

**MUTUAL LEARNING PROGRAMME:
HOST COUNTRY DISCUSSION PAPER - GERMANY**

**INTEGRATING YOUNG PEOPLE INTO THE
LABOUR MARKET: APPRENTICESHIP
TRAINING AND PRE-TRAINING COURSES**

Peer Review on ‘The dual training system - Integration of young people
into the labour market’

Germany, 24 – 25 September 2012

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1 QUICK SUMMARY

This paper has been prepared for a Peer Review within the framework of the Mutual Learning Programme. It provides information on the policy example of the Host Country for the Peer Review – in this case, Germany. For information on the views of the countries participating in the Peer Review, please refer to the relevant Peer Review Comments Papers.

Compared to European average figures Germany is characterized by low unemployment and on average labour market participation. This has, at least partly, been attributed to the existence of the dual apprenticeship system, as this form of training smoothes the transition from training to work. However, significant effort in the sense of financial resources and number of participants is allocated to support individuals' transition from school to training. This is particularly important, as a significant part of labour market matching in Germany already takes place at this early stage of labour market integration, in contrast to most other European countries. Pre-training schemes play an important role here, as they are particularly designed to support less qualified and disadvantaged school leavers to gain access to apprenticeship training.

Three types of pre-training schemes are applied in Germany: agency based, school based and firm based schemes. Company and school based pre-training activities (Einstiegsqualifizierung – entry level qualification (EQ) and Berufseinstiegsbegleitung – support for job entry) are discussed in this paper using the available evaluation evidence.

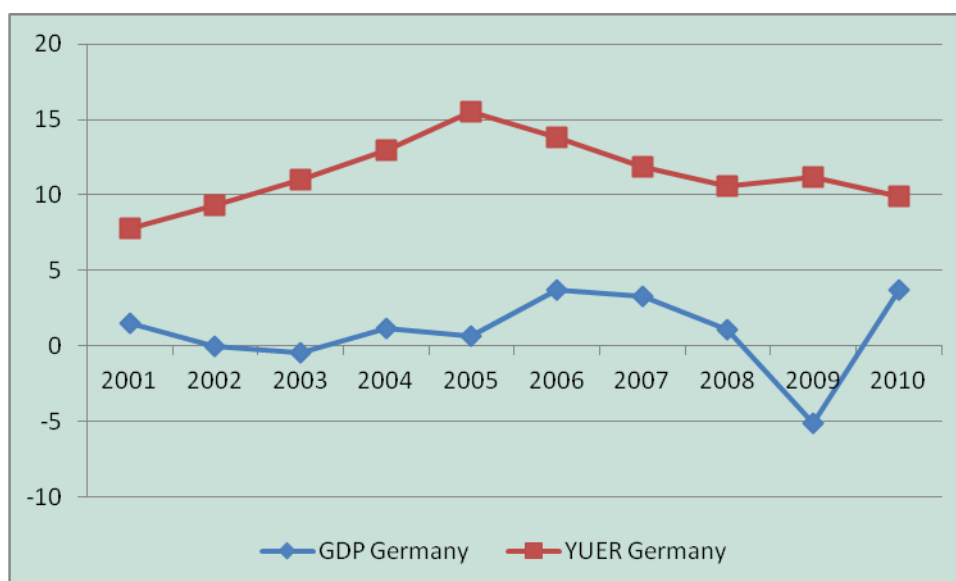
Both schemes differ with regard to their 'maturity', as EQ has been used since 2004 and Berufseinstiegsbegleitung is quite a new scheme and first experience is still preliminary.

2 LABOUR MARKET SITUATION IN THE HOST COUNTRY

2.1 Economic and labour market situation and the impact of the crisis

As an export oriented economy Germany experienced a severe decline of GDP in the years of the crisis (2008-2009, see figure 1), followed by a quick recovery which is exceptional compared to the development in most other European countries. Despite the severe negative growth rate an astonishingly mild response was observed in the German labour market. It is argued that labour market reforms and the behaviour of social partners has enabled Germany to effectively adapt when facing a temporary slump. The crisis mainly affected export-oriented manufacturing firms in Germany's thriving regions. Before the crisis those firms were the engines of growth and suffered from a shortage of qualified professional workers. Moreover, training costs are relatively high and dismissals would entail a significant loss in firm-specific human capital. Supported by the generous short-time work schemes, these factors contributed to the high willingness of crisis-stricken firms to pursue a strategy of massive labour hoarding. Furthermore, pacts for employment and competitiveness (PECs) concluded at company level and characterised by concessions from both bargaining partners contributed to the German miracle. Bellmann & Gerner (2012:3375) find evidence suggesting that the adoption of PECs is connected with a reduced negative employment effect during the crisis in affected companies.

Figure 1: Youth unemployment rate and GDP, Germany 2001-2010



Source: Eurostat, authors own calculations.

As a result employment declined only marginally (-.7% in Q3/2009) and the average unemployment rate increased by about 0.6% points during the same quarter. Among young people, employment declined at the peak of the crisis in Germany in Q3/2009 by about 4% compared to the previous year and the youth unemployment rate increase by 1.1%-points compared to the previous year. Additional time spent in education and labour market schemes for young people worked successfully as a buffer for the short period of economic decline in Germany.

2.2 General policy framework for young people

When focusing on the labour market situation of young people aged 15 to 24 (henceforth referred to as the U25-population), which are targeted by the German Social Code (Books II & III of the Social Code cover German labour market policy) with youth specific schemes and measures, it is important to distinguish two main fields of action (Dietrich 2001): measures to support young school leavers on their way into firm- or school-based vocational training and measures to support young people to enter (and remain in) the labour market. Only the former are the subject of this paper.

Whilst young people's access to training depends both on the size of the youth cohort of school leaving age (in the case of Germany this is the cohort aged 15-21) and the economic situation (measured through GDP), in reality young people's access to the labour market after school or vocational training is mainly influenced by the economic situation (Dietrich 2013, forthcoming).

In the most recent years the number of school leavers decreased slightly (see fig 1 in the appendix), mainly as a result of an overall decline in the share of young people in the eastern German states, whilst that process of decline is delayed in the western part of Germany.

Most school leavers had some contact with the vocational counselling and guidance department of the German Federal Employment Services (Bundesagentur für Arbeit, henceforth referred to as the Public Employment Services or PES). Only a sub-group of them (see table 1), however, fulfils the criteria of the PES and employers regarding the minimum level of qualifications and competences required to be considered as qualified applicants for apprenticeship training. It is only young people who have attained this recognised status who are entitled to be supported by the PES as an applicant for entry into the dual apprenticeship system. Around 50% of all apprenticeship applicants, supported by

the PES, obtain access to apprenticeship training, whilst the other half of applicants supported by the PES join school based alternatives of vocational education, pre-training schemes or keep on searching for vocational training placements.

Another group of young people looking for apprenticeship training do not access the full range of guidance and counselling service available from the PES and are able to access apprenticeship training via individual search strategies.

Finally, another group of school leavers who are interested in apprenticeship training but do not fulfil the required level of qualifications and competences, are encouraged to improve their qualifications and to access pre-training courses, to prepare for apprenticeship training. This group is not supported by the PES to access apprenticeship training immediately, usually due to low level of school performance or/and individual attributes - like social behaviour or related restrictions - but are entitled to join pre-vocational training, offered by vocational schools or other measures offering pre-vocational training.

These pre-training options are also open to school leavers who did qualify for apprenticeship training but were unable to get a placement even with the support of the PES (for more detail see chapter 3).

In Germany apprenticeship training is the dominant type of vocational training compared to training in vocational school, universities for applied sciences and academic universities. About two thirds out of each age-cohort pass apprenticeship training. These figures correlate with around 600,000 new training contracts, initiating an in average three year vocational training within a market based firm or enterprise (around 10% of these contracts are scheme based, see figure 2) and following one out of about 300 training occupations. (more in detail Dietrich et al 2009; Dietrich 2013).

2.3 The supply of firm based apprenticeship training

The bottleneck at this point of labour market entry and vocational decision making for young people is the limited supply of apprenticeship places offered by firms. Based on econometric models, the empirical results concerning firm's training behaviour are more or less robust. Two types of motives for offering apprenticeship training are identified: a production oriented training motive and an investment oriented training motive. In case of the first motive, firms offer apprenticeship training if the firm is able to use the productivity of apprentices during the training period and the benefit obtained from apprentices' productivity is not lower than the costs linked to training (apprentices' and trainers' wage and additional cost). In the case of investment oriented training, the training firm is interested in qualified apprentices as part of the firm's future workforce. In this case the costs of training should not exceed the sum of the benefits of training during the training period plus the opportunity cost of recruiting qualified workers. Therefore, the extent to which firms are able to reduce the productivity of trainees and see such trainees as a cost effective way of addressing future skill and labour shortages critically influences the supply of apprenticeship places. Other factors, such as companies' affiliation to employers' organisations, the presence of work councils and other 'social' factors only have a marginal effect.

Table 1: Key figures of the German apprenticeship market 2008- 2011

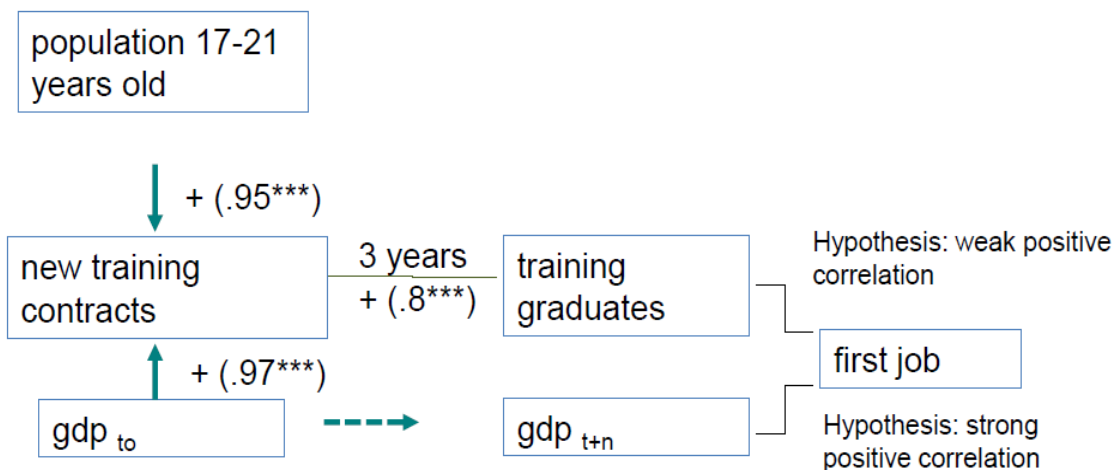
Year	2008	2009	2010	2011
School-leaver	1.286.100****	1.244.685****	1.236.142****	1.205.620****
Apprenticeship applicants	620.037*	555.463*	552.168*	538.245**

Supply-demand ratio of apprenticeship places	100,8*	100,3*	101,3*	103,3*
New apprenticeship contracts	616.259**	566.004**	560.073***	570.140***

Source: GIB/IAB 2012b:14

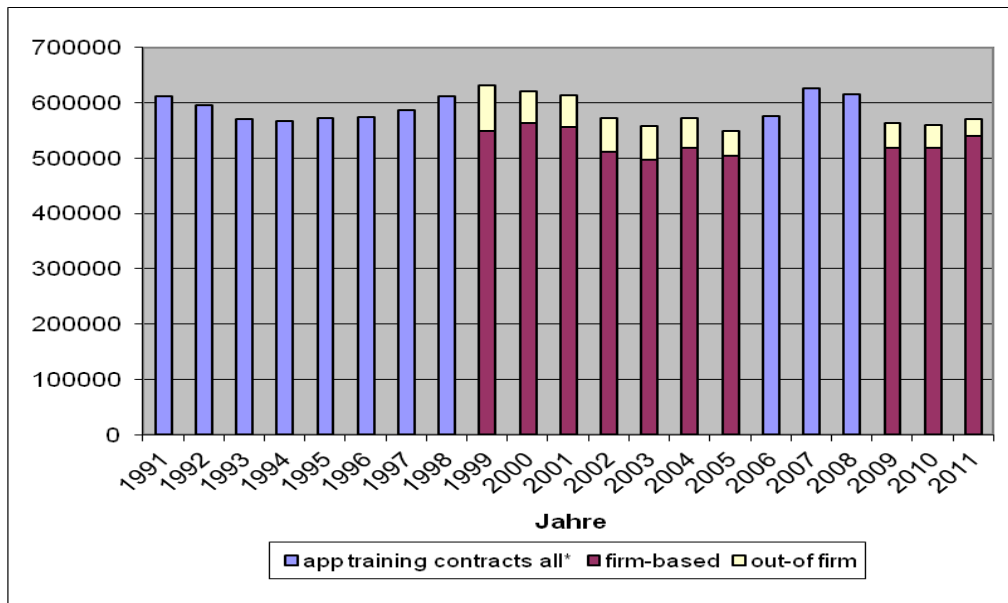
In line with this framework firms respond sensitively to changes in short and medium-term business expectations and economic trends and adapt their training behaviour accordingly. In a short-term production oriented perspective, a decline in business expectations affects the net cost assumptions of firms' training decisions. And from a medium-term investment-oriented perspective a decline in business expectations affects the assumptions on future transaction and opportunity costs. As described in figures 2 & 3, the number of new training contracts concluded annually is substantially driven by economic factors, such as company specific business expectation and uncertainty on the firms level (see Dietrich & Gerner 2007/2008) or GDP growth rates at the macro level.

Figure 2: Schematic transition model (a macro-perspective)



Source: Dietrich 2013

Fig 3: Apprenticeship contracts 1991-2011



Source: *Berufsbildungsbericht*, various years, * no detailed data available, author's calculations.

2.4 The double selection effect of firms

In addition to this quantitative and financially orientated explanation regarding the number of apprenticeship places supplied by companies, there are sociological considerations regarding the nature of training applicants who successfully obtain apprenticeship placements.

As Kerckhoff (1995) and Soskice et al (2001) have already shown, German apprenticeship training includes a two-step sorting-function, which combines individuals' educational decisions with firm-specific selection at the two main steps of the transition from school to work. In the first step companies decide annually on the number of new openings for apprenticeships and decide about the most promising candidates to be accepted for these training places. In the second step and about three years later firms have to decide which apprenticeship graduate will be offered a job and who will have to leave the training firm. In addition, the better qualified or more promising young school leavers compete for the more attractive firms and the more promising field of training within companies. Thus we take into account a two-sided matching process, based on individuals expected productivity and firms attractiveness. The less attractive the firms training and employment conditions on the one side and individuals expected productivity on the other side, the poorer the opportunity structure for firms or individuals (Dietrich 2008).

Due to the definitions of unemployment applied in Germany, the transition from school to vocational or academic training is largely disconnected from the question of the scale of youth unemployment. Following the national or the international conventions the 'unemployed status' is linked to a minimum of three preconditions:

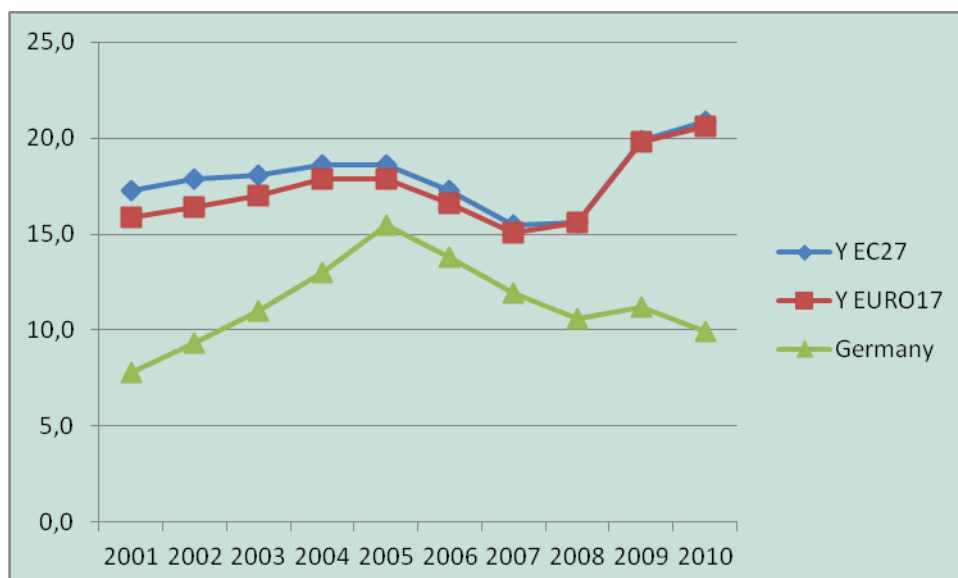
- »without work«, that is, were not in paid employment or self-employment;
- »currently available for work«, that is, were available for paid employment or self-employment during the reference period,
- »seeking work«, that is, had taken specific steps in a specified recent period to seek paid employment or self employment, and

(d) »being registered« at the federal employment offices as unemployed and being available to the guidance and counselling of the federal employment services, as a precondition for the German labour market rules.

Therefore, due to both the ILO and German definitions of the unemployed status (§ 16 Book III of the German Social Code), the U25-population which is looking for training, is not counted as unemployed. In order to 'qualify' as being unemployed, young people have to be seeking work (rather than a training placement) or have completed vocational or academic training and subsequently be seeking work..

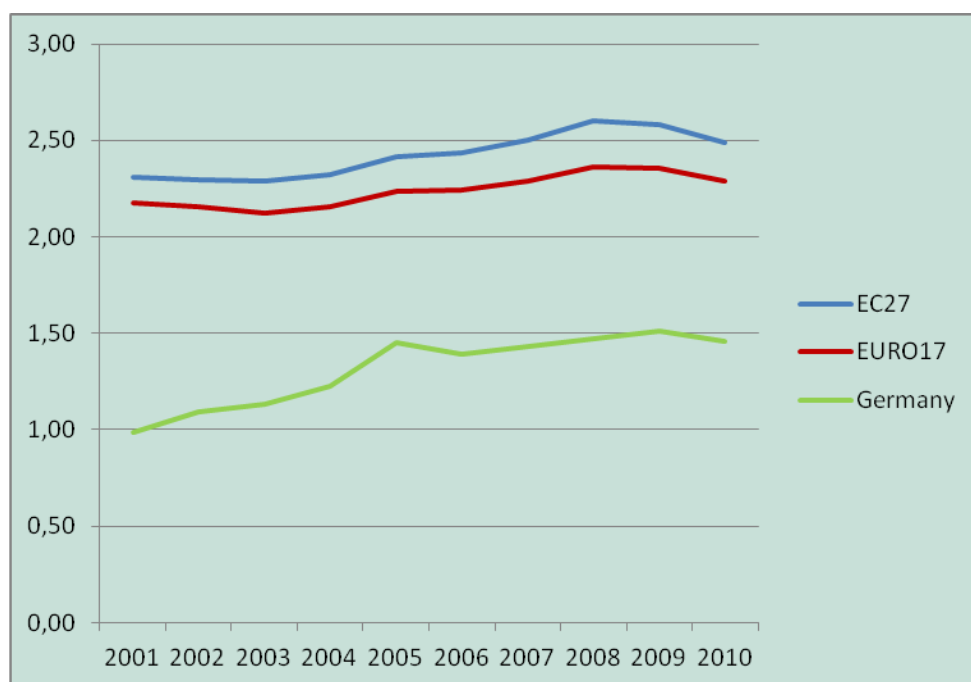
From an empirical point of view, youth unemployment rates (YUER) in Germany, described as the ratio of unemployed young people in the U25-workforce, have over the last decade been among the lowest among European countries (see figure 3). However, since the early 2000s the German YUER lies above the adult unemployment rate (25-64years old, AUER). A ratio of YUER to AUER greater than 1 indicates a higher risk of unemployed among the U25 workforce compared to the workforce aged 25plus. In the last decade the German youth to adult unemployment ratio was significantly below the corresponding European ratio (Dietrich 2012), however it was increasing during the last decade. The main reasons for the low youth unemployment rate and the still moderate youth to adult unemployment ratio in Germany compared to other European countries seems to be strongly linked to the German dual system of apprenticeship training. According to the literature, the main factors behind high youth unemployment are lacking work experience; the fact that as first time labour market entrants, they suffer from being 'outsiders'; having less secure employment contracts which means that their link to the labour market is more easily severed and they have less access to training; less protection by social or labour law; and job-hopping as part of both the individual effort to develop the vocational/occupational choice and improving the matching. It is obvious that providing apprenticeship training neutralizes many of these arguments and generates some systematic advantages for apprenticeship graduates. Taking into account that still around two thirds of a German age cohort enters the labour market through apprenticeship training, this is a notable factor (Achatz et al 2012; Dietrich 2008 and 2013).

Figure 4: Youth unemployment rate –Europe and Germany 2001-2010



Source: EUROSTAT - LFS; own calculations

Figure 5: Ratio of youth unemployment rate to adult unemployment rate 2001-2010



Source: EUROSTAT – LFS; own calculations

Again, empirical findings (Dietrich 2008, 2013) support these arguments, apprenticeship graduates with better school performance, trained in more productive firms and under an investment oriented training motive show smoother transitions from training to work and are more likely to be offered their first job in the training firm. Longitudinal studies confirm these conclusions, which hold also for trainees which graduated from apprenticeship training in years of economic downturn (Dietrich 2013).

However, the selection process into vocational training is challenging, especially for lower educated young people. Longitudinal studies report long-standing episodes of searching for apprenticeship placements and time spent in pre-training schemes (DJI 2007; Beicht et al. 2007). Chapter 3 provides an overview of the development and the process of differentiation of the school-to- training related schemes in Germany and highlights some schemes more in detail, which are designed to support the transition of disadvantaged young people into dual apprenticeship and the labour market.

3 POLICY MEASURE

3.1 The wide policy framework

Low qualified graduates got uncoupled from apprenticeship training

Whilst it is more or less impossible to get access to apprenticeship training without a general school leaving certificate (3% if all apprenticeship graduates, compared to around 8% of an age cohort without a general school degree), even for graduates of the lower secondary school (Hauptschule; about one third of all school leavers) it becomes increasingly challenging to sign an apprenticeship training contract. In 2009 around 23% of all 25-to 34 year olds in Germany have no vocational degree at all, even if most of them had tried to get access to apprenticeship training (see Allmendinger & Dietrich 2003). However, about 70% of this group is active on the labour market (50% are employed on standard employment contracts, 18% are in marginal or insecure employment relationships and 18% are unemployed) and 30% are inactive (Dietrich & Kleinert 2011). By contrast, in the 1970s, around 60% of all lower secondary graduates entered dual apprenticeship

training, whilst in the early 2000s only around one third was able to tackle this hurdle (Reinberg/Hummel, 2006). Due to the expansion of both general education and vocational/academic training in Germany since the 1960ies, lower secondary schools (Hauptschulen) became more and more focused to students at the lower part of the performance distribution (Solga 2005) and the linkage to the apprenticeship training became weaker for that group. Secondly as a result of technological advances requiring higher skill levels, the level of vocational training in the apprenticeship curricula was raised further (Waldhausen 2006). Thirdly the total number of apprenticeship training places in Germany experienced a dramatic reduction in the 1980s which went in line with a demographic change (the baby boomer cohorts left apprenticeship training), as well as further cyclical variation due to the business cycle in the last two decades, (Dietrich/Gerner 2007; and figure 2).

As quantitative and qualitative change in the German workforce reduced the probability of lower qualified school leavers accessing apprenticeship training tremendously, the share of these individuals among all apprenticeship participants reduced (Antoni et al 2007). Simultaneously the pressure for this group of school leavers to enter apprenticeship training increased as the demand for low qualified labour (without apprenticeship qualifications) decreased in Germany at the same time.

From this point of view pre-training schemes gain a pivotal function to link low qualified school leavers with apprenticeship training. They are intended to support young people to make relevant vocational choices and to fully exploit their potential; to acquire additional general and vocational qualifications and competences to make them competitive for the apprenticeship market; to compensate for any individual and social background related deficits and to improve and support the search strategies of young people for training or even for unqualified work. An important part of the matching process within the school-to-work-transition process takes place at this early step, moderated or accompanied by publicly sponsored pre-training schemes. In contrast in most other European societies, labour market matching takes place at the final stage of the school-to-work-transition process, when individuals attempt to enter the labour market.

Table 2 in the appendix illustrates the total extent of scheme participation, organised under the responsibility of the federal employment agencies. Not included (due to inaccessibility), are figures concerning additional schemes and school based opportunities, administered e.g. from the Lander or local authorities. Whilst the PES schemes for young people follow highly selective assignment-strategies to allocate young people into schemes to match individuals' potential level of labour market performance with the type of schemes offered (see Dietrich 2008; GIB/IAB 2010:37ff), there is no clear rationale between schemes offered by independent and less coordinated actors on the federal and regional levels (like federal and regional programmes organised by various political authorities and organisations (see Ressort-AG 2011 for a glimpse of the hidden dimension; a illustrative example of coordination between the federal law and the school authorities at the Länder level is mentioned in section 4.1).

Pre-apprenticeship training courses of the BA and alternatives

In 1969, West-German labour market policy became organised by the Law on Employment Promotion (Arbeitsförderungsgesetz (AFG)), which was the forerunner of Book III of the German Social Code and united the youth related instruments of the PES. In the 1970s, the pre-training instruments for young people experienced a first significant expansion due to the emergence of both the demographic increase of the baby boomer generation arriving on the labour market and the economic downturn, creating a first wave of youth unemployment in post-'economic miracle' Germany. Beside school based pre-training courses (Berufsvorbereitungsjahr [BVJ], Berufsgrundbildungsjahr [BGJ], einjährige Berufsfachschulen ohne vollqualifizierenden beruflichen Abschluss, where school-leavers without access to vocational training have to complete the remainder of ten years of

compulsory schooling and obtain some vocational pre-training) the PES instrument of „agency based” (in contrast to school based or firm based alternatives) schemes of pre-training courses (**Berufsvorbreitende Bildungsmaßnahmen**, in the following the abbreviation BvB-schemes is used) expanded. In 2004, the BvB-schemes were reorganised, by applying a new business concept of pre-training (according to §51 book III of the Social Code), which offers both modules for low performing young school leavers, young people with social or individual handicaps and young people, who simply failed to get access to apprenticeship places due to regional or temporary shortages of the supply of apprenticeships.

The target groups for such schemes are primarily young people under the age of 25 without a vocational qualification. The aim of BvB-schemes is enable young people make an informed choice about their vocational pathway and to explore their own vocational competences; to improve individuals' qualification to make them competitive for apprenticeship training; and to integrate them successfully into such training. BvB-schemes supply the participants with additional general and vocational education and qualifications if needed, train their social competences, improve their job search competences (like writing a CV and interview-behaviour) and give young people access to work experience within training agencies or market based firms, to develop their occupational interests or vocational choices and to build up personal links to potential training companies.

The average duration of BvB-scheme participation is up to 10 months. Around 100.000 young people join BvB-schemes annually; with a non linear trend and some expansion during the years of economic crisis (see table 2 in the appendix). For evaluation results see Dietrich/Plicht 2009.

At the same time of implementing the renewed concept of BvB-schemes the federal government of Germany, the PES and the peak employers' organisations in Germany agreed on a "National Pact", with the aim of improving both the supply and demand side, i.e. the number of apprenticeship placements and the qualifications for young people to successfully enter into apprenticeship training. More detail on this national pact is provided in section 3.2.

Research on the quality of educational qualification and school to work transitions considers that up to one fourth of the German school leavers do not reach the minimum competence levels required by employers to allow them access apprenticeship training. These risks are not equally distributed, but are focused on students from lower class background families and migrant groups (Allmendinger & Dietrich 2003). Thus in the last decade a concept was developed which allowed students to already be supported in lower high school, in order to develop their capacity and vocational orientation. The idea of extended and intensified vocational guidance in addition to the regular guidance and counselling strategies offered by the PES was developed (see below for more detail).

3.2 The National Pact and the labor market scheme „Einstiegsqualifizierung” (EQ)

In response to a severe shortage of apprenticeship-training places in 2004, the peak employers' organisations in Germany, the federal Government and the Länder (Kultusministerkonferenz) signed the "Nationalen Pakt für Ausbildung und Fachkräftenachwuchs in Deutschland" (National Pact for vocational training and promoting next generations' specialists) on 16 June, 2004, with the aim of offering every young person, who is interested in vocational training and who fulfills the requirements for apprenticeship training a training option. Beyond the shortage of apprenticeship training the National Pact intended to respond to demographic trends and the expected shortage of specialists in Germany. That National Pact was signed for three years (2004-2007) and meanwhile updated twice; the latest version covers the years 2010 to 2014.

For the first National Pact-term 2004 to 2007, companies offered 30.000 additional apprenticeship training places and 25.000 places for a firm based pre-training-year - the so called Einstiegsqualifizierung (EQ). The number of additional apprenticeship places offered

by these means increase in line with the business cycle (see figure3). In the first National Pact term around 76,000. EQ contracts were signed and on average the agreed figures were delivered (GIB/IAB 2011:166). Due to the National Pact consortium, the pact caused a new trend by increasing the number of training firms and training places, and on March 5th, 2007 the second pact term was signed, a third term was signed on October 26th, 2010.

Einstiegsqualifizierung (EJQ/EQ)

As a result of the agreement of the first National Pact the „Sonderprogramms des Bundes zur **EinstiegsQualifizierung Jugendlicher**“ (EQJ-Programm) (a special federal labour market policy program covering pre-training episodes within firms for young people without a apprenticeship place) was launched and ran from October 2004 to September 2007. The target group comprised:

- a) Young people, searching for an apprenticeship place, who did not manage it to sign a training contract, even with support of the guidance and counselling department of the PES,
- b) Young people, which do not fulfil the full requirements for apprenticeship training, and
- c) low-performing apprenticeship-place applicants and socially disadvantaged applicants.

In October first, 2007, EQJ was mainstreamed from being a special federal labour market policy programme to becoming a standard instrument of German labour market policy (§54a book III German Social Code). Connected with this new legal status the instrument became accessible to all age groups and called “**EinstiegsQualifizierung**” (EQ). EQ offers six to twelve months of firm based pre-training courses, to qualify individuals for apprenticeship training, to develop their occupational choice, to raise the access probability to apprenticeship training, and to improve the matching quality between applicant and training-firm. According to the Social Code EQ is under the responsibility of PES, in cooperation with third actors like the chambers of commerce and trade, handicrafts or professions and administered by EQ-training firms which receive up to 216€ per month from PES, to cover (part) of the salary for EQ-trainees¹ plus a lump sum fee to cover social security contributions. Independently from the new legal status, within the German political discourse EQ is still connected to the National Pact.

3.3 BA’S intensified vocational guidance and counseling at schools and Berufseinstiegsbegleitung

The German PES offers vocational guidance to all school leaves which require it as standard. However, it was felt that more intensified counselling and guidance support was required for individuals who would otherwise spend a long time searching for apprenticeship placements and participate in a variety of pre-vocational schemes before finally accessing a suitable apprenticeship placement. Various and less coordinated actors became active in that new field of school based vocational pre-training and countless models of **intensified vocational guidance are tested** in many places and performed by the PES, the federal states, foundations and initiatives, to help young people in their transition to training. The analysis of a survey within the PES confirmed these measures are extremely heterogeneous and pursue very differing goals (Kupka/Wolters 2010:4; IAW et al 2011).

Berufseinstiegsbegleitung

The core instrument in the context of intensified vocational guidance is the „Berufseinstiegsbegleitung“. This began with a pilot phase in February 2009 at around 1000 lower secondary schools and became mainstreamed with §49 Book III German Social Code in April 2012, before the evaluation project was finished. This instrument allows the PES to support poorly performing students from the second to last class at lower secondary schools onwards until two years after leaving general schooling or up to six month after

¹ In average EQ-trainees receive as training salary about 216€ a month (GIB/IAB 2011).

entering apprenticeship training. Core aims of the instrument are to support poorly performing students to obtain at least a basic school leaving qualification (Hauptschulabschluss), to successfully pass vocational orientation, to develop an appropriate vocational choice, to develop a successful search strategy for apprenticeship training and to stabilise the first six month of apprenticeship training. Vocational guidance counsellors or “mentors” are engaged to work directly with participants, to cooperate with schools, and to establish regional networks of support (such as parents, volunteers, communities and social organisations) and employers.

4 RESULTS

4.1 EQ

Implementation

According to the evaluation reports (GIB/IAB 2010, 2011, 2012a & b) the implementation of EQ was smooth, the actors involved (companies, PES, chambers of industry and trade, handicrafts and freelancers) reported no problems with the instrument, which is not surprising after eight years of experience. The supply of EQ-places fulfilled the National pact agreement, even if not all places could be filled with applicants. The match between company’s expectations and the vocational orientation of the applicants was high according to both sides. Low dropout rates and a low number of complaints about under-qualified or inappropriate work, reported by the scheme participants indicate a good scheme performance

Limitations are indicated due to the weak linkage of EQ to vocational schooling, which should supplement scheme participation. Vocational school attendance is required to get EQ-participation accredited for the first year of apprenticeship training, as apprenticeship training combines practical learning within firms and theoretical instructions at vocational schools (one to two days a week). It was felt that state specific regulations on vocational schooling on the regional level hampered individuals’ participation in vocational schools, which limited the success of the scheme participation.

A second weakness of EQ-implementation is reported: Whilst EQ-participants receive vocational training based on vocational specific training modules (Qualifizierungsbausteine), only about one third of the training firms delivered certificates, documenting individuals’ successful participation in such modules. This is a significant shortcoming as the German labour market and employer requirements are heavily reliant on documented qualifications and certificates.

Target group attainment

In contrast to the above mentioned heterogeneous targeting, the evaluation found no significant differences concerning the group composition between EQ-participants and apprentices (level of education; fulfilling the requirements for apprenticeship training etc.). This indicates that companies apply more or less the same selection criteria to EQ-participants as to regular apprentices, which is not surprising, as firms follow an economic rationale for any training offered, as explained above. However, disadvantaged applicants showed a slightly increased probability of participation in these schemes in the most recent years after 2009, due to both the economic and demographic upward trends in Germany.

EQ intends also to activate new firms for training; due to the economic rationale behind offering training, it is not surprising that most of the EQ-firm are already active in offering apprenticeship training, however, a notable group of employers used EQ to collect experience as a training firm. No systematic windfall gains or substitution effects were reported to result from the scheme.

Goal attainment

Taking into account the structure of scheme participants, EQ delivers high integration rates in apprenticeship training in general (67%) and in ensuring the retention of EQ-participants as regular apprentices by the same training firm (51%). From this perspective, firm based pre-training courses are advantageous compared to agent based pre-training courses; however, as Dietrich & Plicht 2009 show, firm-based internships also enhance the outcome of agency based designs. The more crucial question is in how far EQ is also helpful in integrating low skilled and disadvantaged young people. This question will be assessed in more detail below.

4.2 Berufseinstiegsbegleitung

Implementation

As already mentioned, the instrument Berufseinstiegsbegleitung started as a pilot project in February 2009. From the spring of 2012 onwards, the scheme was mainstreamed on a permanent basis. Available evaluation results refer to the pilot phase only. For the pilot 1000 schools were identified to participate, the scheme was delivered by agency-based experts. The participating agencies were selected by the PES, as a result out of a competitive invitation of tenders. The experts, employed by the agencies, work in cooperation with the participating schools, which also identified the participating students. Up until April 30th, 2011, the PES registered 37.568 participants.

Target group attainment

The selection of the participating students in general fits with the selection criteria of the scheme. This means, participants are not a representative subgroup of students in the 1000 lower secondary schools, but a systematic one including a majority of poorly performing students. 93 % of the participating students are enrolled in the final two years of lower secondary school (grades 8 and 9). 58 % of the participating students are males. Whilst in average about 18% have no German citizenship, almost every second participant has at least one parent with migration background. However without information of the relevant baseline population, these figures are difficult to interpret. The specific composition of the treatment group increased the drop out problem; the drop-out rate of the treatment group is correlated with the type of participants; less motivated and less school success oriented participants tend to quit the scheme to an higher extent than others (IAW et al 2011).

Goal attainment

Because of a lack of publicly available evaluation reports, it is too early to report systematic outcome information. As mentioned above, evaluation reports only cover the pilot phase and do not reflect the situation of the new mainstreamed status of the measure. At the end of the observation window of the second intermediate report, 36.7 % of all participants had left the scheme. As we can assume the group of early drop outs is not representative for the whole population of scheme participants, it is too early to comment on the outcome results of this highly selective subgroup (or indeed of those who completed the scheme).

5 DIFFICULTIES AND CONSTRAINTS

5.1 EQ

Arguably, given economic and demographic trends in Germany which are set to increase the requirements for young trainees, such a scheme is less needed to generally support entry to apprenticeships but is more important to support low performers with below average school grades, young applicants with language problems or other groups with individual or socially disadvantaged characteristics (GIB/IAB 2012b).

The key challenge for EQ is therefore the extent to which it can support individuals with such particular characteristics to enter the labour market. The results of the evaluation reports indicate significant lower success rates for these groups of EQ-participants (GIB

IAB 2011, 2012a & b, see summary-table 3 in the appendix). Similar effects were reported for agency based BvB-schemes (Dietrich & Plicht 2009). Due to expert interviews PES practitioners (GIB/IAB 2012b) indicate the need for improvements in the application of EQ, especially in providing advanced support for low performing participants and participants with special requirements or deficits (social behaviour etc). It is important to note that the EQ-scheme is able to offer and finance such additional support; however companies did not apply to use this type of support. Thus the key question is how to successfully combine the advantage of firm based pre-training courses for disadvantaged persons with social work oriented interventions which are actually accessed by employers?

5.2 Berufseinstiegsbegleitung

The preliminary results of the evaluation of the measure Berufseinstiegsbegleitung (the quantitative part of the study is not available yet, and the evaluation work refers to the pilot only) show significant heterogeneity in both the agencies and experts working for these agencies. Similarly, there is a remarkable turnover among the experts involved in the scheme (IAW 2010). At the school level both the collaborations of school and agencies varies, and in some cases the involvement of the agency based experts in to school specific processes is limited and the resources allocated from the schools vary remarkably (IAW et al 2010).

A structural conflict of the targeting of Berufseinstiegsbegleitung seems to be unsolved: The actors have to optimise between different criteria; e.g. improving the ratio of supported students; obtaining successful apprenticeship outcomes and supporting the most disadvantaged young people. This has consequences both for the resources allocated and success rates, as it could lead to a tendency to support those young people most likely to be successfully integrated into apprenticeships rather than those most in need of assistance (IAW et al 2010 and IAW et al 2011).

6 SUCCESS FACTORS AND TRANSFERABILITY

The German apprenticeship system is successful in providing both high quality vocational training for about two thirds of an age cohort and smoothing the transition from training to work, however severe matching problems occur connected with the transition from general schooling into vocational training. Demographic and economic factors but also the change both in the educational system and the labour market affected the matching process at this stage of individuals' school-to-work-transition.

Thus a variety of pre-training schemes were developed in Germany to address individual's difficulties regarding the transition from school to training. In the beginning agency based schemes were developed, in most recent years both firm based and school based schemes enlarge the field of action. However the problem of redundancy (as a result of scheme duplication) and missing coordination between the actors and the types of scheme was not successfully addressed, more or less with the single exception of PES based activities.

From a transferability point of view, the specific situation of Germany is to be taken into account: At the one side and from a general schooling perspective Germany is not only characterised by early and severe school tracking and by a remarkable variance of school performance between low performing and high performing school leavers. The later is - according to PISA results - exceptional for European countries and strongly connected to students' class-background and migration status, as the main driving factors. On the other hand apprenticeship training in the dual system is still the core element of vocational training in Germany and passing apprenticeship training successfully (documented by an appropriate certificate) is a precondition for successful integration into the labour market for this cohort. Thus pre-training schemes should equalise school type and social background related disadvantage between school leavers and prepare them for the requirements of

apprenticeship training and secondly to balance economic and demographic turmoil in the long run.

From this general point of view, transferability of the German concept is challenging as it does not rely on single activities but follows a more complex pattern. Secondly pre-training schemes are designed with respect to the requirement of the German apprenticeship training model and not primarily to support individuals' direct transition into the labour market.

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ANNEX 2: SUMMARY TABLE

Labour market situation in the Peer Country
<ul style="list-style-type: none"> • Compared to other EC countries Germany shows low youth unemployment rates • Even the most recent economic crisis didn't raise the youth unemployment rate remarkably • The level of education is the main trigger for youth unemployment, low-qualified, which couldn't find access to apprenticeship training show the highest risk of becoming unemployed • A important part of labour market matching in Germany takes place within the transition from school to training
Key features of the policy measure
<ul style="list-style-type: none"> • Pre training schemes are a key issue in school to work transition • Firm based, school based and agency based schemes are implemented • The federal employment services are the main actor, however, other actors at the federal, the state and the community level are active and only weakly connected • In most recent time pre-training course at school and firm-based alternatives are developed and tested.
Results
<ul style="list-style-type: none"> • The firm based instrument Einstiegsqualifizierung (EQ) delivers good outcome figures for School leavers which do already fulfil the recognized criterion for apprenticeship applicants • Lower qualified show a lower entry probability and weaker outcome results • Berufseinstiegsbegleitung addresses the target group of student with lower school • The weaker the performance the higher the risk of drop out
Difficulties and constraints
<ul style="list-style-type: none"> • For EQ it is challenging, to become more attractive for school leavers which are not qualified for apprenticeship training already • For EQ it is further necessary to improve the link between firms and vocational schooling • For EQ-participants it is necessary to get training modules (Qualifizierungsbausteine) certificated • In the case of Berufseinstiegsbegleiter the interaction between schools and agency based "Berufseinstiegsbegleiter" needs improvement • In both cases it seems to be necessary to balance between success-oriented outcome-criterion and addressing the low qualified
Success factors and transferability
<ul style="list-style-type: none"> • Apprenticeship training smoothes the transition from school to work. A significant part of labour market matching takes place in the transition from school to training, already. • To support this early matching, pre-training instruments are implemented • In terms of transferability the complexity is to be taken into account

TABLES

Table A1: U25 schemes and measures of BA, number of individuals' entries (accumulated over one year) 2008-2011

U25-Leistungen	2008	2009	2010	2011
Vermittlungsunterstützende Leistungen	726.812	888.738	969.415	734.282
Vermittlungsgutschein - ausbezahlt nach 6 Wochen	10.636	9.512	10.707	8.800
Beauftragung Dritter mit der Vermittlung ⁴⁾	49.182	26.232	598	18
Beauftragung von Trägern mit Eingliederungsmaßnahmen	668	285	x	x
Unterstützung der Beratung und Vermittlung	666.326	47.738	431	8
Förderungen aus dem Vermittlungsbudget	x	540.331	595.664	455.335
Teilnahmen an Maßnahmen zur Aktivierung u. beruflichen Eingliederung	x	264.636	362.010	270.118
darunter: bei einem Arbeitgeber	x	120.748	124.171	95.661
Qualifizierung	301.539	185.331	62.143	38.423
Berufliche Weiterbildung	63.256	74.343	49.163	32.355
Berufliche Weiterbildung behinderter Menschen	x	8.444	6.756	5.349
Eignungsfeststellungs- und Trainingsmaßnahmen (einschl. Reha) ⁴⁾	238.283	92.928	1.544	23
ESF-Qualifizierung während Kurzarbeit	x	9.616	4.667	691
Förderung der Berufsausbildung (ohne BAB)	435.183	545.298	448.101	415.954
Vertiefte und erweiterte Berufsorientierung	126.092	180.179	171.112	146.105
Berufsvorbereitende Bildungsmaßnahmen	123.769	121.421	107.952	96.241
Berufsausbildung Benachteiligter	117.977	133.980	81.045	94.288
Einstiegsqualifizierung (incl. nat. Pakt)	26.600	33.182	31.439	26.629
Besondere Maßnahmen zur Ausbildung behinderter Menschen	18.981	19.464	17.277	16.105
Ausbildungsbonus	12.216	17.849	14.772	1.928
Berufseinstiegsbegleitung	x	27.583	14.563	22.676
Berufsausbildungsbeihilfe w.e. beruflichen Ausbildung (BAB)	x	71.316	66.392	60.915
Sonstige Förderung der Berufsausbildung	9.548	11.640	9.941	11.982
darunter: Arbeitgeberzuschüsse Reha	3.866	5.260	3.302	5.563
Beschäftigungsbegleitende Leistungen	136.977	69.755	53.761	39.058
Förderung abhängiger Beschäftigung	127.352	58.933	43.312	30.302
Eingliederungszuschüsse (einschließlich EGZ für U25 § 421p SGB III)	42.737	47.567	37.414	26.147
Eingliederungszuschüsse für schwerbehinderte Menschen	3.153	1.713	1.753	1.882
Arbeitsentgeltzuschuss bei berufl. Weiterbildung Beschäftigter	1.962	1.637	792	496
Einstiegs geld - Variante: Beschäftigung	2.628	2.263	2.443	1.680
Beschäftigungszuschuss nach § 16e SGB II	393	431	144	39
Sonstige Förderung abhängiger Beschäftigung	76.477	5.322	763	46
dav. Personal-Service-Agenturen	2.117	752	214	27
Einstellungszuschüsse bei Neugründungen	1.024	52	x	x
Einstellungszuschüsse bei Vertretung	149	7	x	x
Eingliederungshilfen für jüngere Arbeitnehmer	x	10	x	x
Mobilitätshilfen	72.694	4.050	148	x
Qualifizierungszuschuss für jüngere Arbeitnehmer	493	435	395	9
Förderung der Selbständigkeit	9.625	10.822	10.449	8.756
Gründungszuschuss	8.452	9.802	9.375	8.171
Einstiegs geld - Variante: Selbständigkeit	1.173	1.006	741	417
Sachmittel für Selbständige § 16c SGB II	x	10	333	168
Beschäftigung schaffende Maßnahmen	150.867	164.173	145.993	91.576
Arbeitsgelegenheiten nach § 16 Abs. 3 SGB II	142.133	161.820	145.086	90.816
darunter: Variante Mehraufwand	129.477	144.868	131.350	84.680
Beschäftigungsphase Bürgerarbeit	x	x	x	159
Arbeitsbeschaffungsmaßnahmen	8.733	2.353	907	601
Sonstiges	122.821	48.681	30.625	25.576
Freie Förderung nach § 10 SGB III	16.177	2.933	22	x
Sonstige weitere Leistungen nach § 16 Abs. 2 Satz 1 SGB II	93.909	20.569	1.339	29
darunter: Einmalleistungen ³⁾	13.133	1.078	30	x
Individuelle rehaspezifische Maßnahmen	12.735	13.667	12.183	11.842
Freie Förderung nach § 16f SGB II	x	11.512	15.635	11.729
darunter: Einmalleistungen ³⁾	x	x	417	249
Erprobung innovativer Ansätze	x	x	x	x
Unterstützte Beschäftigung Reha	x	1.433.284	1.443	1.970
Summe der Instrumente mit Einmalleistungen ohne BAB ³⁾	1.874.199	1.901.976	1.710.038	1.344.869

Source: Statistik der BA, Analytikreport 3/2009/2010/2011/2012; authors own calculations.

Table A2: Ausgewählt Modellergebnisse zum Übergang in Ausbildung

in Ausbildung (1. Befragungszeitpunkt)	Befragungsdaten: Kohorte 2009/2010	Befragungsdaten: Kohorten 2008/2009 und 2007/2008	Prozessdaten (BvB und EQ 2008/09 und 2007/08)
15-18 (Referenz)			
19-25	-	-	
>25	-	-	
weiblich		-	-
Kohorte 2008/09		-	-
<i>Migrationshintergrund</i>			
keinen (Referenz)			
1.Generation	+	-	
2.Generation	-	-	
<i>Schulabschluss</i>			
keinen (Referenz)			
Sonder/Hauptschulabschluss	+	+	+
Mittlere Reife	+	+	+
(Fach-)Hochschulreife	+	+	+
Deutschnote	-	-	
Mathematiknote	-		
Ausbildungsabbruch	-	-	
Vater arbeitslos	-	-	
Mutter arbeitslos		-	
Arbeitslosenquote	-	-	
<i>Fördererfahrung</i>			
keine Maßnahme (Referenz)			
nur EQ	-	+	
EQ und andere Maßnahme	-	-	
keine EQ, aber andere Maßnahme	-	-	
Nichtdeutsch			-
SGB II			-
Schwerbehinderung			-
Berufliche (Teil-)Abschlüsse			+
<i>Bewerberstatus</i>			
EQ bei Teilnehmenden ohne Bewerberstatus (Referenz)			
EQ bei Teilnehmenden mit Bewerberstatus			+
BvB bei Teilnehmenden mit Bewerberstatus			-
BvB- bei Teilnehmenden ohne Bewerberstatus			-

Source: GIB/IAB 2012b.