.² In 2006, 7% of some 1.6 million students in vocational education received some kind of support (EURYDICE 2008). Vocational training in non-operational mechanisms for VET, where young people are trained in special training institutions play an important role in this context.

Besides, these measures, there are further initiatives and programmes from the federal government for improving the difficult situation for some young people starting vocational education³. There are for example the *National Pact for Vocational Education and Qualified Employees* ("Nationaler Pakt für Ausbildung und Fachkräftenachwuchs in Deutschland") from 2004 or the programme "Jobstarter":

In 2007 the "National Pact for VET and QE" pact was extended to guarantee an adequate provision of educational training possibility for every young person who is willing and able to receive training. In particular in-company training is a main aspect here. The *programme on initial qualification* ("Programm zur Einstiegsqualifizierung Jugendlicher") was part of that initiative (now incorporated as a regular instrument into the Social Code III) and is

² The Social Code II (Sozialgesetzbuch II) which is the law for social security for jobseekers plays also a role for young people living with their unemployed parents, relatives or partners.

³ BBJ elaborated for the Federal Ministry for education and research (BMBF) a study on the relevant programmes in Germany that deal with the labour integration of disadvantaged young people: "Gutachten zur Systematisierung der Fördersysteme, -instrumente und -maßnahmen in der beruflichen Benachteiligtenförderung" which will be published in May 2009.

an agreement of several trade associations. The aim is to provide a certain quantity of places (40 000 per year) for qualifying young people within an internship. These are not comparable to vocational trainings as such but offer *qualification modules* that should function as an entrée and to strengthen the link to vocational education. It is particularly addressing young people with difficulties. The advantage for companies is that once they decide to employ a trainee the single modules can already be accredited.

The 'Jobstarter' programme should also improve the situation for young people by creating new in-company training and by promoting new regional networks. Small and medium enterprises benefited especially from this programme because of the consulting, informing and support of the job starter teams in the regions. Therefore it is improving the employability of companies in the first place.

In 2006, the federal government initiated the 1st German integration summit that was the start of a concerted political dialogue of all important stakeholders (Different Ministries from the Federal State, the *Länder*, Local Authorities Trade Unions, Employers organisations, NGOs) on important issues regarding integration of people with migrant origin. The first result of this summit was the National Integration Plan in 2007. In this plan, together with stakeholders it was decided on target agreements for 10 different subject areas (e.g. media, sports, equal opportunities...). In the field of VET, references were made to the above mentioned "National Pact for VET and QE", the "Jobstarter" programme or other ESF programmes. Furthermore, stakeholders committed themselves to pay special attention to the integration of young people of migrant origin with several measures.

Generally, it can be said that since the 1980ies, several models, institutions and instruments were developed to improve the situation of disadvantaged young people that were most affected by shortness of vocational education possibility. The concept of individual support by social workers originated from that time (Now within the framework of the Social Code VIII/Jugendhilfe). The legal regulations of the Social Code VIII include all regulations and services of young people and their families. Different public providers of youth welfare (the *Land* as a superior provider or the specific authority on the local level) are responsible for the implementation of the regulations (different measures for families, alternative living arrangements for young people, individual support, etc.) in practice. Therefore, they establish youth welfare offices within their regional competence. One important regulation is §13 Social Code VIII the "Jugendsozialarbeit" (*Youth social work*), which deals with the social and vocational integration of young disadvantaged people.

Most experts criticize that many measures for socially disadvantaged young people are not integrated in the usual circuit of vocational education, but isolated and became at the same time very complex and complicated. This field is often called "*transition system*" (Übergangssystem) and means all different kind of trainings and measures for preparing disadvantaged young people for vocational education. In 2006, almost half a million of young people were in the non-regular trainings or measures (Molzberger & Dehnbörstel 2009: 17). This part grew to a proportion of about 40 percent of young people that were in these measures in 2006 compared to 44 percent of young people in the dual system (Autorengruppe Bildungsberichterstattung 2008: 96; see also table under point 5.a). These figures show that it is not only because the German population is becoming older that the situation for disadvantaged young people has to improve after they having finished general education.

Besides local structures for supporting socially disadvantaged children, there are currently new programmes nation-wide that should be models and establish new structures. The Federal Ministry of Family Affairs, Senior Citizens, Women and Youth started three programmes that especially address disadvantaged young people by using money from the European Social Fund. The first programme is called "*second chance*" (2.Chance) developed several standards (establishing local networks, individual support and case management, work with parents, all-day educational offers) on how to reintegrate school drop outs in school or alternative school models. The second programme "*Kompetenzagenturen*" is focused on young people that are disadvantaged in the early phase of their professional

career or even before having started some kind of vocational training. Their social and vocational integration is realized by establishing and strengthening co-operations of different actors on a local level, case management based on the biography of the young people and by guidance in different forms. The contact between a social worker and a young person begins not only in the traditional way in school, but also informally in neighbourhoods for example.

Further ESF programmes have to be mentioned. Relevant for the target group is the *XENOS programme from the Federal Ministry of Labour and Social Affairs* that combines activities that fight discrimination with measures for labour market integration. Another programme from the Federal Ministry of Transport, Building and Urban Affairs "Soziale Stadt" supports activities in deprived neighbourhoods that also have a special focus on the target group.

Besides the ESF programmes from the federal government in the *Länder* are existing further programmes that support the integration of young disadvantaged people into the labour market and society.

After having finished some form of vocational education, the more difficult step for socially disadvantaged young people is the successful start/transition in the professional life. (Molzberger & Dehnborstel 2009: 26) Some of them not even finished programmes or measures and need further support. For persons who fail to finish their vocational training programmes there is the possibility to obtain a qualification in a recognised apprenticeship trade through the so called "external students examination" (the legal regulations can be found under §45 (2) BBiB and §37 (2) HwO). The examination can take place under the condition that the external student has experience in the occupation of at least one and a half times the length of the prescribed training period. In 2005, over 7 % of candidates for examinations in the various training sectors excluding crafts were externals, most of them were engaged in relevant employment (83 %) (Federal Ministry for Education and Research 2008: 21). As the preparation for the external students examination is very difficult, the Federal Ministry for Education and Research started a Programme which supports supporting structures for young people that want to take place in the examination (*Perspektive Berufsabschluss*).

d) Tertiary education

The **higher education** institutions offer study courses qualifying for entering into a profession. These institutions include universities and equivalent institutions (technical universities, colleges of art, colleges of music and universities of applied science). Alongside there is also the *Berufsakademie* that offers similar to the dual system practical in-company training and academic training. Depending on the length and type of studied followed different types of qualifications are awarded to the students. Since the reform in the higher education system the Bachelor and Master degrees are the common degrees.⁴

The number of students that begin courses in tertiary education was in the year 2007 about 37 percent that is significantly lower than the OECD benchmarks of about 50 percent (Press release on report on education in Germany 2008:7).

e) Further training activities

Further training activities are regulated at federal level by a set of legal acts: *Social Code III* (Sozialgesetzbuch III), *Career Advancement Training Promotion Act* (Aufstiegsfortbildungsförderungsgesetz), *Vocational Training Act* (Berufsbildungsgesetz), *Handicrafts Code* (Handwerksordnung), *Higher Education Framework Act* (Hochschulrahmengesetz), *Federal Training Assistance Act*

⁴ In the past these were usually Diplom examination, Magister examination, state examination, an ecclesiastical examination (in theology) or an artistic examination.

(Bundesausbildungsförderungsgesetz), and *the Distance-Learning Protection Act* (Fernunterrichtsschutzgesetz). The Social Code III defines that the Federal Labour Agency (Bundesanstalt für Arbeit) is the responsible body for continuing vocational education. It not only involves support but also the following measures:

- "Further vocational training: measures for assessing, maintaining, extending or adapting vocational knowledge and skills for adults who have completed a vocational training programme or possess appropriate professional experience.
- Vocational retaining leading to a certificate in a recognised occupation requiring formal training: the target groups primarily include unemployed individuals with no vocational certificate." (EURYDICE 2003: 38f.).

Furthermore, the Federal Labour Agency recently initiated a new law that guarantees young unemployed the right of repeating the school leaving certificate belated in the framework of a training measure or a preparative programme that leads to a vocational training (website Federal Labour Agency 2008).

Institutions of further training are various and mostly form co-operations. These co-operations are for example continuing education institutions, organising bodies and partners in the social contexts (local or Länder authorities, businesses, employer associations and workers associations, and the different chambers).

Further training activities either in the field of general education or vocational education are rather low in Germany. This is in particular the case for the population with lower qualifications and older people (Autorengruppe Bildungsberichterstattung 2008: 138ff.). This is in contrast to the political intention and the activities increasing numbers of further training activities. Some positive numbers improved as for example the increased numbers of people entering the tertiary education system and the number of finished degrees. But the rate of people aged 20 to 24 that finished upper secondary education successfully of 72 percent (2006) is still behind the EU benchmark of 85 percent (Autorengruppe Bildungsberichterstattung 2008: 8). But it is noteworthy that the number for the population aged 25 to 64 is higher (84.4) (EUROSTAT). Experts estimate it as problematic that the age of people that reach these degrees are relatively old and that the number of school leavers without the lowest *school leaving certificate* (Hauptschulabschluss) is still about 8 percent.

**2. Please give indicators to:
(use tables where possible)**

- a) Structural data (demographic figures, labour market, traditional industries etc.) and structural development in the near future in your country
- b) Percentage of young people under the age of 27 reaching ISCED levels 2-6
- c) Percentage of young people under the age of 27 finishing vocational education (ISCED level 3 and 4)
- d) Current unemployment rate overall and under the age of 27 or which other age limit is normally used in your country (please add figures for the group of the 25 to 30 year old if they can be found and if possible, distinguish between people with and without professional qualification)
- e) Rate of long term unemployment overall and under the age of 25 (if possible, distinguish between people with and without professional qualification)
- f) Current percentage of school dropouts, early school leavers⁵ and VET drop outs

a) structural data and structural development in the near future in your country

Demographic data

Fertility rate

Total fertility rate: 1.3 (2006), EUROSTAT

Rate of young and old people

according to the Federal Statistical Office 2009

2007: 20.8 million are under the age of 25 (whole population: 82 million)

2020: 17.7 million are under the age of 25 (estimated population: between 70-75 million)

according to the Federal Statistical Office 2006:

2005:	2030:
0-20y.: 20 percent (16.5mill.)	16 percent (12.7 millions)
21-64y.: 61 percent (50.1mill.)	55 percent (42.4.millions)
+ 65y.: 19 percent (15.9mill.)	29 percent (22.1 millions)

Summary:

These numbers (growing older population and an increasing proportion of young people) show that it is important to strengthen on the one hand the qualification possibilities of every young person and on the other hand to invest in further training of the older population.

Labour market

Employment rate

overall employment rate: about 70 percent (64 percent for women; 75 percent for men)

Unemployment rate:

According to EUROSTAT, the unemployment rate was about 7 percent in 2007 (see 2. d and e). Current figures for February 2009 are about 8.5 percent (official data of the Federal Labour Agency February 2009). (EUROSTAT and the Federal Labour Agency use different methods for generating the data for unemployment.)

Traditional industries and structural development

Germany is the largest national economy in Europe with the highest GDP in the world. The growth rate for 2007 was about 2.5 percent (Federal Statistical Office 2008b). Germany turned recently into the biggest exporting nation. The secondary and the tertiary sector are the most important sectors; the agriculture sector plays a minor role. The secondary industry

⁵ See definition of early school-leaver by Eurostat: percentage of people aged 18-24 with only lower secondary education not in education.

mainly comprises engineering, in particular automobile industry, and machinery, metal and chemical products. Moreover, Germany is leading in the production of wind turbines and solar power technology. The service sector has grown enormously during the last years and contributed about 70 percent to the total GDP in 2007 (Federal Statistical Office 2008b).

b) and c) Percentage of young people under the age of 27 reaching ISCED levels 2-6; percentage of young people under the age of 27 finishing vocational education (ISCED level 3 and 4)

It is difficult to find reliable numbers for the different ISCED levels for the age group of young people under 27. In 2006, the number of people not reaching the ISCED level of 2 or lower was about 16 percent (for the **group of the 25 to 64 old**) in 2006 (CEDEFOP 2007: 12):

Table 4: Population aged 25 to 64 years by highest educational attainment in Germany and selected EU Member States, 2006, 2nd quarter (%)

Country	ISCED 0-2	ISCED 3-4	ISCED 5-6
EU-25	30	46	23
Czech Republic	10	77	13
Austria	20	63	18
Germany	16	60	24
Denmark	18	47	35
Finland	21	45	35
United Kingdom	27	42	30
France	33	41	25
Italy	49	38	13
Portugal	72	14	13

ISCED: International Standard Classification of Education

ISCED 0-2: Pre-primary education, primary education, lower secondary education, including 3c short (preparatory vocational and vocational education of less than 2 years duration);

ISCED 3-4: Upper secondary education without 3c short, post-secondary non-tertiary education;

ISCED 5-6: Tertiary education.

The countries are listed in order of the proportions of ISCED level 3-4 qualifications.

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

For the smaller group of the **20 to 24 years old** it can be derived from the report on education of 2008 that in 2006 about 72 percent reach upper secondary education and post secondary non tertiary education (Autorengruppe Bildungsberichterstattung 2008: 8).

d) + e) current unemployment rate overall and under the age of 27; rate of long-term unemployment overall and under the age of 25

According to EUROSTAT, the overall unemployment rate in Germany for 2008 was about 7 percent (25 to 74 year old) whereas the number for the group under the age of 25 is higher (10 percent). The unemployment rate in its real sense is with the utmost probability higher for the group of the under 25 year old than the official numbers. This is for example due to the fact that young people that are looking for a apprenticeship place are not counted as unemployed. According to a study of the German trade union (DGB) it is in particular the group of the 18 to the 24 year old that is most likely to be not in a non-regular job and that already has the experience of several unemployment phases (DGB 2008: 8). The group of the lowest qualified is mostly affected by unemployment and non-regular jobs. According to EUROSTAT the unemployment rate for people below upper secondary education was between 12 and 14 percent compared to the rate between 8 and 9 percent for the group that finished upper secondary education/post-non secondary non tertiary education (ISCED 3 and 4) in the year 2008.⁶

The long term unemployment rate for 2007 was 4.7 (EUROSTAT). This is almost the same percentage for women and men. There are no official figures regarding the long term unemployment rate for young people under the age of 25. It is difficult to get these numbers because data is collected according to the base of jurisdiction. Young unemployed people may appear in the data of the unemployed (Social Code III) but also in the data of the social security system (Social Code II). And a very large amount will not show up in any data (young people that live with their parents and not in their own household). The study of the (DGB) shows that 20.5 percent of young people under the age of 25 are more than 6 months unemployed. There are currently no official figures for longer periods available.

f) current percentage of school dropouts, early school leavers and VET drop outs

The number of drop out of general education is about 8 percent (Autorengruppe Bildungsberichterstattung 2008: 9) whereas the number is slightly higher in the Eastern part (9.9 percent) compared to the Western part of Germany (7.4 percent). But one has to consider the high number of early school leavers to get a complete picture of the situation in Germany. The number of early school leavers comprises the percentage of people aged 18 to 24 that have not received any education or training in the last four weeks. The number of 12.7 is lower than the EU average of about 15 percent it is still not under the defined benchmark for all European countries of 10 percent. In 2007, the rate of female early school leavers was somewhat lower (12 percent) than that of the male youth (13.4).

Another important rate is the number of drop out of vocational education. For Germany this number is double as high (16 percent) as the drop out number of general education (Autorengruppe Bildungsberichterstattung 2008: 153).

⁶ There are no rates available for the group that have completed tertiary education.

3. Please make comments to the state of implementation of NQF (National Qualification Framework), EQF (European Qualification Framework) and ECVET (European Credit System for VET) (Limit 3000 characters)

Different actors in Germany developed in 2008/2009 a concept for a *German Qualification Framework* (DQR). This concept is up for discussion right now. The next step is to test its functionality by categorizing examples of qualifications. The aim is to present the equivalency and differences of qualifications in a transparent way to education institutes, companies, and employees and thus supporting equal chances. According to the paper to the concept, it is important to reach reliability by ensuring quality and quality development. Furthermore, the DQR should take into the peculiarities of the German education system. The eight levels of the DQR describe the particular competencies that are necessary for a certain qualification. The eight levels cover all different vocational and general education qualifications. Finally, every level comprises knowledge, skills and competences.

The notion *competences* means: “the proven ability to use knowledge, skills and personal, social and/or methodological abilities, in work or study situations and in professional and personal development. In the context of the European Qualifications Framework, competence is described in terms of responsibility and autonomy” (European Parliament and Council 2008). The central concept covers social competence as well as self competence (similarly used as in the EQF). The DQR is based on the idea that every level can be achieved through different educational or learn settings, also informally acquired competences. It is also laid down that it is not automatically possible to access the next level after having achieved a certain level. At the same time, there are no effects for salaries by reaching a certain level. Legal consequences are proven in the next working phase. The authors of the concept believe that it will become more important in the future what somebody is able to do and not where somebody acquired this knowledge (Arbeitskreis Deutscher Qualifikationsrahmen 2009: 5).

Critics in Germany see the risk of abolishing the principles of regulated professions and a privatisation of education by introducing the system of the EQF. Moreover, some believe that the EQF means more bureaucracy and a neo-liberal deregulation of vocational education (Molzberger & Dehnborstel 2009: 67).

The system of the “*European credit system for vocational education and training*” (ECVET) should be based on the same principles as the EQF and is also voluntarily for EU member states. The ECVET should be at the same time compatible with the system of the *European Credit Transfer System* (ECTS) for a better integration of the vocational system and the higher education system. Nevertheless, the ECVET is a tool for documenting the individual education and career path of individuals. In Germany the Federal Ministry for Education and Research launched in 2007 the so called DECVET initiative (see: www.decvet.net). The main objective of this initiative that finishes in 2010 is the testing of a credit system for VET within several pilot projects. The projects have a focus on the recognition of learning outcomes and competencies and aim to increase the transparency and mobility within the educational system at certain interfaces (e.g. between vocational preparation courses and the dual system or between the dual system and full-time vocational schools).

4. Target group

(Limit 2000 characters each point)

- a) Based on the definition of the target group of the QualiMoVET project attached with this matrix, which subgroups (figures 1-8) would you define as most relevant for your country and for this project? Why?
- b) How many young people would you relate to each relevant group? Please give actual figures and a forecast to future developments, if possible.
- c) Are in your country any legal regulations concerning the target group to assure social inclusion?

a) and b) which subgroups of socially disadvantaged would you define as most relevant and how many would you relate to that group ?

The three main groups with a high poverty risk (according to 3. Armuts- und Reichtumsbericht 2008: IV):

- children with migration background: more than 30 percent (p.9)
- children living with single-parents: 16 percent (p.9)
- people without a finished vocational education (group of 15-64 year old): 16 percent (p.63)
- unemployed

other disadvantaged children/young people:

- children living in jobless households (EUROSTAT 2007): 9.6
- Persons with low educational attainment, by age group (25-34), 2007: 15 percent (compared to 16 percent of persons with low educational attainment, by age of 25-64)
- Children in disadvantaged neighbourhoods in cities: in some cities like Berlin, Leipzig or Essen about 30 percent of children living in poverty (ZEIT Online 2009)
- East-West-gap: weaker economy and less chances for young people in the Eastern part of Germany

Summary:

These are only some figures for giving a picture on the group of the disadvantaged and is not complete (please also see the other sections). It can be stated that not only one aspect is disadvantageous for young people but mostly a combination of different aspects. Nevertheless, one can say that education and appropriate social support are often protective factors towards social disadvantages.

c) any legal regulations concerning the target group to assure social inclusion?

See point 1.

5a) situation and perspective of the target group

The proportion of students **repeating a school year at the secondary school level** remains at 4% each year, and 8% leave school without even acquiring a secondary general school certificate (Autorengruppe Bildungsberichterstattung 2008: 18).

More than 1.2 million new entrants to vocational education and training each year:

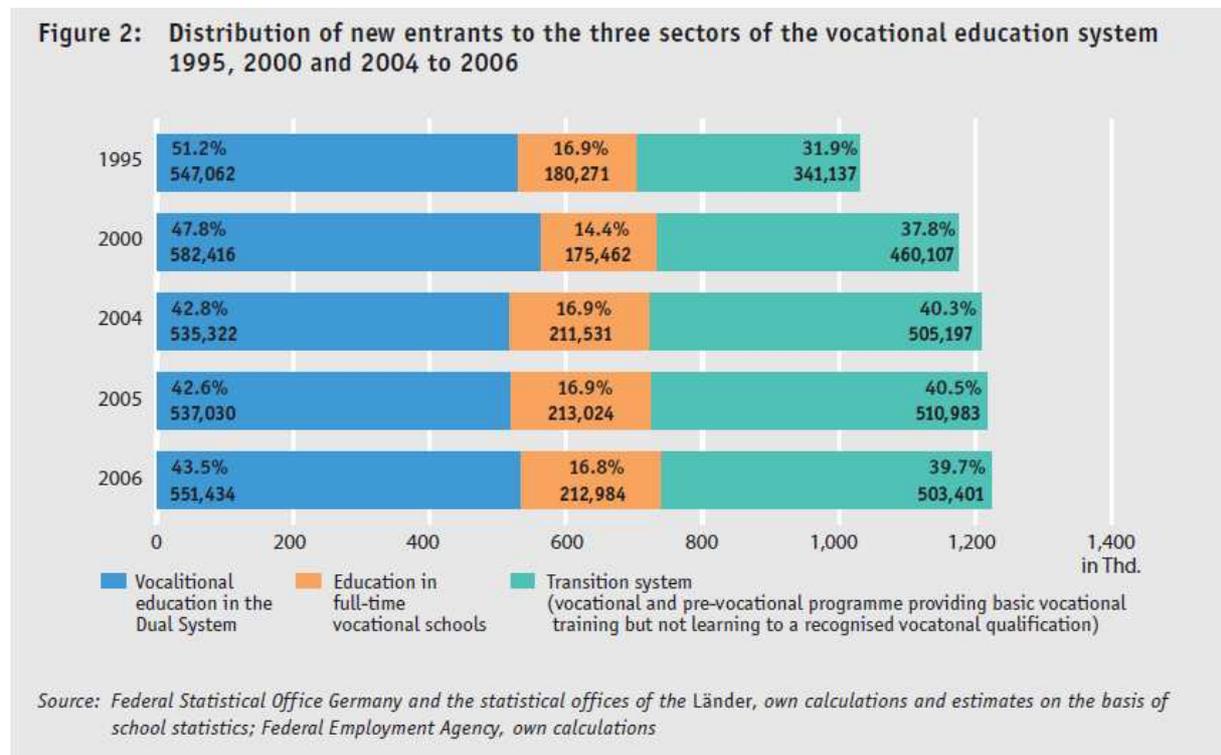


Figure 1: Distribution of new entrants to the three sectors of the vocational education system 1995, 2000 and 2004 to 2006 (Autorengruppe Bildungsberichterstattung 2008: 9)

- upper secondary school qualification is generally acquired too late:

The EU considers an upper secondary school qualification [secondary school qualification in Germany means a completed vocational training or a qualification for a university or a university of applied sciences] as the minimum qualification for success in the labour market.

At least 80% of the young adults are expected to obtain such a degree by 2010. In Germany, the rate of 20 to under 25-year-olds was **72%** in 2006 (Autorengruppe Bildungsberichterstattung 2008: 12)

- applicants from former years:

This group indicates that they have applied already once for earlier beginning of training than that of the current in each case practical training year

2007: **385.000** = > 50% of all applicants (Molzberger/Dehnbostel 2009: 16)

In Germany there are more than 1.2 million new entrants to vocational education and training each year. As it can be seen from the following figure, more than 500,000 young people do not manage to get a place in the dual system or in a full-time vocational school, but attend vocational and pre-vocational programmes without providing a recognized vocational qualification. A considerable part of them fail to obtain high quality standards of vocational qualification.

There are considerable barriers for certain groups of adolescents

→ diverse measures of the transition systems have been designed for those school leavers from general education schools who cannot immediately begin a fully qualifying vocational training, but their **effectiveness is questionable** as far as existing data allow an analysis – however positive developments:

- Age of school entry decreases:

All of the Länder now pay more attention to assessments and the advancement of **language competence** (of German) **before school entry**.

Participation in the language proficiency assessments is not compulsory in all Länder

- Transitions to school types with higher levels of secondary school qualification are increasing (Autorengruppe Bildungsberichterstattung 2008: 9).

migration

In some areas, **more than 50% of the young people have a migration background** (in West Germany 21%, in East Germany only 8%):

The segregation of social spheres **begins in day care centres**:

Ca. 30% of the children whose family language is not German attend day care institutions where more than half of the children come from families where German is not the first language spoken at home.

A migration background is disadvantageous at all stages of the school system:

Students with a migration background are less likely to attend grammar school and they can be more often found in lower qualification school types even if their social status is equal.

Twice as many foreign students leave school without even obtaining a final secondary qualification than German students.

Youths from migration backgrounds show delayed and less successful transitions to vocational education:

Youths from migration backgrounds account for 60% of students in the transition system and Germans account for 40% (Autorengruppe Bildungsberichterstattung 2008: 19).

This table shows the youths with migration backgrounds in the Länder 2006:

Länder	altogether	dual system	in-school vocational education	transition system
Germany	8.0%	5.2%	5.5%	12.2%
Baden-Wuerttemberg	9.4%	5.3%	6%	14.4%
Bavaria	10.1%	8.2%	6.7%	16.3%
Berlin	10%	5.2%	10%	18%
Bremen	10.4%	5.3%	14%	18%
Hamburg	13.3%	6.8%	13.6%	21.1%
Hessen	13.6%	8.9%	10.1%	20.1%
Lower Saxony	4.5%	2.7%	2.7%	6.5%
North Rhine-Westphalia	11.1%	6.5%	7.8%	15.5%
Rhineland-Palatinate	7.9%	5.3%	6.5%	11.1%
Saarland	7.4%	5.7%	5.8%	10.5%
Schleswig-Holstein	3.6%	2.3%	3.4%	5%

(Autorengruppe Bildungsberichterstattung 2008: 322)

disparities of sex:

On average, girls enter the school systems earlier, they are better with regard to the key competence of reading, they are **less likely to leave school without qualification**, they are

quicker and **more successful as regards the transition from school to vocational education** and training

There is a **growing risk of boys** and young men failing in the education system, this particularly concerns male students with migration background: boys repeat a school year more frequently, the proportion of male secondary general school leavers with and without final qualification is increasing and they can significantly more often be found in the transition system (Autorengruppe Bildungsberichterstattung 2008, p. 19ff.)

apprentices 2006 30.09.2007: 625.914 new training contracts → 367.045 men = 58.6% + 258.869 women = 41.4% or in other words:
1.570.615 (from 1 st to 4 th training year) → 950.217 men + 620.398 women (report of vocational training 2008, p. 56, 115)

transition system 2006	men	women
	288.266 = 57.3%	215.135 = 42.7%
= 503.401		

(Autorengruppe Bildungsberichterstattung 2008: 322)

For more information you can also look at question 4a.

5b) reasons which prevent access

Children are increasingly put at risk:

2006 **every tenth child** in Germany under the age of 18 lived in a family where **none of the parents were employed**

For more than 3.4 million children (23%) the **family income lay below** the limit defined for the risk of poverty. 4.2 million children (28%) were affected by at least one of these risks

Findings from international student assessments show that the correlation of the social status of the family and acquired competences remains stronger in Germany than in other countries (Autorengruppe Bildungsberichterstattung 2008: 19).

There is a strong relation between social status and social background of the family on the one hand and the educational achievement on the other. Frequently the problem is to find an apprentice position, because frequently the number of places isn't sufficiently → market disadvantage

There is still a east-west-problem: In East Germany exist job market-specific problems: many companies left East Germany, there is a high unemployment, lack of specialists:

apprentices in Germany 2006: round about 1.7 Mio.

apprentices in **West Germany 2006:** round about **1.3 Mio.**

apprentices in **East Germany 2006:** round about **360,000** (Autorengruppe Bildungsberichterstattung 2008: 278)

For more information you can also look at question 4b.

Maturity for starting (vocational) training:

Sometimes the adequately filling of vacancies is not possible, for example: learn-impaired or socially disadvantaged persons, whose level of development does not suggest successful training yet.

5c) programmes for the (re-)integration

Children and youths from migration backgrounds need early, differentiated and continuous support measures.

Early childhood education has so far **neither been developed as a profession** nor as a discipline in Germany despite the fact that the improvement of support for children under the age of 3 is an issue in educational and family policies:

On the whole, the impending lack of pedagogically qualified personnel might impair the development of school and lesson quality (Autorengruppe Bildungsberichterstattung 2008, p. 27f.).

- **vocational preparation year** (BVJ): acquisition of main graduation possible
- **vocational basic education year** (BGJ): acknowledgement possible, is considered as a 1st practical training year
- **training-accompanying assistance** (abH): promotion of learning specialized theory and socioeducational company for admission, continuation as well as the successful conclusion of a first operational professional training
- **professional training in a non-operational mechanism** (BaE) for young people: aim training conclusion (Molzberger/Dehnbostel 2007: 10). Certificates from these non-operational-mechanism providers haven't a good reputation from the point of view of companies.

- 2005: **job starter**: shortage of training facilities, improves regional supply; this possibility is supported by BMBF and European social fund
- 2001-2006: **Promoting Competences – Vocational Qualification for Target Groups with special Needs**
aims at development of new promotion structures in the professional training preparation; this possibility is supported by companies, employment services, providers of training
- 2004: **National Pact for Vocational Education and Qualified Employees**: aims at entrance qualification; carried by central associations of the economy
- training bonus aims at creation of training places for youths without an apprentice place/contract; this possibility is caused by the Federal Government (Molzberger & Dehnbostel 2009, p. 12ff.)

For more information you can also look at question 1c.

5d) modules

In principle Germany is arranged up recognized *anerkannte Ausbildungsberufe* (professions) with holistic occupation conclusion!

There are problematic offers within the range of the transition system (5c)!

There is a discussion of many years of the modularization

- modularization after Frommberger: opening, flexibility → more possibilities of arrangement of the learners
 - modularization after Gonon: a defined learning and qualification unit which is usually also test unit → ability profile
 - BUT: non-uniform use of the terms „module“, „*Ausbildungsbausteine*“, „*Qualifizierungsbausteine*“
- *segmenting concept* of the modularization: arrangement of the educational provisions into independent parts vs. *differentiation concept*: delimitation on certain target groups

criteria:

- modules describe final parts of the total qualification of an *anerkannten Ausbildungsberufs*
- module consisting of different components/learning units, these describes qualification contents
- modules for the integration of specialized technical and specialized theory
- module conclusion after 3-6 months with certification
- documentation in vocational training qualification passport
- in and exit in/out module by competence statements

There are numerous model projects which aim at reducing the shortage of apprentice positions, for example:

-Programme of the Federal Institute for Vocational Training (BIBB):Differenzierte Wege zum Nachholen von Berufsabschlüssen. BBJ was the supporting organisation. In this Programme (1995-2001) modules for VET of office workers were developed tested within the BBJ Programme 501/301. In a later initiative funded by the European Union (Adapt Initiative) modules for additional professions were designed and tested. For the documentation BBJ developed the Qualifizierungspass.

- **Ausbildungsbausteine** by Euler/Severing:

In this study two possible models of modularization are discussed: a moderate model of modularization, which admits to the concept of *anerkannte Ausbildungsberufe* and a more comprehensive approach to modularization, which opens ways to young adults to leave a vocational educational programme without achieving a holistic vocational education and training certificate, namely an *anerkannte Berufsausbildung*

- „**3rd way in the professional training**“of the *Land* North Rhine-Westphalia:

Ausbildungsbausteine, oriented at vocational capacity to act and at *recognised professions*; for 15 *recognised professions*;

In general it is argued that all models of modularized VET run the risk to restrict VET in terms of time and content to those young adults who are especially in need of a high quality education.

The following table summarizes the characteristics of two approaches to modularized VET in Germany: *Qualifizierungsbausteine* and *Ausbildungsbausteine*:

Qualifizierungsbausteine	Ausbildungsbausteine
basis: § 69 BBiG	basis: § 5 BBiG
- contentwise and temporally defined learning units, which are developed from <i>anerkannten Ausbildungsberufen</i> - must obligatory purchase to the training outline plan of the respective training programme exhibit	- defined and country widely standardised units within the total structure of an <i>anerkannten Ausbildungsberufs</i> - outcome-oriented organization - developed from a rewording and contentwise unification of training outline plan and skeleton syllabus
- goal: advancing to a professional training by the switching of bases for the acquisition of vocational capacity to act	- goal: making a professional training possible for trainingable, but market-disadvantaged young people
- target group: learn-impair or socially disadvantaged persons, whose level of development does not suggest successful training yet	- target group: trainingable youths in waiting loops, applicants from former years
- no conclusion in anerkanntem Ausbildungsberuf	- chamber examination and conclusion after completing all components

BIBB: Determination of Qualifizierungs- und Ausbildungsbausteinen:

<http://www.bibb.de/de/50372.htm>; 04.03.09.

- Altogether in Germany modularization is a sociopolitically disputed topic, especially concerning the vocational education, however in the qualification programmes for unskilled workers there are modularised structures, which are not as much disputed as in the initial vocational education. The modules of these programmes are directed toward the holistic talents and knowledge and toward the concept of competences. The contents correspond to those of the training outline plans of the initial vocational training. These qualification programmes aim at adults, especially at unskilled workers. They are targeted at persons without training qualification. Strucked by this are 15% of the people between the age of 20 and 29, concerning all employees it takes 10%. Most of them have a secondary general school leaving certificate. Concerning the foreign youths the portion without training qualification is about 37% (Molzberger & Dehnbostel 2009: 26).

5e) options for the recognition of informal and non-formal knowledge

- informal learning: learning through experiences; learning result is not consciously aimed at; no institutional organization, no professional educational company (Molzberger/Dehnbostel 2007: 17)

- Qualification passports: instruments for the identification of formal and informally acquired competence

Profile passport: self diagnosis, without certification of informal learning

Euro passport: instrument for the structuring of the evaluation of results of formal and non-formal learning processes

Qualification passport: developed by BBJ in a BiBB model test; in the qualification programme for unskilled workers modules are completed with a certificate of competence and they are certified in the Qualification passport (Molzberger/Dehnbostel 2007, p. 31f.)

5f) needs for a reform

The educational-political scandal is in the transition system!

problems and action-requires:

- social disadvantage also by education and economic system
- acknowledgement/certification of competence with the goal: structure of increased learning motivation → self-confidence and pride
- oriented on input, process, output, outcome
 - minimum standard for the system of vocational training
- reforms of the training programmes, learning places, learning situations, work and educational facilities (Molzberger/Dehnbostel 2007, p. 34f.)
- early and permanent company and consultation
- motivation concerning learning process
- further training of the educational personnel
- assistance to the self-help
- adjustment at the basic conditions of the target group
- structure of an institutional support network
- purposeful financial promotion of basis competence (BBJ 2001 NASCENT, p. 30ff.)

specific questions:

- Which education and/or quality standard are to be introduced for the vocational education of socially disadvantaged young people?

- How would an institution for accreditation have to be developed which certifies the education carriers and educational provisions?
- Must such an institution for accreditation have been accredited itself?
- Which authority could be responsible for such an accreditation?
- How would such a process turn out and what would be to do?

→ present and future reforms will be led considerably by Europeanizing vocational and further training (Molzberger/Dehnbostel 2009, p. 13f.)

6a) methods or systems for quality assurance / 6b) relevance and reasons

- quality management → development of quality → quality assurance → total quality management (TQM)

In the context of the dual training with the **vocational training act** an **obligatory legal basis** and a **quality standard** are present at the same time, for example:

- orientation of the training at the guidance goal of the comprehensive vocational action competence
- instruments of the quality assurance in the dual system refer to: curriculum, learning places, personnel, evaluation

→ no quality management systems! (Molzberger/Dehnbostel 2009: 50)

Vocational training act and handicraft code regulate professional training preparation, training, advanced training:

In the center the standardisation is located over the training programme for *anerkannte Ausbildungsberufe*.

Training programmes are statutory orders of the federation:

definition of the designation, training duration, talents, knowledge, abilities, material and temporal arrangement (training outline plan), examination requirements (Molzberger/Dehnbostel 2007: 7).

- 1969 recommendations of the German education advice: „To the improvement of the apprentice training“, for apprentice evaluation
- 1970's final report of the Edding-commission: „Costs and financing of the except-school vocational education“
- recommendations regarding the skeleton syllabuses for professional training schools
- no legal regulations for providers of professional training measures, but contracting regulation for achievements contains quality requirements, in former times: „Decision manual for technical assessment of quality with the assignment of measures of the disadvantaged person promotion“
- learning field concept + learn-field-structured curriculum
- training outline plan
- action orientation
- vocational action competence: technical, social, personnel competence, method competence as transversal competence (Molzberger/Dehnbostel 2009, p. 46ff.)

further vocational training:

In the **BBiG** 150 continuing training occupations and vocational retrainings are regulated. In the general sector of further education you find only several legal rules, there are more market mechanisms. A role of the state is described in subsidiarity.

There are several hundred quality management systems – the most prominent are:

- since 1987 **DIN EN ISO 9000f.:**

requirements at organization production or achievement creation process, thus:
quality of the process

fundamental elements and criticism at ISO:

- development of a quality manual by the organization and auditing;

foreign certification

- no illustration of the characteristic of the education service possible

- customer satisfaction does not cover the quality of the learning process

- **European Foundation for Quality Management (EFQM):**

fundamental elements and criticism at EFQM:

- self evaluation → continuous improvement process

- improves adaptability for educational facilities as ISO

- restriction on organizational side of the quality assurance

- **The learner oriented quality attesting (LQW):**

fundamental elements and criticism at LQW:

- development particularly for requires of further education organizations, then extension; combination of evaluation by others and self evaluation

- orients to intentional learning → difficulties for a transferability of the model to vocational education

- for publicly promoted further training: since 2004 **acknowledgement and permission regulation further training (AZWV)** for the permission of education carriers and measures within the promotion range of the federal agency for work;

permission by expert places for 3 years:

customer-oriented example,

developments of the job market,

way of the definition of company targets,

methods to the promotion of individual learning processes,

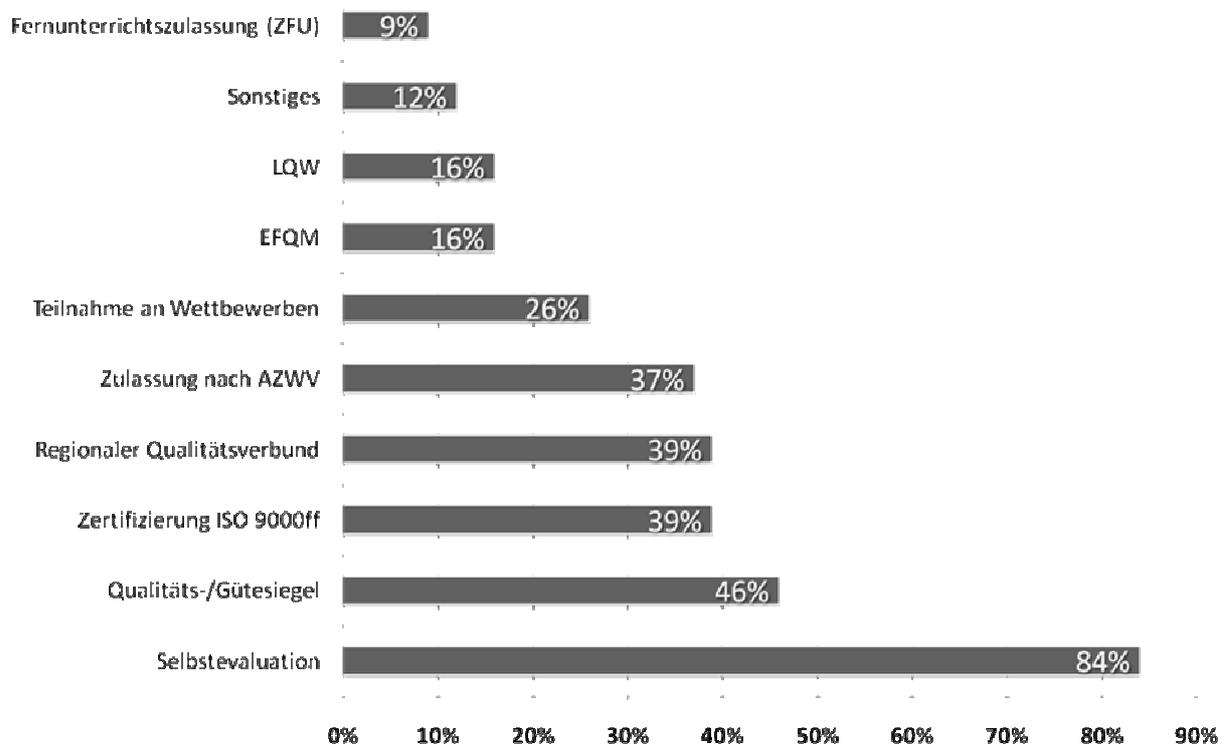
regular evaluation,

enterprise organization,

own examinations, certification → readiness for co-operation with external specialists

document (carrier and measures) (Molzberger/Dehnbostel 2009, p. 56ff.)

In 2005, the BiBB asked further training organizations concerning the assignment of quality management systems. Based on the mentioned quality management systems one can find the following results: 39% of them named ISO, 37% AZWV, 16% EFQM and 16% LQW:



Quelle: BIBB wbmonitor 2005 (N=1.505)

(Further training organizations had been asked here; multiple responses were possible.)

ZFU: Distance-learning

Others

LQW: learner oriented quality attesting

EFQM: European foundation for quality management

Teilnahme an Wettbewerben: participation at competitions

AZWV: acknowledgement and permission regulation further training

Regionaler Qualitätsverbund: Regional Quality network

ISO: International Organization for Standardization

Qualitäts-/Gütesiegel: Quality seals

Selbstevaluation: Self evaluation

6c) certification/accreditation of vocational training

The acquisition of an *anerkannten Ausbildungsberuf* with examination before the chamber is relevant; the BBiG regulates, who may offer vocational training!

- teacher suitability regulation (AEVO)
- promotion of best practices / advertisement of prices
- risk of too much bureaucracy
- initial position crucially: does one move on the market or not?

which organisation is making these licences available?

- the Federal institute of vocational training (BiBB)

6d) standards as measuring instruments for standardization, reliability, comparability

DUAL SYSTEM:

enterprise	school
Vocational Training Act (since 1969) / training contract	compulsory schooling law / vocational compulsory schooling
vocational and further education orders, fixed by BBiG	curriculum of the ministry for education and cultural affairs
competent authorities (chambers)	school supervision (education office)

- learning field concept, learn-field-structured curriculum
- guidance goals: action orientation, vocational action competence, learning field beginning, quality assurance since end of the 1980er years
- purchase to occupation principle

- **education standards** cover: input, process, output and outcome – central: *Beruflichkeit*. *Beruflichkeit* is structuring principle of the vocational training and is constitutive for the German system of the professional training and further training

- Klieme appraisals: **national education standards**; „standards say something in their output orientation about the learning and/or competence effects, hardly however about the quality of the instruction and learning and/or the competence development“ – assigns by KMK first education standards for prime acre and secondary school I main graduation and middle conclusion, country wide introduction + uniform examination requirements in the school-leaving examination

- as national control means for the school development, diagnosis

- in the vocational education competence orientation was present already before Klieme expert's assessment

In the context of the dual training an obligatory legal basis and a quality standard are present at the same time, for example

with the vocational training act:

orientation of the training at the guidance goal of the comprehensive vocational action competence

instruments of the quality assurance in the dual system refer up: curriculum, learning places, personnel, evaluation

→ no quality management systems!

It is important to know that the training programme and the further training programme have to be developed as education standards considering the special criteria of the quality assurance! (Molzberger/Dehnbostel 2009, p. 46ff.)

For disadvantaged there are still no standards!

BUT: for the range of the vocational education of socially disadvantaged young people the introduction of education standards would have a fundamental control and organizational function (Molzberger/Dehnbostel 2009: 74)

6e) methods and instruments for documentation

	Qualification passport	Profile passport	Euro passport
developing context	developed by BBJ in the BiBB model test to the vocational-accompanying qualification programme for unskilled workers	developed from the appraisal „further education passport with certification of informal learning “of the BMBF	developed and spread by the European commission
aims	gradual documentation and certification of conclusion-oriented vocational qualification modules	support of life-accompanying learning	european-wide transparency of qualifications and competence
contents	modular-structured collection of vocation-related knowledge	combination of portfolio and consultation to the determination and documentation of individual competence	5 transparency instruments: CV, language passport, mobility, diploma additive, certification explanation
	www.qualifizierungspass.de	www.profilpass.de	www.europass-info.de

6f) qualification (requirements)

- vocational training act
- handicraft code
- teacher suitability regulation

6g) procedures/standards for further training of staff

model project Berufspädagoge/Berufspädagogin IHK as advanced training:

- duration: 2 years
- target group: for vocational educational training and further training specialists of all industries
- goal: basis, over better with rising educational requirements of training to get along = professionalization perspective (BWP 6/2008, p. 26f.)

by professional associations organized vocational training, without standardised and quality-assurance effects

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