



European Employment Policy Observatory (EEPO)

# **EEPO Review Spring 2015: Upskilling unemployed adults**

## **The organisation, profiling and targeting of training provision**

Germany

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## **1 Introduction: Overview of organisation of training for unemployed adults 25-64 (funding, governance, providers)**

The risk of becoming, and of remaining, unemployed in Germany is highly linked to a low skills level. While the unemployment rate among 25-64 years old with a tertiary degree (ISCED 5-8) amounted to only 2.4 % in 2013, and for those with an intermediate skills level (ISCED 3-4) to 5.1 %, it reached 12.3 % for the low-skilled (ISCED 0-2)(Eurostat, LFS data). According to administrative data, the unemployment rate of the low-skilled with no formal qualification certificate (all age groups) reached 19 % in 2012, with a rate of 30 % in East Germany and 17 % in West Germany (IAB 2013). Around half of those long-term unemployed are low-skilled, and nearly one quarter of these have health problems (Duell, Vogler-Ludwig 2012). Although unemployment rates largely fell consistently between 2005 and 2013, the share of long-term unemployed varied. After having risen to 48 % in 2010 it fell to 34.7 % in 2013 (according to LFS data). According to data from the Federal Employment Agency (Bundesagentur für Arbeit - BA), the share of long-term unemployed has remained constant over the last few years, and even increased slightly from 33.3 % in 2009 to 35.5 % in 2011 and 35.6 % in 2012 and 2013 (Bundesagentur für Arbeit 2014a and 2014b). In 2013, there were about 915 000 recipients of unemployment benefit (Social Code III), and 4 423 000 recipients of means-tested unemployment benefit II (Social Code II). It should be noted that, aside from unemployment benefit recipients, other categories of jobseekers and employed people threatened by unemployment (or people returning to work after a period of inactivity) as well as school leavers, are eligible for jobseekers support under the Social Code III (SGB III) regulations. Eligibility rules for ALMP measures are fixed for each measure for these different groups of jobseekers. In contrast, only about 43 % of means-tested unemployment benefit II recipients under Social Code II (SGB II) were registered unemployed in 2013 (Bundesagentur für Arbeit 2013a).

### *Overview of PES training measures for unemployed adults*

Training programmes for unemployed adults are mainly conducted through the public employment service (PES), consisting at the local level of Employment Agencies (Agenturen für Arbeit) for clients eligible under Social Code III and job centres for clients eligible under Social Code II (means-tested unemployment benefit II recipients). In 2013, there was a stock of 155 000 participants in further training measures of the PES and an inflow of 334 000 participants over the year. Around 57 % of the stock of participants belonged to the eligible persons under the rules of Social code III (i.e. those not in receipt of means-tested unemployment benefits). The vast majority of participants (stock of 140 000) were enrolled in further vocational training. A further stock of 7 000 participants were taking part in measures of vocational rehabilitation (Allgemeine Maßnahmen zur Weiterbildung Reha), another 7 000 participants in wage subsidies for participation in further vocational training, and another 400 short-term workers received training (Bundesagentur für Arbeit 2013a).

Thus, the main PES measures are training measures for vocational further training (Maßnahmen zur Förderung der beruflichen Weiterbildung) which last on average around 5.3 months. These training courses include training leading to a certified recognised vocational qualification, as well as further vocational training not linked to training for a recognised occupation. The main target group is the unemployed, but also some groups of employed persons can take part under certain conditions. In

particular the programme WeGebAU is targeted at preventing unemployment of low-skilled workers, in particular for those aged 45 years or above.

Training measures can be provided in the context of short-term employment. Different measures refer to either structural, business cycle or seasonal short-term work. During the economic crisis in 2009, short-term work was the major adjustment measure on the labour market (in addition to firm-specific working time flexibilisation schemes) and helped to prevent rising unemployment. In the context of industrial restructuring, training is also funded through transfer measures and in the context of the Global Adjustment Fund. Training is usually only one component of these measures. The transfer measures were widely implemented in the past in order to adjust for economic transitions and industrial restructuring, however have been used less more recently.

Measures supported by the Ministry of Education and Research are targeted at immigrants, in particular in the area of (vocational) language training. The Ministry of Education and Research also finances a programme for upskilling unemployed immigrants with a university degree known as Academics Qualified for the Labour Market (*Akademikerinnen und Akademiker qualifizieren sich für den Arbeitsmarkt - AQUA*). The programme is supported by universities who provide appropriate courses and re-qualification designs.<sup>1</sup> The Otto-Benecke-Foundation is responsible for implementing this programme (BMAS, 2013, Nationaler Aktionsplan Integration, Erster Zwischenbericht 'Arbeitsmarkt und Erwerbsleben').

The Ministry of Education and Research also finances the Job Starter programme. About 340 local projects are currently implemented under the programme with the aim to improve access to vocational education and training (VET), improve pathways within the VET system, as well as to test the modularisation of VET (Job starter Connect)<sup>2</sup> for example in the context of AQUA. The programme management is made up of the Federal Institute for Vocational Education and Training (BiBB). Although this programme is not primarily designed for unemployed adults (it targets employers in the context of the dual vocational training system), it is relevant for low-skilled unemployed getting VET training.

Some *Länder* have set in place their own programmes for unemployed adults. In general they are small in scale. For example the QAB DUAL programme in Saxony, co-financed by the ESF, is targeted at integrating long-term unemployed into dual vocation training in order to get a recognised vocational certificate (250 participants)<sup>3</sup>; another programme Second Chance (Zweite Chance) in Lower Saxony, targeted the long-term unemployed aged 25-35 years with the aim to support them obtaining a VET certificate for a recognised occupation.<sup>4</sup>

#### *Training Providers*

Private training institutions as well as public VET schools provide training or training modules leading to a qualification in a recognised qualification. A new development is the provision of upskilling schemes through tertiary education institutions, in particular Universities of Applied Sciences. In the context of support for dual vocational training

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<sup>1</sup> For doctors with a foreign diploma for example, courses are proposed to prepare them for the exam for getting the approbation.

<sup>2</sup> Internet: <http://www.jobstarter.de>

<sup>3</sup> Internet: [http://www.sab.sachsen.de/de/p\\_arbeit/detailfp\\_esf\\_27264.jsp?m=19923](http://www.sab.sachsen.de/de/p_arbeit/detailfp_esf_27264.jsp?m=19923)

<sup>4</sup> [http://ec.europa.eu/europe2020/pdf/csr2014/nrp2014\\_germany\\_de.pdf](http://ec.europa.eu/europe2020/pdf/csr2014/nrp2014_germany_de.pdf)

measures, also many employers are starting to provide training. The PES also provides short training courses, mainly related to job search training (see chapter 2 below for the context of the German VET system).

### *Financing*

The main source of funding for training measures for unemployed adults is the PES budget, which is mainly based on employers and employees unemployment insurance contributions – topped up by other national sources for Employment Agencies (Agenturen für Arbeit) operating under Social Code III and *job centres* (for means-tested unemployment benefit II recipients, Social Code II), for example, municipalities have to bear a fixed percentage of the budget. In addition ESF funding is used at different levels and institutions. Thus the PES is managing some ESF funding as well as Globalisation Fund resources, in addition to national resources for some programmes.

In 2013, the costs of training measures in the area of further vocational training of the PES for unemployed amounted to EUR 4 400 EUR on average per participant, excluding unemployment benefits (Bundesagentur für Arbeit 2013b). In 2013, a total budget of EUR 1.54 billion was spent (including for vocational further training for people with disabilities). Around 58 % of the budget was spent for participants ruled under Social Code III and 42 % for means-tested unemployment benefit II recipients.

The Ministry of Education and Research also implements projects in the area of training and upskilling. In addition to the different national programmes and funding, the *Länder* have their own programmes and funding, sometimes co-financed by ESF.

## **2 Targeting provision to specific unemployed groups: detailed description of training provision**

### **2.1 Overview of the system**

#### *The provision of specific training paths within the German training system*

In order to contextualise the type of training courses offered through the PES training measures, the major characteristics of the Germany training system are briefly explained. Germany has a well-developed initial vocational education and training system. The traditional importance of dual vocational training in Germany has led to a comparatively high share of ISCED level 3-4 in the workforce. This system is highly regulated, with certification and tradability of skills playing a crucial role. The Chambers, as well as other stakeholders such as social partners as well as BIBB play key roles.

In contrast to initial VET, only a small section of the further training system is regulated. Within the dual vocational training system traditionally training towards Master craftsmen (*Meister* degree) is foreseen. Universities are beginning to develop a further education supply through university certificates and Bachelor and Master Studies for people with work experience. Access to higher education for qualified workers, under the decision of the Standing Conference of the Ministers of Education and Cultural Affairs of the German *Länder*, enables people with vocational qualifications, but without an appropriate entrance qualification from school, to be admitted to higher education. Both lead to entitlements in the formal system (European Commission, Cedefop, ICF International 2014). In contrast to initial university studies, university studies in the context of further training are payable,

there are in general no public interventions. Degrees are certified and correspond to usual third education standards.

For the most part further training for employed people takes part in companies, or with a training provider contracted by the company. In addition individuals can also invest privately in further training. Overall there is little regulation of the further training system and there is no general certification and validation system in place. 'Overall, validation in Germany can still be described as a colourful mosaic of local, regional, and national approaches' (European Commission, Cedefop, ICF International 2014). The German Qualification framework for lifelong learning (DQR), implemented in 2013, has established an overall framework for learning outcomes but adjusting all these approaches in line with the DQR needs time. So far there is no overall coordination of the different validation approaches and systems. In fact there are different stakeholders involved in every single system depending on their responsibilities.

In general terms, participation in further training tends to decrease with age and skills level (OECD 2014, Education at a glance). Furthermore, the participation of older workers in further training is comparatively low, according to OECD estimates on the basis of LFS data.

#### *Training paths provided through PES measures*

The bulk of training measures financed through PES are Further Vocational Training courses (Maßnahmen zur Förderung der beruflichen Weiterbildung). Vocational training can provide vocational skills without leading to a formal qualification in a recognised occupation (roughly half of training courses); some training measures targeted at low-skilled unemployed adults promote the achievement of a certified and recognised vocational qualification. These measures last for longer (see details below under heading 2.2). A new approach consists of developing modularised VET, allowing linking shorter training courses to VET for a recognised occupation. On much smaller scale, there are programmes promoting upskilling in tertiary education institutions. In the context of an ageing population and skills shortages, upskilling the unemployed and immigrants is becoming a higher priority on the political agenda (see the Securing Supply of Skilled Workers Concept, 'Fachkräftesicherungskonzept', of BMAS). In general training measures that are specifically targeted at people with disabilities last for longer. Training courses offered in the context of job search training are usually shorter.

#### *Access of unemployed adults in training measures of PES*

For the different PES training measures target groups are defined and eligibility conditions formulated (see Bundesagentur 2015, Bundesagentur für Arbeit 2013d).

The decision whether a jobseeker is entitled to take part in a training measure is made by the local PES institutions, according to specific rules regarding eligibility criteria. As a first step, initial profiling of jobseekers is undertaken. In Germany, profiling is based on the Four-Phases Model (4PM) and includes a software-guided assessment on clients' employment potential underpinned by databases on personnel and social skills - the German PES currently applies six jobseeker profiles (Konle-Seidl 2011). Profiling tools are also used to determine the nature, timing and level of intervention. A specific software tool (VerBIS) is used to help case workers structure time and remind them of the steps they need to take and thus, helps to standardise, monitor and quality assure service delivery (Konle-Seidl, 2011 and BA 2013c). The decision autonomy about the



selection of the appropriate measure for unemployment benefit II recipients at the local job centres has been increased recently. Vocational guidance services are provided by the local PES institutions.

Differences in programmes may exist between participants eligible under Social Code III and those eligible under Social Code II (i.e. on means-tested benefits). In addition to unemployed specific groups of adults not receiving any type of unemployment benefits, there is access to vocational further training for people wishing to return to the labour market after a phase of inactivity (during the first year of job search), low-skilled employed workers if it is assessed that upskilling would reduce the risk of becoming unemployed, as well as workers in the context of collective dismissals (training measures in the context of transfer schemes, which are negotiated with the social partners) and the disabled (Bundesagentur für Arbeit 2015).

Entitled persons receive an Educational Voucher (Bildungsgutschein) from the PES. The voucher system is expected to adapt measures to individual needs and improve the quality of training services. With this educational voucher jobseekers may select - from certified training institutions - a training course. In some cases the educational voucher may be limited to a certain type of training contents and to a specific region. In general the voucher is valid during a fixed period. The voucher enables the participant to choose an adequate service provider but does not work as direct reimbursement. All payments and other organisational matters are carried out by the PES and the service provider. The PES is responsible for assessing and publishing the national average costs for the provision of training. Information on training providers and training courses can be found through the internet platform KURSNET<sup>5</sup>, where 16 000 training institutions and 800 000 training offers are listed, including accredited providers and certified courses. For participants eligible under Social Code II, the job centres can also assign a training measure (Bundesagentur für Arbeit 2015). A survey among PES staff on their assessment of the effectiveness of educational voucher shows, that Employment Agencies (Arbeitsagenturen) staff overall value it positively, while staff of job centres, which have to serve mostly hard-to-place job seekers, are more critical about its usefulness. In general, only 30 % of respondents indicated that there was sufficient transparency about the training offers (Doerr, Kruppe 2012).

#### *Training providers*

Training providers which implement training courses in the context of PES financed training courses need to be accredited. This rule was introduced in 2012, before recognition of training providers became the responsibility of the Federal Employment Agency (Bundesagentur für Arbeit). In 2014, around 33 professional certification institutions (fachkundige Zertifizierungsstellen), recognised by the PES or accredited by the German Accreditation Institution<sup>6</sup>, were active. A survey among PES staff revealed that outsourcing of certification of training providers was viewed negatively (Doerr, Kruppe 2012). In 2012, the professional certification institutes had listed about 5 400 training institutions offering about 93 000 training measures<sup>7</sup>. The aim of the professional certification institution is to ascertain the quality of the training financed by the PES. The German Institution for Accreditation (Deutsche

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<sup>5</sup> Internet: <http://kursnet-finden.arbeitsagentur.de/kurs/>

<sup>6</sup> The costs for accreditation vary from 10,000 to 15,000 EUR and the length of the accreditation procedure is approximately 6 months.

<sup>7</sup> Internet: <http://www.dakks.de>

Akkreditierungsstelle - DAKKS) oversees the work of the professional certification institutes. From 2013 private placement agencies, as long as they are contacted by the jobseeker by using the Employment Agency placement voucher (*Vermittlungsgutschein*), can only offer training measures through certified institutions.

Training providers can be private or public institutions. Public institutions of vocational training provide vocational training and education courses leading to a recognised occupation. The Public Employment Services (Agenturen für Arbeit and job centres) can also offer courses, e.g. language courses or job search training themselves if they wish and do not need to be themselves accredited.<sup>8</sup>

### *Monitoring Evaluation*

The PES monitors outcomes of ALMPs through the indicator 'labour market integration rate' (Eingliederungsquote), measuring the share of participants employed in a job subject to social security contribution. Without the Programme WeGebAU, which is targeted at employed low-skilled workers, the labour market integration rate for those participants in training measures under the unemployment law (Social Code III) amounted to 61.8 % and for means-tested unemployment benefit II recipients (amongst whom the long-term unemployment share is high) at 31.2 % (for the year 2013 (Bundesagentur für Arbeit 2013b)).

It has been widely acknowledged in the international literature that measuring the effectiveness of training measures after six months is a too short a time period. Overall, there is a lack of evaluation studies on the long-term effectiveness of training. Evaluations are conducted in the context of specific programmes as well as in the context of ESF programmes (e.g. Baas 2009, ISG 2013).

## **2.2 Main training programmes for unemployed adults**

### *Vocational further training of unemployed (Maßnahmen zur Förderung beruflichen Weiterbildung)*

The main permanent PES programme, in place since 1998, is Vocational Further Training (Maßnahmen zur Förderung beruflichen Weiterbildung). Its objective is to facilitate the integration of the unemployed, to prevent potential unemployment, and to promote the attainment of recognised and certified vocational qualifications through training.

Target groups are the unemployed and workers threatened by unemployment. People with a low qualification level, and in particular those with no recognised formal qualification, are a specific priority target groups. Further vocational training includes measures by which vocational knowledge and skills are assessed, maintained and extended or adapted to technical developments (Eurostat 2012).

A jobseeker can participate in such a training measure through prior consultation and guidance from the PES, if they have no formal qualifications and has already at least three years' work experience, or has a formal qualification but has worked for more than four years in a job for unskilled workers and will therefore not find an employment corresponding to the recognised occupation (Bundesagentur für Arbeit 2013d). The period of work experience is necessary for vocational education and

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<sup>8</sup> Internet: <http://dip21.bundestag.de/dip21/btd/18/031/1803116.pdf>

training to be considered as further training and not as initial vocational training (although, the content of training is the same).

In September 2014, there was a stock of 145 000 participants and 36 000 new entrants. The vast majority of participants was at least 25 years old (97 %). Only 10 % were 50 years and older and the share of severely disabled amounted to less than 3 %. More women than men participated (Bundesagentur für Arbeit 2014c).

In September 2014, half of all participants were enrolled in vocational further training leading to a certificate. About 80 % of those exiting the measure successfully completed training. With regard to the subjects and vocational fields of the training a few areas clearly dominated: professions related to elderly care; clerks in the area of management and business organisation; body care and other related occupations; traffic systems and logistics (without drivers); education and social occupations; vehicle drivers; computer sciences; and, other ICT professions (Bundesagentur für Arbeit 2014c). In 2013, on average about 151 000 people participated in a PES vocational further training measure, including further vocational training for people with disabilities; in 2013, around 331 000 jobseekers participated and 323 000 completed a measure (including people with disabilities). Slightly more than half (53 %) were unemployment benefit recipients, 47 % percent were registered as job seekers under SGB II (Grundsicherung) (Bundesagentur für Arbeit 2013b). Transfers are directed to both individuals (unemployment benefit or social benefit during participation) and to service providers (fees for training).

In 2013, on average the duration of training course was 5.3 months - 10.1 months for people with disabilities (Bundesagentur für Arbeit 2013b). The length of the measures varies greatly, depending whether the training leads to a recognised and certified occupation (on average 550 days vs 114 days).

A subprogramme implemented by the PES Support for Further Vocational Training Leading to a Vocational Training Certification in a Recognised Occupation (Berufliche Weiterbildung mit Abschluss in einem anerkannten Ausbildungsberuf) and including participants of the programme WeGebAU, targeted employed low-skilled workers aged 45 years or over. In 2013 around 53 000 participants entered this measure and 31 300 successfully completed the measure; the average total stock of participants amounted to 63 000. Among the recognised occupations trained there were: 7 300 elderly care nurses; 4 500 people trained in the area of metal, energy and electrical occupations; and 3 500 trained clerks. In particular elderly care is an occupation where there is a labour shortage therefore training in these occupations is relevant. More than half of participants were women. About 9 % of participants were long-term unemployed and 4 % were at least 50 years old. The labour market integration rate of all participants was 52 % (excluding participants of the programme WeGebAU who were already employed).

A recent evaluation on the professional status of the mobility of participants in further vocational training shows that participation in further vocational training compared to non-participation helped to avoid downward mobility. Furthermore, the study showed that further vocational training had a strong positive effect on the transition probability into the craft specific labour market (upward mobility). Additional analysis of respondents' new jobs compared to previous jobs reinforces this view (Deeke, Baas 2012).

*WeGebAU – a preventive active labour market programme for upskilling low-skilled and older workers.*

In 2006, the German PES started a new programme for promoting further training in companies for the low-skilled and workers aged 45 years and older named WeGebAU (Weiterbildung geringqualifizierter und beschäftigter älterer Arbeitnehmer im Unternehmen) – this was refocused in 2007 on the participation of employed people only. Wages or training costs can be subsidised under the programme. In 2010 about half of companies were aware of this programme, but only a quarter engaged with it. Since its introduction, take-up has somewhat improved for larger and medium-sized companies smaller companies remain more difficult to engage in terms of investing in company-based further training. Companies reported the main reason for not engaging with the programme was the lack of need for additional further training, this was particularly the case for small companies (80 % of respondents) (Lott, Spitznagel 2010). Only about one in ten companies stated that a low interest of employees hindered them from taking benefit from the programme. Working organisation represented a barrier for a sixth of companies. Little surprisingly, the interest in the programme was higher for expanding companies. This might indicate that predicted labour and skills forecasts are likely to boost the incentive for companies to invest in further training. Those companies who used the measure assessed the results positively. Meanwhile take-up has improved. In 2013, there were nearly 10 000 participants (Bundesagentur für Arbeit 2013a). Nearly half of them participated in vocational training leading to a recognised occupation. From 2012 to 2014 it was also possible for people younger than 45 years to participate (Bundesagentur für Arbeit 2013a). A recent evaluation carried out by the IAB indicates that participation leads to improved job stability and survival in employment (Singer, Toomet 2013).

*Pilot projects in the area of vocational further training for adults for getting certified qualification*

The Federal Employment Agency (Bundesagentur für Arbeit) implemented a pilot project from 2011 in order to optimise further vocational training for the unemployed using a modularised approach (Optimierung der Qualifizierungsangebote für gering qualifizierte Arbeitslose/ Berufsanschlussfähige Teilqualifikationen). Occupations which were selected for this pilot included professional drivers, machine operators, safety professionals, process mechanic for plastic and caoutchouc techniques. The pilot project was regarded a success by the Federal Employment Agency and it has since led to the development of a modularised certified vocational training offer in other occupations. Training institutions needed to be accredited. In particular adequate skills of staff, technical resources and the competencies to provide adequate vocational training are key requirements. The national certificate is standardised and needs to contain details of the vocational skills and competences and how the certificate fits into the structure of the skills needed for the occupation; it also needs to include the number of hours taught and details of the training content.<sup>9</sup>

*Subprogramme in the area of second chance (Spätstarter gesucht)*

A new programme was set up in 2013 up for the age group 25-34 years without a formal vocational qualification. The aim was to motivate young adults to engage in dual VET (full-time, part-time, or within a modularised scheme). In November 2014,

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<sup>9</sup><http://www.arbeitsagentur.de/web/content/DE/Institutionen/Traeger/BeruflicheWeiterbildung/Detail/index.htm?dfContentId=L6019022DSTBAI524005>

about 322 000 25-34 years old persons without a formal VET certificate were registered as unemployed. It aimed to provide certified recognised VET for 100 000 young adults between 2013 and 2015. Between January 2013 and August 2014, around 50 000 young adults started a further (or *de facto* initial) vocational training through this programme. The target group focuses mainly on the unemployed, but those employed can also participate. In 2013, about 60 % of participants were eligible to measure on the basis of Social Code III and 40 % on the basis of Social Code II.<sup>10</sup> Dual vocational training should take place in companies who cannot fill apprenticeship places.

*Income subsidies for people in further vocational training (Arbeitsentgeltzuschuss bei Weiterbildung)*

The target group of this measure is unskilled workers without a recognised vocational qualification. Workers need to be employed and the further vocational training has to be recognised as necessary. The programme is managed by the PES. Employers can be reimbursed, either in full or in part, in respect of wage cost for the period in which the worker takes part in advanced vocational training (Social Code, Volume 3 §§ 235c). The maximum duration for training is two years.

*Further training in the context of short-term work*

*Transfer measures: Support of training in the context of company restructuring and collective dismissals*

Transfer measures are implemented in the context of industrial restructuring and resulting changes for the company and are mainly based on a social plan established by the social partners. Training measures are one component of the measures. Overall, the following measures can be promoted (Eurostat 2012 and Bundesagentur für Arbeit 2015b): measures finding out the capabilities, the chances of the participants on the labour market and the qualification needs; measures offering targeted help with applications and job search within an orientation seminar; measures of qualification applying to the work place; practical training; continuation of the apprenticeship for apprentices; short qualification measures outplacement counseling; and consultation on self-employment. Transfer measures are mostly implemented by a 'transfer organization' (Transfergesellschaft) which is set up for this purpose. A lump-sum subsidy is paid. Employers have to finance 50 % of the measure and costs may amount to a maximum rate of EUR 2 500 for each employee. Furthermore, the PES may grant transfer short time working allowances. Both measures have to be attuned to each other and be agreed on in a social plan or an agreement close to a social plan. The transfer measures played an important role during major economic restructuring and were used a lot in the past in the context economic transition process in Eastern Germany in industrial restructuring in West Germany.

*Training in the context of short-time allowance (Kurzarbeitergeld)*

The Federal Employment Agency supports the participation of recipients of transfer short-time working allowance in qualification measures (see above). In the context of

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<sup>10</sup><http://dip21.bundestag.de/dip21/btd/18/036/1803652.pdf>;  
<http://www.arbeitsagentur.de/web/content/DE/BuergerinnenUndBuerger/Weiterbildung/Spaetster/index.htm>

the economic crisis the promotion of training was expanded to recipients of business cycle and seasonal short-time working allowance. For this purpose the European Union provided for the actual funding period 2007-2013 European Social Fund (ESF) subsidies in the amount of EUR 125 million. In the framework of the ESF-BA-programme employees that draw short-time working allowance caused by the business cycle, and seasonal short-time working allowance, can be assisted to participate in a training measure during lack of work (Eurostat 2012 and Bundesagentur für Arbeit 2013a). This measure was widely used in the context of the economic crisis. In 2013, the number of short-term work allowance recipients was about 124 000 and thus was only slightly above the level previous to the economic crisis. The stock of short-time workers receiving training was 400 and inflow around 4 000 workers in 2013 (Bundesagentur für Arbeit 2013a). The number of short-term work allowance recipients peaked at nearly 1.2 million in 2009. In the decade preceding the economic crisis, the number of short-time workers oscillated between roughly 100 000 and 200 000.

The evaluation of the ESF-BA programme shows that between 2008 and 2012 about 172 000 short-time workers took part in an ESF financed training measure, among them 31 000 received transfer short-time work allowances and 172 000 received business cycle related short-time work allowance (ISG 2013). Training courses included vocational training (e.g. training in specific technical areas), IT-skills, social skills such as team work, skills in work organization and business administration, language training. About 80 % of participants in 2009 were still employed by the same company in 2010 (ISG 2013). This is linked to the great success short-time work had on stabilising employment relationships during the economic crisis. In 2011, about 90 % of them were employed on the regular (non-subsidised) labour market. According to interviews participants value the impact of training on their work positively. Thus, it can be assumed, that training measures during short-time work increased the competencies of workers. Furthermore, awareness about the usefulness of further training rose among participants. Companies were interested in using the non-productive working time for training measures. The economic crisis, and the extremely strong rise in short-time work, and subsequent interest in training measures was a big challenge for the local PES as well as for employers. Employers would have defined training needs and schemes which were not certified through the accreditation institutions. Therefore, standard training courses needed to be offered. The selection of participants was mainly driven by company needs rather than by the needs of participants.

*Initiative to accompany structural change (Initiative zur Flankierung des Strukturwandels IFlaS)*

A new programme implemented from 2012 to the end of 2015 known as the Initiative to Accompany Structural Change (Initiative zur Flankierung des Strukturwandels) targeted training for the low-skilled unemployed and/or workers threatened by unemployment as well as inactive people wishing to return to the labour markets. In 2013, about EUR 303 million was spent under this initiative. In 2013, there were about 30 000 participants. Support for training includes retraining with an employer in order to get a recognised vocational qualification, courses to prepare for external VET

exams, as well as VET modules in selected occupations. This measure is going to be evaluated by the research institute of the PES, the IAB.<sup>11</sup>

*Measures for immigrants, e.g. BIWAQ*

In addition, some smaller measures are implemented for immigrants, for example: language courses; specific programmes implemented in deprived areas (e.g. BIWAQ12); upskilling people with a migrant background and jobseekers with a low skills level (e.g. network integration through qualification (Netzwerk 'Integration durch Qualifizierung' – IQ) (Düll, Vetter 2012). The programme BIWAQ, running from 2008 to 2015 has a budget of EUR 124 million financed by ESF and EUR 60 million financed by the Ministry for Traffic, Digital Infrastructure (and formerly) Territorial Development. Until October 2012 about 135 projects in 95 municipalities were promoted. The target group is young people and long-term unemployed in deprived urban areas.<sup>13</sup> Training measures are one set of measures, others concern support to business start-ups. Between 2008 and the end of 2012 (first programming phase), about 18 000 long-term unemployed and 3 000 employed people participated in training measures. According to the Education Report of the Ministry of Education, the programme yielded positive results.

*Promoting literacy skills of adults related to workplace environment and basic skills (Arbeitsplatzorientierte Alphabetisierung und Grundbildung Erwachsener)*

A national strategy for adult literacy has been implemented for 2012-2016. The programme 'promoting literacy skills of adults related to workplace environment and basic skills' has a budget of EUR 2 million for 2012-2015.<sup>14</sup> Its main activities are elaborating concepts for adult literacy training, training relevant actors, and training the trainers of further training institutions.

*Programmes for the integration of immigrants*

The ESF-BAMF Programme (*Berufsbezogenen Sprachförderung für Personen mit Migrationshintergrund im Bereich des Bundes*), launched in 2008, aims at better linking German language courses to further vocational training and thus to offer professional or vocational related German language skills. In addition to language skills, job-related skills such as communication at the workplace, mathematics, IT skills, job search training. Courses last at the maximum for six months<sup>15</sup>. The programme is targeted towards jobseekers (Social Code III and Social Code II). In 2011, the programme was extended to include refugees also. In 2013, about 25 000 participants entered the measure. The labour market integration rate amounted to 40 % and was higher than initially aimed for (20 %) (BMAS, 2013). The managing body for integration courses for immigrants is the Federal Office for Migration and Refugees (Bundesamt für Migration und Flüchtlinge - BAMF).

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<sup>11</sup> Internet: <http://www.iab.de/138/section.aspx/Projektdetails/k090818e01>

<sup>12</sup> BIWAQ - *Bildung* (education), *Wirtschaft* (Economy), *Arbeit im Quartier* (Work in the neighbourhood) is a programme initiated by the Federal Ministry of Transport, Building and Urban Affairs to integrate long-term unemployed and young people into work and vocational training at the urban level ([http://www.bmbf.de/pub/bbb\\_09\\_eng.pdf](http://www.bmbf.de/pub/bbb_09_eng.pdf))

<sup>13</sup> Internet: [http://www.bmbf.de/pub/bbb\\_2013.pdf](http://www.bmbf.de/pub/bbb_2013.pdf) and [www.biwaq.de](http://www.biwaq.de) and [http://www.esf.de/portal/generator/834/programm\\_soziale\\_stadt.html](http://www.esf.de/portal/generator/834/programm_soziale_stadt.html)

<sup>14</sup> Internet: [www.bmbf.de/de/426.php?hilite=alphabetisierung](http://www.bmbf.de/de/426.php?hilite=alphabetisierung) and [http://www.bildungsbericht.de/daten2014/bb\\_2014.pdf](http://www.bildungsbericht.de/daten2014/bb_2014.pdf)

<sup>15</sup> Internet: <http://www.esf.de/portal/generator/806>

### 3 Most Significant Practice

#### CASE STUDY BOX

**Country:** Germany

**Name of training programme:** Further vocational training.

**Short description and aims of the training programme:** Further training in the format of initial vocational training; continuing training to up/re-skill in own occupation/sector.

**Target group:** Unemployed, employed threatened by unemployment.

**Number of participants:** The stock of participants in 2014 was 145 000, of which roughly half were involved in training leading to a formal vocational qualification or in a module of VET.

**Duration of programme for the beneficiary (and amount of subsidy beneficiaries receive, if applicable):** A few weeks, several months up to 2 years, depending whether the training leads to a recognised vocational qualification.

**Target group or educational level targeted:** Adult low-skilled.

**Eligibility Criteria:** A jobseeker can participate in such a training measure in case he or she got prior consultation and guidance from the PES, has no formal qualification in a recognized occupation and has already at least 3 years work experience or has a formal qualification but has worked for more than 4 years in a job for unskilled workers and will therefore not find an employment corresponding to the recognized occupation.

**Funding source and total budget (share of EU funding, if applicable):** In 2013, the Federal Employment Agency costs of training measures in the area of further vocational training for unemployed amounted to EUR 4 400 EUR on average per participant, excluding unemployment benefits the participant receives during participation (BA, Eingliederungsbericht 2013). In 2013, a total budget of EUR 1.54 billion was spent (including for vocational further training for people with disabilities). Around 58 % were spent for participants under the unemployment law and 42 % for means-tested unemployment benefit II recipients.

**Types of skills (or qualification if relevant) delivered:** Mainly vocational skills, employability skills.

**Actors involved in the provision of training and their role:** PES for vocational guidance, profiling and issuing a training voucher, certified training institutions for providing training and employers for providing training in the context of dual vocational training.

**Summary of evaluation findings:** Only evaluations of some subprogrammes are available. The PES monitors outcomes of ALMPs through the indicator 'labour market integration rate' (Eingliederungsquote), measuring the share of participants employed in a job subject to social security contribution. Without the Programme WeGebAU, which is targeted at employed low-skilled workers, the labour market integration rate for those participants in training measures under the unemployment law (Social Code III) amounted to 61.8 % and for means-tested unemployment benefit II recipients, amongst whom the share of long-term



unemployed is high, (Social Code II) at 31.2 %.

**Policy lessons:** The main employment barrier consists of low skills level, including lacking certified skills in a recognised occupation. Therefore the promotion of vocational skills is a key approach. In the context of skills shortages, measures leading to recognised qualifications gains is important. A recent evaluation on the professional status mobility after having participated in further vocational training showed clearly positive results.

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Eurostat 2012.  
Deeke, Baas 2012.

## 4 Conclusion

In Germany the risk of unemployment, and in particular of long-term unemployment, is strongly linked to low skills. Although early school leaving could be reduced, still too many workers have no formal vocational qualification in a recognised occupation. The access to VET is still at a low level for some groups e.g. some groups of people with a migration background. Furthermore, numerous new skilled migrants are employed as unskilled workers. At the same time there is a labour and skills shortage in some occupations. It is therefore highly relevant to develop vocational skills.

As the further training is overall still not standardised and only partly regulated, it is important to provide low-skilled workers with tradable skills. In this context, the development and promotion of acquiring certified recognised occupations and to develop a modularised system within the VET is important. Even though it remains on a small scale, it is positive that tertiary education institutions are developing schemes to upskill immigrants holding university degrees.

The programme WeGebAU targeted at low-skilled workers (mainly older than 45 years) is an interesting approach to prevent unemployment. The unemployment rate of older workers is relatively low. However, once they are unemployed they have a very high risk of remaining unemployed, as recruitment rates of older people are very low. Therefore, it is highly relevant to improve employability of older workers as long as they are still employed in order to reduce their risk of becoming unemployed.

Short-time work was the main ALMP implemented to cope with the economic crisis. The effectiveness of this measure could be enhanced by providing training to a number of short-time workers. Thus, non-worked working time could be used for investments in training. Besides improvements in vocational and general employability skills, a positive effect on the attitude towards further training could be recorded as an outcome of this measure.

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**Annex 1: Measure Description Table****Main training programmes in GERMANY**

Name of training programme	LMP measure: the name and number of the relevant LMP measure, based on the list of LMP measures in the qualitative LMP report (if possible to attribute the training programme to the LMP measure)	Short description and aims of the training programme: e.g. basic skills(literacy, numeracy, ICT, other skills); general work experience and employability skills; initial vocational training oriented to a specific job; continuing training to up/re-skill in own occupation/sector; validation of prior learning and experience; tertiary education; preparation to start own business, etc.	No. of participants	Duration of programme for the beneficiary (and amount of subsidy, if applicable)	Target group or educational level targeted	Criteria for accessing the programme	Funding source and total budget	Types of skills (or qualification if relevant) delivered	Actors involved in training provision and their role	Evaluation results available (here, please provide detail on the method used, on the coverage, and on the evaluation findings)	If no evaluation is available, what is the expert's assessment of the impact of the measure?
further vocational training	LMP database Nr. 12  Support for further vocational training (Maßnahmen zur Förderung der beruflichen Weiterbildung)	Wide range of trainings; upskilling but without being an element of recognised vocational education and training, upskilling with the purpose of getting a recognised qualification. It is also possible to get a basic school degree.  It includes measures by which vocational knowledge and skills are assessed, maintained and extended or adapted to technical developments	145 000 stock in September 2014	On average, 545 days for training leading to a certification. Mainly 2 years VET in a recognized occupations (note that for most occupations 3 years of training is needed).  114 days for training not leading to a certificate	Unemployed, people threatened by unemployment; low-skilled as a specific subgroup.	- The training has to be necessary to reintegrate the unemployed, avoid unemployment of employed at risk or because the participant didn't achieve a vocational training yet.  - To receive a subsistence allowance during the training the person must meet the requirement of having been in employment for a minimum duration in a set period of time, i.e. at least 1 year in contributory employment  - A client must consult the employment office and obtain its consent before entering the	The local employment service may bear the costs of further training incurred directly through the training scheme, especially including course fees and the cost of ascertaining the suitability of the applicant, the cost of lodging and additional costs for board, where the necessary participation in the course requires the participant to live away from home, and in certain cases the cost of child care.  Participants in full-time courses may be paid a subsistence allowance (Unterhaltsgeld	Wide range of vocational skills; half are enrolled in training for certified and the other half for not certified qualifications.  Main occupations trained are clerks, elderly care and body care and related occupations	Private certified training institutions, public schools, VET schools, employers (in case of dual vocational training)	PES Monitoring: Labour market integration rate 52 %  A recent evaluation on the professional status mobility after having participated in further vocational training show clearly positive results (Deeke and Baas 2012)	

				training - The measure and the service provider are approved.		) if the conditions of entitlement are satisfied.					
Support of training in the context of short-term work	LMP 98 (Eurostat 2012)	Support of training for short-term workers; was mainly used in 2009 and 2010 to cope with the economic crisis.	Between 2008 and 2012 about 172 000 participants	Short-term workers		ESF-BA Programme; EUR 125 million ESF funding	Training courses included e.g. vocational training (e.g. training in specific technical areas), IT-skills, social skills such as team work, skills in work organisation and business administration, language training.	PES, employers selected candidates, Certified training institutions deliver training	About 80 % of participants in 2009 still were employed by the same company in 2010 (ISG 2013). This is linked to the great success short-term work had to stabilize employment relationships during the crisis. In 2011, about 90 % of them were employed at the regular (non-subsidised) labour market.	According to interviews participants and employers value the impact of training on their work positively.	Main outcomes: improved skills, and raised awareness for further training;
<b>Measures specifically targeting the low-skilled</b>											
Spätstarter gesucht	Temporary PES programme	The aim is to motivate young adults to engage in dual VET (full-time, part-time, or within a	Since January 2013, about	Planned for 2 years	Unemployed and employed young adults,	Unemployed and employed young adults,	PES	Certified qualification of recognised	PES, employers, training	No results available yet	Highly relevant

(Second Chnace VET)	2013-2015	modularized scheme)	49 000 participants	25-34, who have not obtained a formal qualification for a recognised occupation.	25-34, who have not obtained a formal qualification for a recognised occupation.		occupation, mainly provided within the dual vocational training systems, modules of VET	institutions	
					Qualification requirement needs to be assessed by PES				
WeGebAU	Weiterbildung geringqualifizierte r und beschäftigter älterer Arbeitnehmer im Unternehmen, introduced in 2006	Preventing unemployment of low-skilled workers	10 000 participants in 2013	Employed people with no formal VET in a recognised profession; particular those who are older than 45 years		PES Implemented in cooperation with employers and training institutions	Half of participants in 2013 were enrolled in VET leading to a recognised profession.	PES, employers, training institutions	A recent evaluation carried out by IAB indicate that participation leads to improved job stability and survival in employment (Singer, Toomet 2013)

## Annex 2 – Glossary

**Adults:** For the purpose of this Review, adults are defined as persons aged 25-64, to the extent that it is possible to identify this age group in the country. For example, the LMP database national summary tables provide summary statistics for those below and above 25; while detailed national databases at least in some countries, include differentiation by a broader list of age-groups.

**Basic skills:** The skills needed to live in contemporary society, e.g. listening, speaking, reading, writing, mathematics and ICT skills (See: European Adult Learning Glossary, Level 1. Internet: [http://www.pedz.uni-mannheim.de/daten/edz-b/gdbk/10/adultglossary1\\_en.pdf](http://www.pedz.uni-mannheim.de/daten/edz-b/gdbk/10/adultglossary1_en.pdf), while the terminology for 'basic skills' in national languages is provided in p. 21 of the glossary).

**Low Educational Attainment:** Eurostat defines educational attainment as low if the highest educational qualification, achieved by a person is level 0 (no formally recognised level of education completed), level 1 (primary level of education completed) or level 2 (lower-secondary level of education completed) as defined by the International Standard Classification of Education (ISCED).

**Training programme:** A specific LMP intervention could encompass one or several training programmes. According to the ISCED 2011 classification, an education programme is defined as a coherent set or sequence of educational activities or communication designed and organised to achieve pre-determined learning objectives or accomplish a specific set of educational tasks over a sustained period. Objectives encompass improving knowledge, skills and competencies within any personal, civic, social and/or employment-related context. Learning objectives are typically linked to the purpose of preparing for more advanced studies and/or for an occupation, trade, or class of occupations or trades but may be related to personal development or leisure. A common characteristic of an education programme is that, upon fulfilment of learning objectives or educational tasks, successful completion is certified. Training programmes can be focused, for example, on: basic skills (literacy, numeracy, digital skills, other); general work experience and employability skills; initial vocational training oriented to a specific job; continuing training leading to up/re-skilling in own occupation/sector; validation of prior learning and experience; tertiary education; preparation to start own business, etc.

**Unemployed:** Persons usually without work, available for work and actively seeking work. Persons considered as registered unemployed according to national definitions are always included here even if they do not fulfil all three of these criteria (Eurostat Labour Market Policy Statistics. Methodological guide 2013).

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