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**Portrait of  
Continuing Education  
Germany**



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German Institute for Adult Education (Deutsches Institut für Erwachsenenbildung, DIE)

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## Preface

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The countries of Europe are growing ever closer together. The European Union is the product of this (economic) integration, which it is itself encouraging. In many areas of life and work, people feel the need to learn more about living and working conditions in other European countries. Above all, they wish to be able to understand their neighbours' situation, to collect new ideas and to explore the possibility of working together more closely. In many cases, international cooperation has already been initiated and financed as a European project.

The role of the German Institute for Adult Education (Deutsches Institut für Erwachsenenbildung, DIE) in Bonn is to support adult education researchers and practitioners. To that end the Institute compiles and prepares information, documentation and materials. It mounts projects to develop adult and continuing education (AE/CE), provides conferences, working groups and publications to promote interdisciplinary discussion of adult education issues, and helps through its own research to expand knowledge of adult education. The Institute also boasts the most comprehensive German-language library on adult education, supplies the most reliable statistics on German continuing education provision, offers up-to-date comprehensive information on the literature, develops and evaluates inservice training courses and advises institutions and educational authorities. The DIE stands for quality assurance and professionalism in the theory and practice of German adult education.

Since the Maastricht Treaties of the European Union were signed in 1994, the DIE has expanded its European and wider international activities. One of the tasks of the DIE in this area is to collate information about adult education in other European countries for interested parties in Germany and to present this in understandable form. In the "Portraits of Continuing Education" series, the DIE therefore publishes short informative introductions to adult education in European countries. This series is issued jointly with the "European Research and Development Institutes for Adult Education" (ERDI) consortium, in which each member institute is responsible for the portrait of its own country. Reports have now appeared on adult education in France, Greece, the United Kingdom, Austria, Spain, Switzerland, Denmark and Romania. Portraits on Italy and Slovenia are in preparation. These brief reports have been warmly welcomed by all those working in adult education practice, by students and by anyone seeking an initial insight into adult education in the respective country.

The DIE was asked increasingly often whether it could produce a short description of adult education in Germany for people abroad. As a result of these requests, a country report on German adult education appeared in English in 1994 under the title “Adult Education in Germany”. A year later the German version was published, and a revised French edition was finally issued in 1998. A new series of these descriptions of German adult and continuing education was launched in a new format in 2000, with the German language edition. The intention was to publish versions in the European working languages of English and French as well, alongside the German, and to make these available via the DIE website. To complement the print version, the relevant data and facts were to be updated annually, placed in a special service area of the DIE website, and incorporated into a revised published text about every three years. As a result, there would be more immediate access to the text, and it would be updated much more quickly.

In collaboration with European partner institutions in ERDI, consideration has been given to providing online and offline editions of the other country reports in several languages, which could also be updated more swiftly. This should provide more opportunity for enhanced presentation of data, graphics and information. Information media are only worthwhile if they are of benefit to the target audience. The DIE would therefore be very interested to receive feedback as to what additional information is needed, and where and how the presentation might be improved and made more up-to-date.

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# 1. Introduction

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The Federal Republic of Germany is in the centre of Europe. This geographical situation has affected not only the history of the country, but also its language, its culture and its political awareness. Influences from the north, south, east and west of Europe are particularly discernible in the field of education and culture. After the reunification of the country (in 1990), Eastern Europe is once more playing a larger part in the cultural and political life of Germany.

Alongside European history and integration, two other cultural and economic factors have had a particular impact in Germany in the last few decades: one is the strong influence of American language and culture since the Second World War, and the other has been the rising number of foreigners (especially Turks) among the population. As in the other developed countries, Germany is changing in the 1990s from an industrialised into an information and service society, with its attendant high unemployment rates, structural crises and redevelopment of regions. These developments are having considerable effects on both vocational training and on the whole of (continuing) education.

The Federal Republic of Germany is a *federal* state. This is of particular importance in the area of education and culture, where state powers are principally vested in the federal states (the *Länder*, often written as *Laender*) and not in the federal government. Common educational aims and activities are agreed in co-ordinating committees: the Conference of Ministers of Education (KMK), the Federal-*Laender* Commission for Educational Planning and the Promotion of Research (BLK), the Research Council and other national bodies.

Since the accession of the former German Democratic Republic on 3 October 1990, the Federal Republic of Germany has an area of 357,000 square kilometres and, at the end of 1997, a population of 82,057,000. That means a population density of 230 persons per square kilometre. The comparable figure for the whole territory of the European Union is 116. Among the inhabitants are (1997 figures) 7.4 million foreigners, or 9.0% of the total.

The 16 German federal states (*Laender*) vary in size, have a varying population density and differ in the manner in which laws relating to education and culture are framed. Since the unification of Germany in October 1990, a distinction has also been made between "old" and "new" *Laender*, which have different traditions and face different problems. The new *Laender* are Mecklenburg-Western Pomerania, Brandenburg, Saxony-Anhalt, Saxony, and Thuringia. Berlin – a city

state and thus a separate *Land* – plays a particular role, since the union of East and West Berlin brought together an “old” and a “new” part of the city. The ten “old” *Laender* are composed of the city states of Hamburg and Bremen, and the *Laender* Schleswig-Holstein, Lower Saxony, North Rhine-Westphalia, Hesse, Rhineland-Palatinate, Baden-Wuerttemberg, Saarland and Bavaria. The most populous federal state is North Rhine-Westphalia, and the largest in area is Bavaria (see map, Figure 1).

**Figure 1: The Federal Republic of Germany**



Education has traditionally played a major role in Germany. The many facets of the German concept of "education" demonstrate its close connection with all other social fields and with everyday life. Germany has a well-performing school system, with compulsory school attendance lasting nine years and differentiated types of schools, a well-developed higher education sector with a range of types of higher education institution throughout the country, and a particular scheme of vocational education (the "dual system"), which combines state vocational schools with private apprenticeship contracts. The pre-school sector (for children up to the age of six years) is comparatively underdeveloped in Germany; it is operated (with some public subsidies) largely by churches, local government and charitable organizations. The most recent and – as far as public funding is concerned – the smallest sector of education is continuing education; considerable attention is paid to it politically and in terms of programming, but as yet this has scarcely been reflected in its funding and structure.

Since the 1970s it has become easier to move from one sector of education to another in Germany, and to combine different elements of education in one educational career. It is now possible to gain the *Abitur* (upper secondary leaving examination which grants access to higher education) by a route other than the *Gymnasium* (grammar school), and the *Abitur* is no longer the only means of gaining access to a university. However, it is evident that the various sectors of education are poorly integrated and that their provision and courses pay insufficient attention to each other. Figure 2 on page 10, the Education System of the Federal Republic of Germany, which shows the different parts of the education system in Germany, is thus still an accurate reflection of institutional reality. It should be borne in mind that there are quite profound differences because the *Laender* have sovereignty over educational and cultural affairs, although these are coordinated through the Federal-*Laender* Commission for Educational Planning. In the eastern *Laender*, for example, the *Abitur* can be taken after twelve years, but only after thirteen years in the western *Laender*.

In 2003, discussion of the education system flared up again in Germany. Three main factors accounted for this development:

- Once again, and this time particularly clearly, the German education system was doing badly in international comparisons. The results of the PISA study revealed poor performance towards the top of the German education system, a high proportion of pupils below the average of OECD countries, and "social background" to be a particularly strong determinant in Germany. Admittedly, previous international comparative studies (IALS, TIMSS) had shown the German education system attaining average scores. However, even the results of a recent assess-

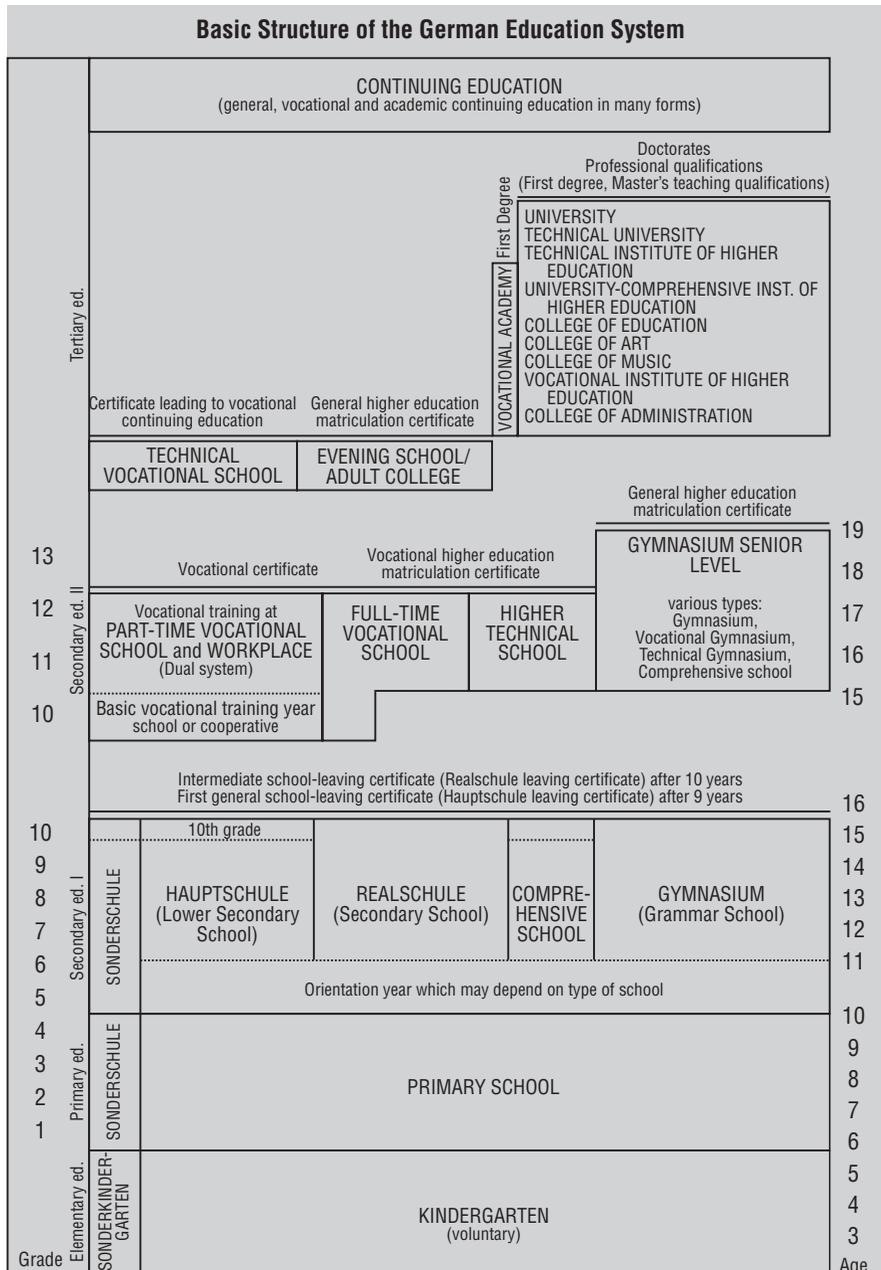
ment of younger pupils (IGLU), in which they seemed to perform rather better than in the other comparisons, were not enough to correct the balance: the German education system was doing badly (in relation to the criteria chosen in each case), worse than expected and worse than it thought it was doing itself.

- Against this background, although it was not the only cause, the German *Laender* decided at the start of the 21st century to “walk out” of joint educational planning with the Federal Government, and to plan their own education *Land* by *Land*. In response, the Federal Government declared that joint support for research, including the building of universities, etc., would have to be renegotiated. The common platform of the federal system, which had been created in the early 1970s, was thus abolished; at the end of 2003, a Federalism Commission was established to redetermine the benchmark figures for joint education and research planning in Germany.
- On the market side, new institutions have come into being, although it is not yet easy to assess their impact on the German education system, and more particularly on continuing education; The General Agreement on Tariffs and Trade (GATT) refers to the costing, pricing and marketing of educational services, defined in terms of an international market. The notion of a free market in education, from which the German tradition of education is still far removed, is thus increasingly penetrating the German situation through international discourse.

Chapter 11 of this report, “Trends and Prospects”, examines in greater detail the opportunities arising out of these developments.

There is no intention of going into the details of the educational policies of the individual *Laender* or responsible bodies. Reference should be made to the literature consulted and to the general overviews and collections of documentation listed in the Appendix. Difficulties over individual terms may be resolved by reference to the glossary contained in the Appendix. Anyone wishing to make contacts is advised to look at the periodicals listed in the Appendix or to write direct to the addresses which are also listed there. The websites of the DIE <http://www.die-bonn.de> and the German education server <http://www.bildungsserver.de> are especially rich sources of information.

**Figure 2: Education System of the Federal Republic of Germany**



## 2. Historical Development

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The historical roots of the notion of continuing education lie in the *Enlightenment*, while its social history is that of the struggle of the bourgeoisie against feudalism, and of the proletariat against the bourgeoisie. The aims of the Enlightenment remain a widely accepted purpose of continuing education:

“Enlightenment is man’s departure from his self-imposed infancy. Infancy is the inability to use one’s intelligence without another’s guidance. This infancy is self-imposed if its cause lies not in a lack of intelligence but in the want of courageous determination to use it without another’s guidance. Sapere aude!” (Immanuel Kant 1784).

In accordance with their respective class interests, the idea of Enlightenment became a goal of organized education for both the bourgeoisie and the proletariat in the 19th century. Thus, in the first half of the 19th century, reading, museum and literary societies were founded which arranged lectures, discussions and group activities. Musical societies, Sunday and evening schools were organized with a bourgeois educational content. Agricultural societies and educational associations of craftsmen sought to enable people to make use of the civil rights which they had yet to win or had already secured. Religious educational institutions date also from this time; the “Catholic Journeymen’s Society” led by Adolf Kolping was thus, for example, the origin of the present-day Adolf Kolping Society. In 1871 the liberal bourgeois educational movement came together to set up the “Society for the Propagation of Popular Education”. This society undertook many varied activities with the aim of founding new educational societies, establishing public libraries, and expanding the number of public lectures. The movement was given a considerable boost by university extension, which was especially well developed in the United Kingdom, through which academic knowledge was disseminated in accordance with classical ideals of education. This led, in 1899, to the foundation of a “German Empire Society for Popular Courses by Higher Education Teachers”, which met in “Popular Higher Education Assemblies” in Vienna, Berlin, Dresden and Frankfurt. In 1913, some 8,000 educational societies were registered members of the “Society for the Propagation of Popular Education”. They represented at that time the largest European association of popular education.

Workers’ education had distanced itself from bourgeois education very early on. Journeymen and members of the rapidly growing working class saw that liberty, education and prosperity were increasingly becoming the privilege of the bourgeoisie and that education was used not only to achieve freedom from feudal structures, but also to exercise power over the working class. Out of this grew a

need for education which related to the working class and would strengthen the development of the working class movement in the 1850s and '60s. Liberal left-wing elements had already espoused the cause of the workers' movement before Ferdinand Lassalle explicitly contrasted the class consciousness of the proletariat with the bourgeois idea of education. Lassalle founded the "General German Workers' Association" (1863) and put into words the recognition that the political and social aims of the working class should take precedence over "merely" educational activities. This was the beginning of a workers' education that served the emancipation of the working class. Education as a tool in the class war ("knowledge is power") was expanded by trade union and party political organizations up to the First World War.

A third origin of German CE can already be discerned in the 19th century: continuing education in industrial and commercial enterprises, and vocational training in a broader sense. Induction training at the workplace, training for promotion within organizations, and inservice training for managers grew to match the ever larger businesses created by capitalist production methods. Even before the First World War, major concerns such as Krupp had already launched their own educational services, which became an acknowledged part of personnel management and staff development in business. However, these initiatives were restricted to the private realm of the enterprises concerned, and played no part in the debate about education during the Weimar Republic or in the early years of the Federal Republic of Germany.

The First and Second World Wars meant decisive breaks in German AE/CE. Yet more serious were the consequences of the Nazi regime, which still remains a blank in the history of many AE establishments. There is disagreement over the extent to which German AE was interrupted, or did in fact continue in the Weimar Republic and after the Second World War in the form in which it had existed at the turn of the century. The following points are, however, generally accepted.

In the Weimar Republic (1919–1933), the value of German AE received greater recognition, but it changed in character. It was mentioned in the Weimar Constitution, and 1918 to 1920 are the years in which a large number of the long-standing community adult education centres (Volkshochschulen) which exist today were founded as independent institutions of liberal popular education.

The approaches adopted in AE were influenced by a number of different movements in the Weimar era. The liberal bourgeois popular education movement was engaged in a fierce debate between the "old" approach of transmitting knowledge and the "new" approach of focusing education on the individual. This

argument particularly involved the community adult education centres, which were united in a national association in 1927. The religious popular education movements, rather than joining the liberal bourgeois line, pursued their own independent developments. The "old" and "new" tendencies agreed in Prerow in 1931 on a compromise, focusing largely on the vocational content of education (the "Prerow Formula").

The workers' movement built up its own institutions and theory of AE under the Weimar Republic, both in association with the socialist party apparatus and with trade unions: the Berlin Trade Union College and the Academy of Labour (both established in 1921) are major examples of this type of development.

Company-based AE led an existence which was largely ignored in public debate in the Weimar Republic, but which gained in importance in many enterprises, especially in the form of induction training and training for promotion.

In the years 1933 to 1945, the National Socialists (Nazis) set out to bring all the different trends in AE into line their political goals. The organizational tool used was the National Socialist association "Strength through Joy", sponsor of the "German Popular Education Organization". It was a slow and obviously difficult process to force conformity on AE; not until 1939 were nationwide guidelines for conformity approved. In the reconstruction of AE after the Second World War, the fascist period was ignored rather than explored, and the debate picked up where discussions during the Weimar era had left off.

After the Second World War, continuing education was encouraged by the victorious allied powers in the western zones of occupation, especially as a means of democratic re-education. This applied particularly to the community adult education centres, federal and *Land* political education centres, residential adult education centres, and foundations (many of these allied to the political parties), while company-based AE, religious and trade union AE returned to the ideas of the Weimar era within their own organizations. AE only became the focus of public discussion again in 1960 with the report of the German Education Committee: "On the Situation and Role of German Adult Education".

This report states that education in the sense of "insight and understanding" is related "to one of the most disputed educational concepts in European intellectual history, for illumination of the consciousness is only another name for what used to be called enlightenment". The essential political significance of the report is that AE was emphasised as an integral part of public education and as a *public responsibility*.

After a further ten years of extensive debate about how the education system should be organized (the term coined by Georg Picht in 1965, the "education disaster", being sometimes used), the decisive turning points on adult education's way to becoming an independent sector of education were the German Education Council's "Structural Plan" of 1970 and the "Overall Education Plan" issued by the Federal-*Laender* Commission in 1973. "The first stage of education is incomplete without complementary AE. The whole field of AE therefore forms part of the education system: inservice education, retraining and AE are part of this sector" (German Education Council 1970, p. 199 f.).

The use of the term "continuing education" to refer to the concept of "adult education" stressed not only the connections between hitherto unrelated educational activities, but also increased state responsibility and obligations. Notions such as "universal coverage of the population", "quality of provision" and "professionalisation of the teaching staff" were introduced. The Continuing Education Acts which were adopted as a result in the majority of the *Laender* – in accordance with the federal structure of the Federal Republic of Germany and the principle of the subsidiarity of the state – were the expression of the new emphasis.

First, these Acts associated AE with other sectors of education (see Figure 2, Education System of the Federal Republic of Germany, p. 11), particularly vocational education and general school education; secondly, they set it in the context of the social demand for qualifications and interventionist labour market policy; and thirdly, they linked it with societal perspectives. Thereafter, the state sought systematically to regulate and promote AE, a phase which ended in around 1982/83. State commitment to CE then stagnated and suffered some retrenchment. Around 1993, an explicit – but not yet agreed – policy of "privatising" material and political responsibility for continuing education began.

In the German Democratic Republic (GDR), AE/CE naturally developed differently after 1949. On the one hand, it was essentially tied more closely to industrial structures, and on the other, it was drawn more strongly into ideological discussion of the principles underlying "the workers' and peasants' state". In consequence, a highly differentiated system of enterprise-related continuing education institutions was developed, as was a system of socialist transmittal of knowledge and enlightenment, represented particularly by the Urania Society. Public continuing education establishments such as community adult education centres increasingly concentrated on the second chance to acquire general school-leaving certificates such as the *Abitur*. AE/CE as a pluralist field of education and a separate academic discipline had more or less ceased to exist in the GDR at the time of the 1989 crisis.

The CE structures of the GDR have largely vanished, only a few years after German unification. The transfer of publicly owned enterprises to private ownership, the disappearance of ideologically based educational organizations such as Urania, the rise of numerous commercial educational establishments, and the rapid restructuring of the community adult education centres on the western model have completely altered the landscape of CE in the new *Laender*. Apart from differences of emphasis in provision and in the student body, a great rapprochement between AE/CE in the new *Laender* and the former Federal Republic can already be observed.

Despite the federal system of organization, relatively similar structures of continuing education are to be found in the individual German states today, including the new *Laender*. Through the community adult education centres (*Volkshochschulen*, *VHS*), which exist in almost every town and village in the Federal Republic, there is everywhere an institutionalised system of continuing education. This embraces both the institutions themselves and their general role as local educational and cultural centres. The continuing education establishments of the major societal organizations, such as the churches, trade unions, commercial and charitable bodies, have a similar nationwide structure. Institutional structures have also grown up in the area of vocational continuing education, through employment promotion measures and training centres within companies.

Traditionally, adult learning in Germany used to be termed "popular education" (*Volksbildung*). This term is seldom used any longer, largely because the expressions "people" (*Volk*) and "popular" were abused by fascism in Germany. After the Second World War, the term "adult education" was principally used. With the coming of the "swing to realism" in AE (which led in the western *Laender* to political and, more particularly, commercial interests taking over AE), the expression "continuing education" became current. It was adopted principally by the state, which used it to indicate a fourth sector of education for which the state was responsible and which included not only AE but also retraining, in-service training and vocational education of persons of adult age. Continuing education then became the general term for the whole field of adult learning. Continuing education is still defined as it was by the German Education Council in 1970 for West Germany: "a continuation of, or a return to organized learning after the conclusion of an initial phase of education of variable length" (German Education Council, *Strukturplan*, 1970, p. 197).

Over the last twenty years, the term "continuing education" has acquired an increasingly vocational meaning, while the older expression "adult education"

has continued to be used for social, general and political education. In fact, "continuing education" and "adult education" are used today synonymously in Germany, the former more with vocational, and the latter more with non-vocational connotations.

As in other European countries, continuing education has expanded rapidly in the last 20 years. The number of participants has doubled, the number of establishments and sponsoring bodies has grown, and the total financial turnover of continuing education now exceeds that of the other major sectors of education such as schools and higher education. However, this dynamic growth has taken place largely without greater state involvement. Plans from the 1970s for the state not only to regulate but also to fund continuing education (like the other sectors of education) have become unrealistic. Today, German continuing education is a system that is only funded and regulated by the state in a few small areas. The whole structure has altered. While the state still assumed at the time of the Structural Plan that the existing "plurality" of continuing education organizations and establishments should be maintained and that the state should only intervene in a subsidiary capacity where it could identify gaps, for example in relation to particular target groups or regions, the talk is now of "central systematization" in which the words plurality and subsidiarity no longer play any major part. They have been replaced by a "core area" of state activity in the field of support for and regulation of continuing education which closely resembles the market process. Particular emphasis has been placed in recent years – to the extent possible in a federal system – on the support role of the state, including in particular the following "support structures":

- Information about existing provision, institutions and paths to education (transparency);
- Quality systems for institutions and provision, test procedures and quality criteria (quality assurance);
- Advice for learners on choice of course, and support for learners in the learning process through learning advice (counselling);
- Cooperation between institutions and education staff on joint provision and in the context of the labour market and employment, through such programmes as "Learning Regions – Networking Support" (cooperation);
- Development and recognition of formal qualifications, including non-formal and informal learning, through introduction of certificates such as an "educational record card" (recognition of formal qualifications);
- Collection of data, including statistics, on the whole system of continuing education, research and discourse (analysis).

State involvement in continuing education support and regulation fluctuates, but is in decline overall. In Germany, continuing education is thus in the forefront of a move to a market orientation independent of the state, ahead of schools, higher education and other sectors.

### 3. Legal Bases

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AE is governed in Germany by numerous overlapping laws and regulations which sometimes serve differing purposes but leave many areas of AE untouched (cf. Rohlmann 1994; Krug 1994).

AE activities do not have to have state recognition – unlike schools, for instance. An exception to this is distance education, for which a federal Act was passed in 1974 by analogy with consumer protection (cf. Ehmann 1986). AE is not regulated in the Constitution of the Federal Republic of Germany, unlike that of the Weimar Republic. Many *Laender* have, however, explicitly included AE in their *Land* constitutions, as, for example, Bavaria (Article 139: "AE is to be promoted through community adult education centres and other institutions supported by public funds"), North Rhine-Westphalia (Article 17: "AE is to be promoted. Besides the state, communes and community associations, other bodies such as the churches and voluntary societies shall be recognised as sponsors"), and Schleswig-Holstein (Article 9, para. 2: "The promotion of culture and AE, in particular of the library service and community adult education centres, shall be a responsibility of the *Land*, the communes and the community associations"). The new *Laender* also have relevant wordings in their constitutions, as, for example, Brandenburg (Article 33: "Continuing education is to be promoted by the *Land*, the communes and community associations. The right shall be granted to independent sponsors to establish institutions of CE. Every person shall have the right to release for vocational, cultural and political continuing education") and Saxony-Anhalt (Article 30: "Besides the *Land* and the communes, independent bodies shall also be sponsors of vocational training and adult education. The *Land* shall ensure that each person can learn an occupation. Adult education is to be promoted by the *Land*").

Despite the sovereignty of the *Laender* in education, there are laws and legal regulations valid throughout the Federation which are of relevance to CE. The Federation is responsible for *vocational* CE outside schools, the *development* of general principles of academic continuing education in *higher education*, *research* into the *effectiveness of CE* and the opening of new areas of activity through *experimental projects*. The federal laws of relevance to CE are:

- *Volume III of the Social Code (Sozialgesetzbuch – Drittes Buch, SGB III)* on employment promotion governs employment promotion measures. Responsibility for implementation of the law rests with the Federal Labour Agency in Nuremberg. Measures should be directed towards preventing the occurrence of unemployment and reducing the length of unemployment.

- The *Employees' Representation Act*, which governs the paid leave of members of works councils and trade union representatives for purposes of AE, and is of major significance particularly for trade union educational activities, which derive from the historical principles of workers' education; the Federal Staff Representation Act has similar provisions.
- The *Vocational Education Act*, which governs matters of responsibility for vocational inservice training and retraining, and their regulation and implementation. Initial training in craft trades is governed by similar provisions in the "Handicrafts Code". In accordance with these, a range of national training provision is organized, especially for master craftsmen in industries, and for social work (counselling) and industrial security. The Federal Institute of Vocational Education in Berlin (BIBB) is responsible for preparing vocational training regulations.
- The *Federal Student Aid Act*, which grants individuals the legal right to training aid. In CE, this opportunity applies particularly to young people and adults who have completed compulsory education and a vocational training course and would like to take the higher education entrance qualification (*Abitur*) through "second chance education".
- The federal *Basic Higher Education Act* (complemented by the *Higher Education Acts* of the *Laender*), which obliges higher education institutions to provide CE, to work together with other institutions, and to promote the continuing education of their own staffs.
- The federal *Correspondence Courses Act* (see above) complemented by a state accord with the *Laender*, which governs the rights and duties of participants and organizers of distance education and provides for state registration of distance education courses.
- The *Civil Service Acts* of the Federation and the *Laender*, which give public servants the opportunity of regular vocational inservice training. Paid or unpaid special leave is also granted for purposes of continuing education.
- Regulations affecting participation in CE are included in numerous other federal Acts, such as the *Social Security Code*, the *Federal Public Assistance Act*, the *Youth Welfare Act*, the *Treatment of Offenders Act* and some *tax laws*.

The most important laws on AE at *Land* level (and generally) are the *Continuing Education Acts* of the *Laender*, which are not identical but are very similar in their interpretation of the principle of subsidiarity and hence in the way in which they provide for the arrangement of AE. The level of state funds disbursed on this basis differs widely between the *Laender*. Some *Laender* make a grant of less than 5 EUR per teaching hour to recognised AE institutions, others almost 10 EUR.

The most important principles for the organization of AE, which are generally contained in all AE Acts, are:

- a secure *institutional structure* of AE, created through institutional support and recognition in accordance with certain criteria of continuous work of proven quality;
- organizational *autonomy*, i.e., separation from societal organizations such as trade unions, employers' associations and churches, and autonomy in syllabus planning and appointment of staff;
- *qualified staff*, and provision for their inservice training;
- *Cooperation* with other commune and *Land* educational institutions;
- *open access* for all persons and groups in the population.

In some *Laender*, these laws have had a considerable influence on the structure of AE institutions in the twenty and more years for which they have been in force. A high degree of institutionalisation and professionalisation can be observed. This is the case in North Rhine-Westphalia, and also in Bremen and Hesse. At the present time there are AE Acts in force in all *Laender* with the exception of Berlin, Hamburg and Schleswig-Holstein.

In many *Laender*, the AE Act has been supplemented by a law on *educational leave*, sometimes under a different name. Such laws govern the paid leave of employees for participation in educational activities, lay down an individual entitlement usually to one week per year, and have fundamentally influenced the development of a special mode of provision (one- and two-week courses) and the design of their content. The history and content of the laws on educational leave are related to the recommendations of the International Labour Organization (ILO) on educational leave of 1976. All *Laender* have laws on educational leave except Baden-Wuerttemberg, Bavaria, Brandenburg, Mecklenburg-Western Pomerania, Saxony and Thuringia.

Moreover, there are many individual laws and regulations affecting CE in the *Laender*, as there are at federal level. This applies, for instance, to regulations on rural adult education within laws on agriculture, on vocational continuing education within laws on the promotion of the economy, etc.

A legal basis for continuing education is also to be found in *wage and salary agreements* and *individual works agreements*. These are legally binding contracts made between employers and employees which are not subject to regulation by the state. In some employment sectors there are national wage agreements in which rules for employees relating to CE are set down, as well as so-called umbrella wage agreements which provide for the inclusion of regulations

concerning continuing education in individual wage agreements. In these agreements it is usually laid down which groups of persons in the enterprises covered by the agreement may take part in specified AE activities, and under what conditions. Some of the regulations in these wage agreements go beyond the provisions of the Employees' Representation Act (cf. Sutter 1989). Regulations on employees' release from work for participation in continuing education also exist in some individual works agreements, particularly among larger companies (in the engineering and chemical industries).

## 4. Institutions

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The institutional structure of AE in the Federal Republic of Germany is exceptionally varied.

First, the *number* of institutions is very high. Those institutions recognised and publicly supported by the state (by the Federation or the *Laender*) number well over 2,000 alone, 1,000 of these being community adult education centres. The AE institutions of industrial and commercial companies, chambers of industry and commerce, and chambers of craft trades, are of a similar order of magnitude. There are in addition numerous private and commercially run AE institutions – in many major cities such as Hamburg, Berlin, Leipzig and Frankfurt am Main, there are between 300 and 600 such institutions alone.

Secondly, AE/CE institutions have a *varied structure*. They differ not only in size, but also according to whether:

- they are *exclusively* responsible for CE or carry out other activities as well;
- their provision is open to *all interested persons* or is limited to a restricted group;
- they are part of a *major societal organization* such as the churches, trade unions and entrepreneurial associations, or are not bound in this way;
- they are governed by *commercial interests* (e.g., distance education institutes), *private social interests* (e.g., church education services), *public interests* (e.g., community adult education centres) or other *organizational interests* (e.g., industrial and commercial companies);
- their *legal status* is private, governed by public law or state-controlled; and
- they offer provision in the whole field of AE or concentrate on *specific areas of provision*.

Besides size and structure, the significance of AE establishments also depends on the degree to which they are legally and politically guaranteed by a *sponsoring body* and can achieve greater influence through links with similar institutions at *Land* or federal level. In this respect the community adult education centres (*Volks-hochschulen*) stand out, being able to defend their interests and to show that they are active both at *Land* level (through *Land* Associations of Adult Education) and at federal level (through the German Adult Education Association – DVV). The educational services of the Evangelical Church (German Evangelical Adult Edu-

cation Association – DEAE) and of the Catholic Church (Catholic Federal Adult Education Association – KBE) also focus their activities through their own institutes (DEAE, with headquarters in Karlsruhe; KBE, with headquarters in Bonn).

The most important AE institutions and groupings are:

- *Trade union AE*, which rests on the tradition of workers' education in many fields. The two large trade union umbrella organizations, the German Federation of Trade Unions (DGB) and the German Public Employees' Union (DAG), maintain the largest institutions of vocational continuing education in the Federal Republic. The Vocational Further Education Service of the DGB is divided between several German cities, and the DAG maintains three institutions (Education Service, Academy, Technical Institute). Besides vocational education, the trade union associations and the individual unions also conduct training for works council members and trade union representatives in their education centres, under the terms of the Employees' Representation Act, and political seminars for trade union members.
- *Company-based AE*, which grew enormously in importance in the 1980s, particularly under the influence of changes in technology and the organization of work. Many large companies, especially in the engineering and chemical industries, have built up their own internal training centres.
- *Community adult education centres (Volkshochschulen)*, which are linked to the liberal bourgeois origins of popular education in their perception of their role and their methods of working. At the time of writing (1998), there are 998 community adult education centres in Germany, covering all parts of the Federal Republic and having a communal and regional role in CE. The provision offered by the community adult education centres embraces the whole range of CE, but includes major elements of foreign language teaching, cultural and general education.
- *Religious AE*, run by the Evangelical and Catholic Churches, and related to the socially committed liberal education movement of the last century, which regained strength in the 1980s. Both churches have their own nationwide network of family education centres, academies, residential and *Land* adult education centres and other educational programmes. In addition, services are provided at federal level (DEAE and KBE). Numerous educational activities are also arranged at parish level.
- *Commercial AE institutions*, whose number and range of provision have grown considerably since the 1980s, with an upsurge – clearly of limited duration – especially in the new *Laender*. Commercial institutions

target those who can pay, particularly in the areas of foreign language teaching and data processing, and take an active part in competing for public funds, notably under Volume III of the Social Code (SGB III).

- *Institutes of distance education*, which experienced a steep decline following the introduction of the Correspondence Courses Act in 1974, but have since regained a larger section of the market. In the German-speaking area, three major institutes of distance education operate nationwide, and one of these has already established private distance colleges of vocational higher education that are recognised by the state (see DFV).
- The *Federal "Work and Life" Association (BAK AL)*, a cooperative grouping of community adult education centres and trade unions, which is divided into *Land* branches and offers a wide range of political and vocational education.
- *Residential adult education centres* and, in the broader sense, all education centres offering accommodation, which are run by a variety of sponsors but have a particular educational identity, and are grouped together in the "*Committee of German Education Centres*" (AdB). Their programmes mainly offer intensive courses lasting one or two weeks.
- *Chambers of industry and commerce*, and chambers of craft trades and agriculture, which offer a broad range of AE and contribute particularly to the professionalisation and training of the workforce by providing recognition of qualifications.
- *State CE institutions*, i.e., colleges of continuing education sponsored directly by the state, which offer provision for target groups of public employees. The most significant of these are the inservice training courses for teachers run by the *Laender*, but there are also academies for public service employees, etc.
- Educational organizations of the various *sectors of the economy*, which in many cases organize vocational and industrial continuing education, especially in cooperation with small and medium-sized companies.
- A large number of *voluntary initiatives* and *alternative groups*, which have developed since the late 1970s, are distinct from the major societal organizations and work in specific fields or with specific target groups. In some *Laender* (e.g., North Rhine-Westphalia), they have already organized themselves at *Land* level. There are also smaller *educational organizations* with a specific theme, such as the Germany and Europe Political Education Organization, European and local academies, ecological educational workshops, etc.
- *Higher education institutions*, which have an obligation to AE/CE under the Basic Higher Education Act. Some 30 higher education institu-

tions and vocational higher education institutions now have their own AE/CE centres with differing structures, aims and profiles. Many higher education institutions offer CE in cooperation with CE institutions, trade unions and employers.

- The *foundations of the political parties*, which should also be mentioned, and sometimes maintain their own education centres. These foundations concentrate especially on the provision of political education. An important role is also played by the educational establishments set up by *charitable organizations*, *Land sports associations* and *rural organizations*, which concentrate on different regions and areas of provision.

The *media*, too, play a part in CE/AE, especially radio and television, which have an educational role under the terms of the statutes under which they were established after the Second World War. A particularly notable CE activity of the media was the "College of the Air" (*Funkkolleg*), a programme of continuing education devised collectively by broadcasting organizations, ministries of education and community adult education centres which ceased operations in 1998, largely as a result of changes in media programming policy. Overall, the quantity of

**Table 1: Providers of General and Political Continuing Education 2000  
(Volume of continuing education 1994)**

Sponsoring bodies	% of enrolments	% of volume of continuing education
Community adult education centres	27	27
Private institutes	11	17
Associations (excl. occupational assoc.)	9	7
Employers/enterprises	9	6
Higher education institutions	6	8
Religious institutions	5	4
Non-religious charitable associations	4	5
Academies and academic associations	3	3
Occupational associations	3	1
Political parties, foundations associated with political parties	2	2
Trade unions	2	1
Others (incl. Employers' associations, distance learning institutes, chambers of industry and trades, occupational indemnity associations, Urania)	20	20

Source: Kuwan et al. (2003, p. 231; BMBF 1996)

explicitly educational provision offered by the media has declined since the 1960s, while the proportion of broadcasts with some educational relevance has somewhat increased – but this is chiefly because the concept of education now applied is broader than in the '60s. Tables 1 and 2 provide an overview of the take-up of the various providers of continuing education.

**Table 2: Providers of Vocational Continuing Education in 2000**

Sponsoring bodies	% of enrolments	% of volume of continuing education
Employers/enterprises	53	38
Chambers of industry and trades	9	14
Private institutes	9	13
Occupational associations	5	3
Higher education institutions	3	4
Academies and academic associations	4	3
Employers' federations	2	3
Community adult education centres	2	2
Technical colleges	1	3
Trade unions	1	2
Professionals and trade associations	1	1
Others (incl. distance learning institutes, chambers of industry and trades, non-religious charitable associations, political parties/foundations associated with political parties, Urania, associations excl. occupational associations)	11	15

Source: Kuwan et al. (2003, p. 241)

## 5. Funding

In accordance with the pluralistic structure of AE in Germany, funding relies on a variety of sources:

- the state (the Federation and the *Laender*) and the communes;
- the (private) economy;
- the sponsoring bodies of AE institutions;
- private households; and
- the Federal Labour Agency (Federal Labour Office to 2003).

The funding of AE in Germany amounted in the year 2000 to 36,7 billion EUR. Exact figures are only available from federal and *Land* authorities, communes and the Federal Labour Office; in other cases, more or less justified estimates are used. Moreover, figures and estimates are based on differing cost bases, some of which include salaries, accommodation, travel, etc., in addition to the direct costs of activities. Comparability is therefore limited. The breakdown of funding is as follows:

**Table 3: Expenditure on AE**

Source of expenditure	in EUR billions		
	1992	1997	2000
EU funds (ESF, programmes)	0,050 <sup>1</sup>	0,050 <sup>1</sup>	0,050 <sup>1</sup>
Federation, <i>Laender</i> and communes <sup>2</sup>	2,222	2,534	2,289
of which			
Federation <sup>2</sup>	0,440	0,796	0,438
<i>Laender</i> <sup>2</sup>	0,788	1,009	0,796
Communes <sup>2</sup>	0,992	1,024	1,056
Federal Labour Office <sup>3</sup>	14,200 <sup>3</sup>	10,100 <sup>3,4</sup>	6,800 <sup>5</sup>
Private economy <sup>2</sup>	18,700	18,000	(18,000) <sup>6</sup>
Private households	5,010 <sup>6</sup>	7,210 <sup>7</sup>	7,210 <sup>6</sup>
Sponsoring bodies	0,050 <sup>1</sup>	0,050 <sup>1</sup>	0,050 <sup>1</sup>
<b>Total</b>	<b>42,5</b>	<b>40,8</b>	<b>36,7</b>

Sources: (1) Estimate; (2) BMBF (2002, p. 340 und 342); (3) BMBF (1999, p. 294); (4) The huge rise 1992 is attributable to educational activities in the new *Laender* and had already fallen back considerably in 1997; (5) BMBF (2003, p. 292); (6) Estimate; (7) 1998 BMBF (2003, p. 292)

Some aspects of this overview require further comment. Spending on continuing education out of the “public purse” (Federation, *Laender*, Communes) amounted in 2000 to 0.38% of total public expenditure (1992 0.42%) and 0.11% of Gross Domestic Product (1992 0.14%). The proportion of total public expenditure thus continues to lie well below that spent on elementary education (1.43% of total expenditure; 1992 1.20%), higher education (3.18% of total expenditure; 1992 3.97%) and schools (7.83% of total expenditure; 1992 7.33%). Public spending on continuing education has shown the largest rise of any sector of education since 1975 but, at 28 EUR per inhabitant in 2000, is still far behind the other sectors of education (elementary education: 104 EUR, schools: 569 EUR, higher education: 231 EUR). Public spending principally covers subventions for activities and institutions (largely run by the communes and *Laender*), pilot projects, education programmes (chiefly federal) and provision for specific target groups. However, public expenditure is in fact increased by “hidden” spending on AE, for example through budget headings relating to AE in other areas of government (agriculture, administration, etc.).

Expenditure by the *private sector of the economy* includes direct costs, such as course fees, salaries and wages for staff engaged in continuing education in companies, and also indirect costs, such as the remuneration of employees who are given leave. The reliability of the figures is nonetheless disputed, as few concerns keep accurate costing of their continuing education activities and many figures are estimated. There is agreement that private sector expenditure on continuing education exceeds that of federal, *Land* and commune authorities, but it takes into account many more different types of cost.

Expenditure by *private households* is estimated, there being no systematic way of recording costs. The estimate is based on the statistics of community adult education centres, according to which participants cover about a third of the costs of courses, and on the results of the Continuing Education Behaviour Reporting System, in which sample numbers of participants are recorded.

Expenditure by *sponsoring bodies* is also estimated. In many cases it cannot be clearly separated out, and in others it is not given. There are data from some trade unions on the proportion of costs for trade union AE institutions, but the expenditure of other sponsoring societal organizations, such as churches, foundations and voluntary associations, is not systematically recorded.

Expenditure by the *Federal Labour Office*, (*Federal Labour Agency* from 2004) under Volume III of the Social Code (SGB III, previously the Employment Promotion Act, AfG) is made out of monies contributed in equal proportions by em-

ployers and employees but spent under the terms of state law (SGB III). These funds to support activities are awarded through competitive tendering to private or publicly sponsored AE institutions and cover grants towards learners' costs of living as well as course fees.

From the way in which funding is structured it is clear that the role of state funding of AE has to be seen in perspective. A substantial part of the AE activities of the population takes place without any significant state support. This is a reflection of the growing importance of the continuing education market in Germany, to which Federal Labour Office funds make a contribution.

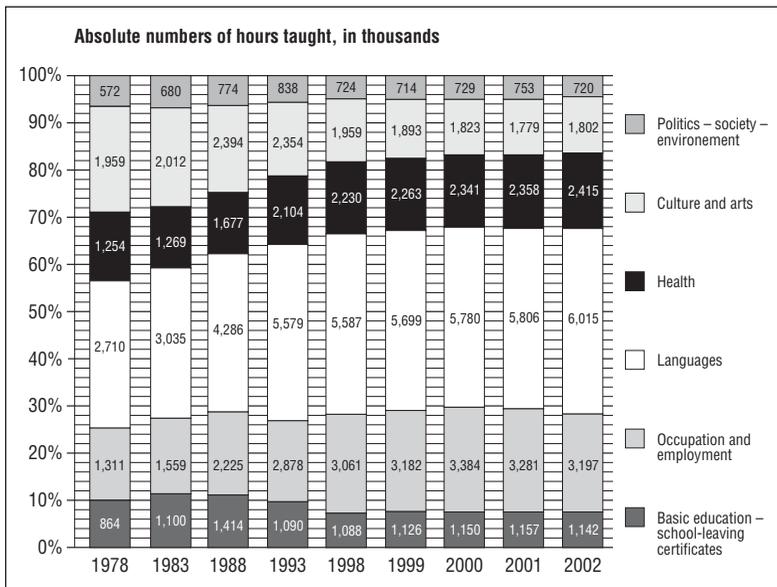
Even in the institutions in which public support plays the largest part (the community adult education centres, in particular), and which see themselves as answerable to the public, there has long been mixed funding, in which state funding is often the smaller part. The "equal thirds" funding of the community adult education centres out of student fees, commune funds, and federal and *Land* funding (traditionally only a statistical average) has increasingly shifted. Income from student fees grew continuously in the late 1980s and now already accounts for an average of almost 40% of community adult education centre budgets. In many *Laender*, in which only modest sums are given to support AE under the relevant Acts, the proportion from student fees is significantly higher (such as in Rhineland-Palatinate, Baden-Wuerttemberg and Bavaria). Taking into account other funding to be sought by adult education centres themselves, in many places the proportion of public funding in an institution's total budget lies well below 50%.

There are clear signs that state support for continuing education will in future be given increasingly on the basis of demand-based models and that the principles which have obtained to date – supply-based support for provision, or "institutional support" – will at least be mixed with new models if not totally abolished. There is already considerable international experience of such models (Dohmen 2001). The Federal Government expects initial encouragement in this direction from the Expert Commission on the Funding of Lifelong Learning which it has set up (Timmermann et al. 2004). Greater attention will need to be paid in future to the balance between funding of continuing education and access to continuing education, in order to avoid social exclusion.

## 6. Provision

For many years, systematic overviews of AE provision have only been available for community adult education centres (Volkshochschulen). This provision covers the whole range of continuing education, with a focus on general rather than vocational courses. Particular attention is given to foreign language learning. Figure 3 shows the changing profile of provision in community adult

**Figure 3: Evolution of Provision in Community Adult Education Centres**



education centres between 1978 and 2002. The subject area *occupation and employment* experienced above-average growth up to 2001, increasing by two and a half times. Saturation point appears to have been reached in 2002. Both *languages* and *health* doubled in number of hours taught over the full period. Growth in languages slowed from the mid-1990s, but health only from the end of the century. A similar pattern was seen in the areas *politics/society/environment* and *basic education/school-leaving certificates*: the high point was reached in the early 1990s, followed by a modest decline and stagnation. The developments in *culture/arts* is the most striking: growth only continued until the late 1980s. After a sharp fall, back to the level of 1978, the volume of hours taught then declined only slowly. This is clear evidence of the domi-

nance of continuing education that can be applied practically for occupational or private purposes.

*Foreign language learning* is principally offered by private institutions – as well as by community adult education centres. Approximately half of the total provision for languages is made by commercial language schools, the adult education centres provide one third, and company-based courses and language-learning study tours share a further fifth.

*Political education* is very varied and covers the whole spectrum of political subject matter. Political education is particularly associated with the foundations linked to political parties, the parties themselves, the trade unions, the community adult education centres and the "Work and Life" association. The churches also play a role in political education: in 1997, the educational institutions of the Evangelical Church had over 350,000 participants in political education activities, while the Catholic Church had over 450,000.

Continuing education includes inservice training, retraining, prevocational basic education and guidance. *Inservice training* builds on a completed course of education or training, while *retraining* concerns change of occupation. Inservice training accounts for the largest proportion of vocational continuing education. Publicly and privately sponsored vocational schools and colleges play a major role in this, together with professional associations, chambers of industry and commerce and craft trades, the further education services of employers and employees' organizations, and naturally the industrial and commercial companies themselves in which employees are trained. The number of participants is higher in company-based courses, 53%, than in outside courses (Kuwan et al. 2003, p. 241; see also Table 2). *Prevocational basic education* and *guidance* are offered particularly by the community adult education centres.

Many vocational qualifications are gained in the Federal Republic of Germany through *inservice training*. This applies to the grades of master craftsman in industries and craft trades, senior positions in nursing, as well as to technician qualifications and specialisms such as time and motion, and training itself. Vocational inservice training plays a significant role throughout junior and middle management and in intermediate specialist qualifications. Persons who are employed in these fields frequently pursue the following path of educational and occupational development: education through the dual system is followed first by employment, then by another phase of continuing education, often part-time while working, and thereafter by employment in a new, higher position.

Besides inservice training courses leading to a recognised examination, there are many vocationally relevant basic education courses offered by commercial providers. Companies also train their staff through uncertificated training in the areas of sales, management and technology.

*Types of CE course* vary widely. They range from long-term full-time courses (of up to two years), especially for retraining programmes, to two-hour lectures. Vocational education tends to be longer, while political, general and cultural education is shorter. The most typical forms of CE provision are:

- Courses of one to two hours per week outside working hours, in the evening or, for those not working, in the daytime. This type of provision takes place chiefly in the community adult education centres.
- Seminars of two or three days, frequently arranged at weekends. Most providers offer this type of provision.
- One- to two-week intensive courses of the "educational leave" type. These are offered principally by community adult education centres, other educational centres, companies, and "Work and Life", sometimes with accommodation.

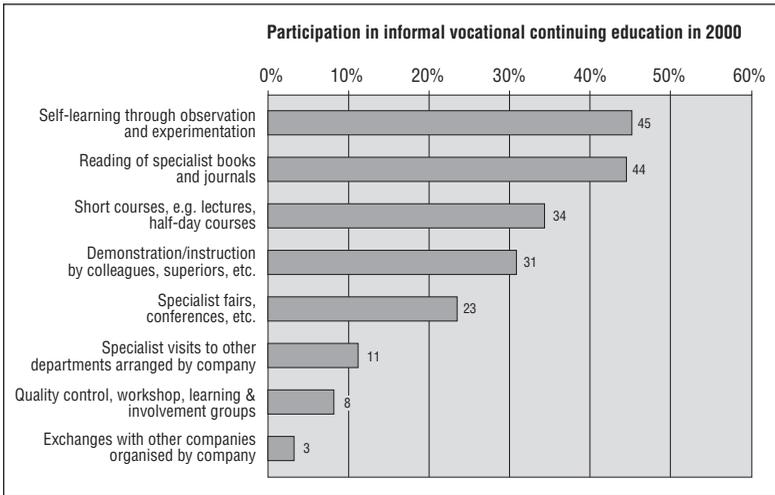
Provision varies not only in content, duration and form of organization but also, significantly, in whether it leads to a qualification (through an examination or various types of certificate). A large part of short-term CE/AE provision is uncertificated, while longer-term activities usually lead to the award of a certificate. There are three usual types of award:

- *State certificates*, which are mostly identical with those awarded by other sectors of the education system (vocational education, general school education, higher education). The delayed acquisition of school leaving certificates forms a large part of this type of award, especially certificates of secondary general education. In terms of equality of opportunity, this is of significant historical and social importance.
- *Certificates particular to continuing education*, which can be gained in specific fields. These are particularly subjects of vocational relevance (languages, information technology, etc.). In many cases, several similar qualifications are offered (such as Cambridge and ICC Certificates in English as a Foreign Language). The community adult education centres, and the chambers of industry and commerce and craft trades, have developed general certificate schemes for continuing education in Germany, the former through a certificate programme operated internationally through the International Certificate Conference.
- *Certificates specific to organizations*, which certificate qualifications of relevance to, and recognised chiefly within, one organization, such as

certificates issued by churches and trade unions confirming specific vocational qualifications.

Types of provision are currently changing. Different types are being tried out, often in combination, in order to respond to the interests and needs of target groups. In recent years, informal, self-directed and self-organized learning activities have become increasingly accepted in Germany as elsewhere. Starting with the 1994 "Continuing Education Reporting System" survey (cf. Kuwan et al. 2003), attempts have been made to capture this learning at least in the area of vocational continuing education. Questions are asked about learning from books and periodicals, media-based learning, (self-) organized discussion, etc. (see Figure 4 for some of the results of this survey).

**Figure 4: Informal Vocational Continuing Education**



Source: BMBF (2002, p. 52)

Participation in informal vocational continuing education is considerably higher than in organized learning. On average, every third person in employment has such experience, although this varies markedly from occupation to occupation.

It is obviously more difficult to capture individual attempts at learning than teaching which is organized by an institution. Quality control groups set up by companies are, for example, only regarded by half of the staff as learning, while others count them as work. Nonetheless, even though it is hard to measure these efforts, they should be taken into account as elements of continuing education,

in accordance with the concept of “lifelong learning”. Development and evaluation projects are therefore under way in Germany to analyse and develop both learning at the workplace and learning in the social environment of everyday life. Projects have been set up to check whether and how those skills acquired through informal learning can be made visible via an “educational record card”.

The internationally accepted division of learning according to level of formality and type of structure into *formal learning*, *non-formal learning* and *informal learning* from the standpoint of the learner (Commission of the European Communities 2001) also leads to a classification of learning provision:

- *Formal continuing education* covers all continuing education provision which leads to a recognised qualification, regardless of whether it takes place in state or non-state educational institutions. There are set learning objectives, learning times are fixed, and learning support is organized by the institution. It includes belated (“second chance”) acquisition of school-leaving certificates, as well as acquisition of university qualifications in academic skills, and qualifications in state-recognised occupations that require training.
- *Non-formal continuing education* takes place outside educational institutions regulated by the state. These include the vast majority of continuing education establishments not conducting courses leading to formal qualifications. Courses leading to formal qualifications do not therefore belong in this sector. However, courses have a systematic goal, last a specified length of time and employ prescribed learning materials.
- *Informal continuing education* lacks the organizational structure of (continuing) education institutions. Learning is not structured around learning objectives or set periods of time. The creation of a supportive environment for informal learning (e.g. in places of work) may nevertheless be associated with definite goals. The learning resources market and the media are part of the offer (books, periodicals, CD-ROMs, the Internet, television programmes, etc.). Learners decide for themselves whether and how these are used, either with set objectives or merely incidentally.

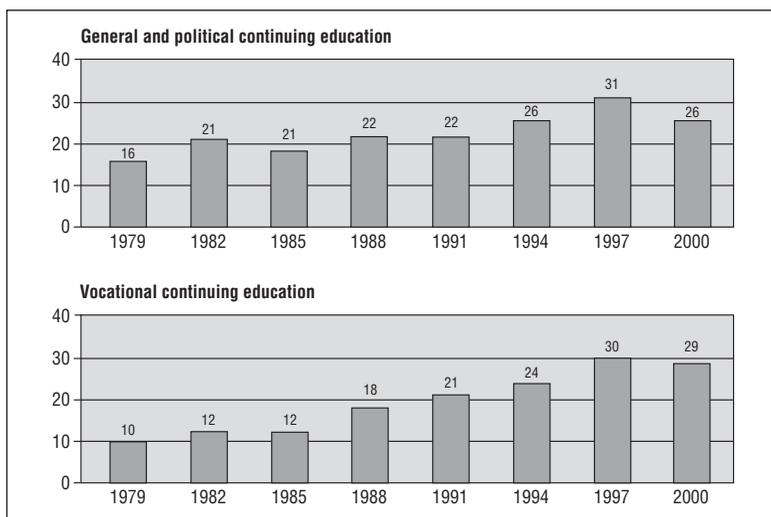
## 7. Participation

The “Continuing Education Reporting System” surveys carried out by Infratest Social Research on behalf of the Federal Ministry of Education and Research have provided overall statistics of participation in AE in Germany since 1979. The most recent survey took place in 2000. With the exception of a fall between 1997 and 2000, the long-term trend in participation in continuing education participation has been upwards<sup>1</sup>. In 1979, 23% of the adult population stated that they had taken part in continuing education within the last year, in 1991 (old and new *Laender* combined) this figure was 37%, in 1997 it was 48% and in 2000, most recently, it was 43%.

The 43% of the German population aged 19 to 64 years in 2000 equated to some 21.4 million people. Figure 5 shows the evolution of participation, split into the two broad categories of “general and political continuing education” (see also Table 1) and “vocational continuing education” (see also Table 2).

**Figure 5: Participation in continuing education, general and political continuing education**

In % of the population aged 19 to 64



Source: BMBF (2002, p. 16, 21)

<sup>1</sup> Because different methods are used, participation quotas from sample surveys such as the Continuing Education Reporting System and the Microcensus (annual household survey) do not tally in size or period covered, nor can they be compared with statistics on participation from sponsoring bodies for the same reasons.

A breakdown according to the principal social and demographic characteristics of gender, age and level of formal education, continues to show that it is younger people with higher levels of education who take more part in continuing education than other population groups. The earlier difference in participation between men and women, determined particularly by the higher levels of occupational activity and general education among men, levelled out in the early 1990s: women now take part increasingly not only in general and political education, but also in vocational provision.

In 2000, even more people were taking part in information technology courses offered by providers of general and political continuing education than in lan-

**Table 4: Participation quotas**

In % of the population aged 19 to 64

Type of provision/subject area	1997 in %	2000 in %
<b>General and political continuing education</b>	<b>31</b>	<b>26</b>
Computer, DP, Internet	–	7
Languages	8	5
Health topics	5	3
Legal issues	3	2
Practical skills	3	2
Managing leisure time	3	2
Others	3	2
Sport-related topics	3	1
Bringing up children/schools	2	1
Natural sciences/technology	2	1
Art, literature, etc.	2	1
Environmental protection/ecology	2	1
Family issues	1	1
Politics/Europe	1	1
<b>Vocational continuing education</b>	<b>30</b>	<b>29</b>
Retraining	2	2
Occupational advancement	3	3
Induction training in enterprises	6	6
Occupational updating	12	11
Other courses	9	10
<b>Total participation</b>	<b>48</b>	<b>43</b>

Source: Kuwan (2003, p. 26 and 41)

guages courses. The greatest demand in courses offered by providers of vocational continuing education was for some form of updating. Table 4 shows the percentages of the population aged between 19 and 64 years of age taking part in different subject areas.

Between 1999 and April 2000, 4,099,000 people in the active labour force took part in initial and inservice vocational continuing education, i.e. 10.2% (compared with 13.3% in 1998) of the entire active population (Microcensus 1998 and 2000 Federal Office of Statistics). After German Unification, the rate of participation among women reached that of men (1991: both 15.5 %), and the trend is still upwards (1998: women 13.7%, men 13.0%; 2000: women 11.0%, men 9.6%). Participation in vocational continuing education is appreciably above average in the age group 15 to 35 years. Participation is also above average among those with higher levels of initial education – in 1999, only 3.1% of people with lower secondary leaving certificates took part in vocational continuing education, while this proportion was 20.6% among people who had successfully completed upper secondary education (Microcensus 1999).

**Table 5: Participation in Vocational Continuing Education**

Members of active population in thousands	Participation in 1997 and up to April 1998		Participation in 1999 and up to April 2000	
	Total	Of whom women	Total	Of whom women
<b>Age in years</b>				
15 – 20	1,080	458	1,033	428
20 – 25	1,019	509	913	466
25 – 30	811	349	505	212
30 – 35	769	317	459	200
35 – 40	580	255	386	176
40 – 45	443	207	303	140
45 – 50	355	164	230	106
50 – 55	226	95	158	69
55 and older	192	70	113	42
<b>Total</b>	<b>5,475</b>	<b>2,424</b>	<b>4,099</b>	<b>1,837</b>
<b>Duration of vocational continuing education</b>				
under 1 month	1,278	535	219	98
1 to less than 6 months	278	128	91	47
6 to less than 12 months	174	96	74	37
1 year and longer	3,689	1,648	2,967	1,316
<b>Total</b>	<b>5,419</b>	<b>2,407</b>	<b>3,351</b>	<b>1,498</b>

Source: Federal Office of Statistics – Microcensus 1998 and 2000 (1998, p. 281 and 2002, p. 213)

The majority of vocational education and training (just over half) took place at the workplace, and a third in special training or retraining centres, while less use was made of courses provided at a Chamber of Trade or Industry, at a college of vocational education or a higher education institution, through distance education or by some other means (see also Table 2). In 1998, half of vocational continuing education courses lasted less than one month (this accorded with training at the workplace and therefore refers primarily to initial work-based learning), in a quarter of cases courses lasted between one and six months, and all others were between six months and two years in length. By 2000, however, the position had almost reversed. Courses lasting less than six months now accounted for under 10% (cf. Table 5, p. 38).

In 2000, a total of 141,480 people took part in distance education. After a steady decline between 1993 and 1998, a clear upward trend has been seen since 1999 (cf. Table 6).

**Table 6: Participation in Distance Education Courses**

<b>Numbers of students participation in distance education in thousands</b>	
	<b>Total</b>
1993	164
1994	153
1995	142
1996	131
1997	118
1998	105
1999	121
2000	141

Source: BMBF (2002, p. 307)

Participation in community adult education centres in 2002 shows the following stable profile in comparison with 1999 (cf. Table 7, p. 40). Only in the subject area "occupation and employment" does the fall just exceed one percentage point, having reached saturation point in IT courses.

Overall, participation in organized adult and continuing education is rising. It showed a considerable jump in some areas after German Unification in 1990 (in economic, technological and languages courses), and in the 1990s continued to grow, albeit more slowly. A number of features of participation are of relevance to planners and researchers:

**Table 7: Participation in Community Adult Education Centres (Volkshochschulen)**

<b>Enrolments at German community adult education centres in 1999 and 2002 by subject areas</b> (short courses, seminars, one-off events, certificated courses and study tours)				
Subject area	Enrolments 1999		Enrolments 2002	
	in 1000	in %	in 1000	in %
Politics/society/environment	1,786	19.0	1,884	19.9
Culture/arts	2,296	24.4	2,252	23.8
Health	2,199	23.4	2,284	24.1
Languages	1,941	20.7	1,975	20.8
Occupation and employment	1,065	11.3	969	10.2
Basic education/school-leaving certificates	105	1.1	116	1.2
<b>Total</b>	<b>9,393</b>	<b>100</b>	<b>9,479</b>	<b>100</b>

Source: Pehl/Reitz (2003)

- Participation in adult and continuing education declines over the age of 40, especially in vocational and work-related fields.
- Participation in adult and continuing education increases as the level of education of participants rises.
- Participation in adult and continuing education differs between men and women only if differences in patterns of active involvement in the labour force because of “family breaks” and part-time employment are disregarded.
- Participation is lower in rural areas, where multimedia-based learning and distance education acquire greater importance.
- Participation is also dependent on both social and educational situation: the worse the social situation, the less likely people are to take part in continuing education.
- Information and counselling are of growing importance as determining factors in participation in continuing education.
- Self-directed learning and integrated learning at the workplace are increasing in importance relative to organized learning in the spectrum of continuing education participation.

The laws on educational leave which apply in eleven of the sixteen *Laender* have brought about a change in the social structure of the adult and continuing education courses affected (especially in relation to the required level of previ-

ous education), but have as yet had little quantitative impact since only between 2 and 4% of employees on average take up their entitlement to educational leave.

Greater attention is being given to issues of non-participation and access to continuing education as a result of growing concern with participation in continuing education as part of lifelong learning in the knowledge-based society. In 2000, over half of the adult population aged 19-64 years did *not* take part in continuing education, presumably including a high proportion of people who are generally unwilling or unable to gain access to continuing education. It has been well known for a long time, and demonstrated by numerous individual studies, that this principally means the less well educated and the socially disadvantaged. Only recently has there been any systematic investigation of the factors which lead to rejection of education, along with the question of how identified problem groups can be encouraged to engage in lifelong learning in order to combat "social exclusion".

A recent study by Schröder et al. (2004) confirms that occupational status is a key determinant of participation in vocational continuing education. People in humbler jobs, who fulfil instructions, work in retail trade, in manufacturing processing, in building and crafts, in small enterprises and in occupations that change more slowly than the average, are less likely to take part in continuing education. Workers who are unskilled or have few skills, and those with no school-leaving or formal vocational qualifications, are at especially high risk. This problem group plays a particular role among non-participants, reflecting a chain of disadvantage tying absence of school-leaving qualifications and vocational training to low-skilled employment with little security. Low-paid groups are especially resistant to continuing education, seeing it as an expensive additional burden of little benefit. In gender-specific terms, women returning to work and women looking after children are also at high risk. The higher the number of children, the less likely women are to take part in continuing education. Those who have not been in education for long periods doubt both the need and the benefits of continuing education and are therefore not willing to make the investment. Schröder et al. (2004, p. 119) summarise as follows the elements of schemes to overcome the social exclusion effects of non-participation in continuing education in work-related fields: "outreach counselling at places of work, promotion of continuing education for low-income groups, arrangements to resolve family incompatibility problems among women with children, and needs-based continuing education provision guided by the learning potential of groups which have learning difficulties and are tired of learning".

## 8. Staffing

There are no exact data on how many people in total are engaged in planning provision and in teaching itself in adult education establishments. The German Institute for Adult Education (DIE) is the only body regularly to publish statistics on staffing in community adult education centres. For the reporting year 2002, it can supplement these from its surveys of adult education provided by the Churches and political adult education centres for (see Table 8). According to these figures, a total of 205,000 people were employed in community adult education centres in 2002, and a further 78,000 in religious and political continuing education establishments. The vast majority (95%) worked part-time on a freelance or voluntary basis.

**Table 8: Staffing of Community Adult Education Centres, Religious and Political Institutions of AE 2002**

Staff	Community Adult Education Centres	Religious AE* (DEAE, KBE)	Political AE* (AdB, BAK AL)
Full-time management staff	720	1,600	200
Full-time educational staff (posts)	3,740	2,000	600
Part-time/freelance educational staff	197,000	60,000	11,500
Full-time administrative staff (posts)	3,710	1,500	500
<b>Total</b>	<b>205,170</b>	<b>64,820</b>	<b>12,900</b>

\* Projections from partial surveys for 2002 under the DIE project on continuing education statistics

Source: Pehl/Reitz (2003)

The staffing structure of the community adult education centres has the peculiarity that the teaching is usually carried out by part-time or freelance professional educational staff, while the full-time professional staff are chiefly engaged in planning and resource allocation, and increasingly also in organizational and management tasks.

This relationship is different among other sponsors and institutions: in the field of *company-based training*, for example, a minimal number of part-time staff are

involved. In *trade unions, foundations and similar institutions*, there are probably equal numbers of full-time and part-time educational staff. In *state institutions* (higher education, vocational schools, teacher inservice training establishments, etc.), staff are full-time, and teach continuing education as part of their duties. In the *churches*, a small number of full-time staff are supplemented by a larger number of part-timers, and also by a very large number of voluntary, unpaid staff. Among *commercial* institutions of continuing education, full-time and part-time contracts are employed, the part-time staff very probably being in the majority.

The only way to assess the total number of persons employed is to piece together and "interpret" individual data items, among which are the following:

- In 1996/97, approximately 3,400 persons were employed in "second chance education" (evening schools and other specialist adult colleges), and approximately 11,000 in vocational schools.
- Larger institutions of continuing education such as the "International Association", the "Vocational Support Service" of the German Federation of Trade Unions, and the educational institutions of the German Public Employees' Union together employ around 13,500 permanent and 25,000 sessional staff.
- In Hesse, there were 4,273 full-time and 33,390 part-time staff working in CE in 463 establishments in 1989 (survey by Faulstich/Teichler 1990).
- In Bremen, approximately 1,500 full-time and 6,000 part-time staff were divided between 86 establishments in 1993.

Overall it can be estimated that around 90,000 people were employed full-time in adult education in teaching, administration and planning at the beginning of the 21st century. In addition, there were the part-time freelance staff, especially the teachers, whose total number may have been up to ten times that of the full-timers (between four and eight hundred thousand).

Largely because of the wide differences between institutions and their educational aims, activities and methods, size and facilities, there is as yet no typical occupational profile valid for the whole of AE. Two thirds of the full-time professional educational staff have completed higher education, just over half of them in the fields of education, social sciences and languages. Since there is no practical "training for continuing education professionals" (traineeship, voluntary work, etc.), most full-time professional staff move "sideways" into adult education. Moreover, the proportion who have completed a course of studies specifically in adult education remains extraordinarily low among those employed in continuing education.

The most important points at issue concerning AE/CE staff in Germany are the following:

- the *professionalisation* of educational staff in AE: there is above all a lack of basic training in adult education, of an adequate and effective programme of inservice training, and of a suitable occupational profile;
- inadequate *social security cover* for part-time staff in particular, who earn their living by combining a number of part-time teaching contracts; this group is very numerous especially in publicly supported AE (above all in the community adult education centres);
- *training* of educational staff in organizational matters, for example in public relations, advertising, organizational development, marketing and financial planning, all aspects which used to appear quite distinct from educational activities;
- *quality assurance* through the training, competence and continuity of educational staff, and by way of appropriate internal organization.
- issues relating to the *enrichment of teaching activities* by the addition of counselling, mediation, tutorial and service functions, to be achieved through closer links between organized and self-directed learning.

The debate about the situation and prospects of the professionalisation of AE/CE in Germany has been reopened through the restructuring of institutions, cut-backs in public funds, increased participation in continuing education, demands for higher quality on the part of participants, and an increase in self-directed learning in the 1990s.

## 9. Research and Higher Education

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Since the early 1970s, when the state declared AE to be an independent fourth sector of education, numerous areas for the study of AE have opened up in German higher education institutions. In some cases, not only have relevant courses of study been offered and research conducted, but a degree course in adult education has also been developed. A first or Master's degree focusing on adult education is offered at many universities. At other higher education institutions, the specialist area of AE/CE is represented. Many higher education institutions offer continuing education in adult education in the form of return to study courses or additional, supplementary or further training (see Table 9, p. 46).

The "Hochschulen" (higher education) section of the DIE webpage offers annual updating of this summary: <http://www.die-bonn.de/service/hochschulen/>.

The content of courses on "Adult Education and Out-of-School Youth Education" concentrates, according to the "Regulations Governing First Degree Courses in Education" issued by the Conference of Ministers of Education on 20 March 1969, on:

- theory of adult education;
- theory of out-of-school youth education;
- institutions and their organization;
- legal bases; and
- teaching and methodology.

Since the start of the "Bologna Process", the proposed standardization of the structure of European higher education courses, discussion and development of consecutive Bachelor's and Master's courses has been taking place in German universities. Among the subject areas affected are training in education in general, and specialist training in continuing education. Consecutive courses in education with a specialization in continuing education have already been introduced at Humboldt University in Berlin and at the University of Bochum. Many other universities have drawn up plans to change the course structure by 2007.

Besides the academic study of AE/CE in universities, there are extra-university research institutions concerned with AE/CE. Notable among them is the German Institute for Adult Education (DIE) in Bonn, an institution funded by the Gottfried Wilhelm Leibniz Scientific Association (Wissenschaftsgemeinschaft Gottfried Wilhelm Leibniz, WGL), where developmental research on practically all as-

**Table 9: Opportunities to Study AE/CE (as in 2003)**

University/higher education institution (by location)	Courses offered			
BA = Bachelor's degree course				
DP = Diploma (first degree) course specializing in adult education				
MA = Master's degree course specializing in adult education				
MBA = Master of Business Administration				
FV = Adult education as a subject within educational science				
WS = Continuation course in adult education				
Rhine-Westphalia Technical Higher Education College, Aachen	DP			WS
University of Augsburg	DP	MBA	FV	
Otto Friedrich University of Bamberg	DP		FV	WS
Humboldt University of Berlin	DP	MA, BA		WS
Technical University of Berlin				WS
Free University of Berlin	DP			
University of Bielefeld	DP			WS
Ruhr University, Bochum		BA		WS
University of Bremen	DP			WS
Technical University of Chemnitz		MA	FV	
University of Cologne	DP			
Technical University of Darmstadt				
University of Dortmund	DP			
Technical University of Dresden			FV	WS
Heinrich Heine University of Düsseldorf	DP			
University Duisburg-Essen in Duisburg	DP		FV	
Catholic University of Eichstätt	DP		FV	WS
University of Erfurt		MA, BA		
University Duisburg-Essen in Essen	DP			
Johann Wolfgang Goethe University of Frankfurt am Main	DP			
University of Flensburg	DP			
College of Education, Freiburg	DP			WS
Justus Liebig University of Giessen	DP			WS
Ernst Moritz Arndt University of Greifswald		BA		
Distance University-Comprehensive Institute of Higher Education in Hagen		MA		
Martin Luther University of Halle-Wittenberg	DP			WS
University of the Armed Forces, Hamburg	DP			
University of Hamburg	DP			
University of Hanover	DP			
Ruprecht Karls University of Heidelberg		MA	FV	
Friedrich Schiller University of Jena	DP	MA	FV	WS
University of Kaiserslautern			FV	WS
University of Karlsruhe				WS
University of Koblenz – Landau	DP		FV	WS
University of Leipzig		MA		WS
College of Education, Ludwigsburg	DP			WS
Otto von Guericke University of Magdeburg				WS
Johannes Gutenberg University of Mainz	DP			WS
Philipps University of Marburg	DP			
Ludwig Maximilians University of Munich		MA	FV	
College of Philosophy, Munich				WS
Armed Forces College, Munich	DP			
Westphalian Wilhelm University Münster	DP			
Carl von Ossietzky University of Oldenburg	DP	MA, MBA		WS
University of Paderborn	DP			
University of Regensburg	DP			
University of Rostock		MA	FV	WS
University of Trier	DP			
Eberhard Karl University of Tübingen	DP	MA		
College of Philosophy and Theology, Vallendar				WS
College of Education, Weingarten				WS
Bergische University and Comprehensive Institute of Higher Education, Wuppertal	DP			
Bavarian Julius Maximilian University Würzburg	DP			

pects of AE/CE is conducted by a staff of around 90, who also provide a link between research and practice.

Some departments of *Land* institutes are also quasi-academic institutions of AE – the Land Training Institute (Landesinstitut für Qualifizierung, LfQ) in Hagen (North Rhine-Westphalia), the Hessen Land Institute of Education (Hessisches Landesinstitut für Pädagogik, HeLP) and the Land Institute for Schools and Media (Landesinstitut für Schule und Medien) in Brandenburg (LISUM), which deal with inservice training and generally also provide documentation, statistics and a library for the *Land* in question.

The Institute for the Teaching of Natural Sciences (IPN) in Kiel has one particular field of interest which is partly concerned with adult education issues. The “Education Specialist Information Service” of the German Institute for International Educational Research (DIPF) in Frankfurt am Main coordinates documentation of literature from over 20 institutions in the field of education. This includes adult education research, largely as a result of input from the DIE. At the University of Kaiserslautern, a continuation course in adult education has been offered since 1994, building on a similar distance course at the Distance University in Hagen in the late 1970s and early '80s. The Federal Institute of Vocational Education (BIBB) in Bonn, which is dependent on the Federal Government, undertakes research and development in the field of vocational continuing education alongside its main responsibilities for vocational education and training policy under the Vocational Education Act.

The academic study of adult education has in the last twenty years profited in many ways from developments in neighbouring disciplines. Developments in psychology, sociology, languages and linguistics, economics and, more recently, natural sciences have had a stimulating effect on adult education, which has now achieved an independent identity within the science of education.

The constant relationship with other areas of education is maintained through cooperation in the “German Society for Educational Science” (DGfE), in which AE has its own Commission. This has approximately 150 members, who are mostly responsible for AE/CE in higher education institutions. The “German Society for Academic Continuing Education and Distance Education” (DGWF), which brings together persons and institutions promoting continuing education activities in higher education and has over 200 members, has done much for the growth in importance of AE/CE through its commitment to the study of AE/CE and the opening up of higher education (through access courses, return to study, CE programmes, public information centres, etc.).

The academic study of adult education concentrates on research in the following fields:

- adult teaching and learning (analysis of learning processes, interaction, etc.);
- curricula and teaching (methodology, planning, learning objectives);
- occupational and employment research (qualifications, needs, occupational requirements, etc.);
- target groups and participation (motivation, interests, learning behaviour, student behaviour, etc.);
- institutions (organizational aims, commercial management, cooperation, professionalism) and
- the history of AE/CE.

Despite its unquestioned successes, the academic study of AE/CE faces above all the difficulty of linking an exceptionally broad field of practice with still insufficient paradigms and theoretical foundations. Methodologically, the study of AE/CE still depends on related disciplines, mainly sociology. The expansion of AE/CE posts in universities and other institutions of higher education took place chiefly in the 1970s and has since stagnated: only at the higher education institutions in the new *Laender* have AE/CE posts been created in recent years.

Basic research into AE/CE was conducted particularly in the 1960s and '70s, when analyses of teaching-learning processes were made, public attitudes to continuing education were investigated, teaching innovations were developed and evaluated, and patterns of participation were illuminated. More recently, AE/CE research has concentrated on smaller projects of relevance to the development and promotion of practice: guidelines for provision, evaluation of learning programmes, analyses of the profiles of educational institutions, research into the destinations of graduates, etc.

The main outstanding issues in continuing education research are contained in a memorandum commissioned by the German Society for Educational Science, which appeared in 2000 and is widely discussed (Arnold et al. 2000). Five areas for research are mentioned: learning, knowledge, professionalism, organizations, and the system. A working group set up by the German Institute for Adult Education produced a memorandum two years later on the "history of continuing education" (Ciupke et al. 2002), which was similar in structure to this first research memorandum.

## 10. International Contacts

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In the last twenty years, particularly since the fall of the “iron curtain” surrounding Eastern Europe, the international context of German adult education has increased markedly in importance. State agencies are actively supporting vocational education in the countries of Eastern Europe, the educational services of various sectors of the economy are developing their own provision with West and East European partners, and trade unions, foundations and churches are working together in cooperative ventures.

The most important international connections of German AE/CE include:

- UNESCO-CERI (United Nations Educational, Scientific and Cultural Organization – Centre of Educational Research and Innovation): Germany takes part in the international discussion and development of education systems as a whole;
- Council of Europe: the Federal Government, together with the *Laender*, participates particularly in the development of continuing education in foreign languages in Europe;
- ESREA (European Society for Research in the Education of Adults): researchers from the Federal Republic have been actively involved since its foundation in 1990;
- EAEA (European Association for the Education of Adults): the German Adult Education Association (DVV) participates in this association, which covers the European Union;
- ERDI (European Research and Development Institutes for Adult Education): the German Institute for Adult Education (DIE) in Bonn is a member of this consortium of 16 European institutions;
- ICAE (International Council for Adult Education): German experts on continuing education collaborate on projects within this association.

In addition to institutionalised international cooperation, there are many specialised contacts and joint projects. Work with neighbouring countries is of growing importance in this context. There are joint projects on the German-Polish border, collaboration with Nordic countries, and cooperation in the developing European regions, such as the Saar-Lorraine-Luxembourg region.

Following the signing and initial implementation of the Maastricht agreements, cooperation between adult education in Germany and in other countries of the European Union has grown. A series of European conferences on adult education was launched in Athens in 1994, to discuss common problems, goals and

tasks. These continued in Dresden (1994), Madrid (1995), Florence (1996), Manchester (1998) and Mainz (1999). The “SOCRATES” and “LEONARDO” programmes of the European Union already contained explicit lines of action concerning continuing education in the period 1995-1999, and their extension from 1999 allows for some expansion. The outcomes of the AE Action carried out under SOCRATES has been evaluated in a complementary European Union project (Nuissl 1999/EAEA 2001). A European Commission task force has been working since 2000 on assessing LEONARDO projects.

Since 2003, the Federal Government has been involved in an OECD initiative to produce an international comparison of “adult learning for the low-educated and low-skilled”. A national background report on this (Ehmann 2004) is available, together with the focus report of an OECD team following its one-week visit (see <http://www.oecd.org/edu/adultlearning>).

## 11. Trends and Prospects

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Demand for continuing education among the German population has risen constantly in the last 20 years. Just over half of the population now takes part regularly in continuing education. Despite a fall recorded in the most recent survey, a further steady rise can be expected, approaching the limit of around two thirds of the population within the next ten years. These continuing education activities will continue to focus on foreign languages and vocational education, complemented by health, culture and employment-related basic education.

As continuing education becomes integrated into overarching concepts of life-long learning, links with other sectors of the education system will receive more attention. The logical consequence is bridges between schools, higher education and continuing education, the spread of modular course structures across these areas, and the development of certificates and arrangements for recognition. The conversion of the entire education system from a supply-side to a demand-side structure is also still in its infancy in German continuing education.

The widespread discussion of self-organized and self-directed learning, which has developed considerably further than the reality of adult learning, cannot disguise this state of affairs. None the less, self-organized and self-directed learning will become more and more established and needs thorough investigation and support so that it can become effective. People have to learn to cope with the new challenges of managing their own education, of analysing their own needs, and of drawing conclusions in order to direct and monitor appropriate learning processes. Increased efforts will be made in this direction.

The very 20 to 30 per cent of the population who will still not be taking part in continuing education in ten years' time can certainly not cope with managing their own learning – the less well educated, the socially disadvantaged and the less interested. It will take a considerable joint effort not to drive this large minority of the population into structural "social exclusion" from which they will find it well nigh impossible to escape. The policy of involving everyone in society and the labour market, which has been adopted as a European priority, will also be of huge importance in Germany.

However, we have clearly set out on the path towards regularization of the shift to an education system driven by demand rather than supply, and this can scarcely be reversed. The first concrete attempts to come to grips with this shift in the way in which learning is organized (such as the issuing of education vouchers by

advisory services at employment offices) have encountered considerable problems and have in fact failed, but demand-driven systems will increase in importance in economic terms. It is vital that no gap should arise between participants' ability to pay and the goal of increased participation in education, and that the number of people unable to pay even low fees does not rise as fast as the number willing to pay appreciably higher fees.

The trend, seen particularly in recent years, of looking at all learning activities in the discussion of education, including learning at the workplace, in the social environment and from and through the media, will continue. However, it should be borne in mind that people need support and assistance for these types of learning which differ from those required in the context of organized courses. It will scarcely be possible for education policy to cover all informal learning; all that can be done is to formalize recognition of self-directed learning (through an "educational record card", for example).

In the next few years, the institutional sector is likely to be restructured so that it reflects the paradigm shift from supply to demand. Issues of quality assurance, inservice training for teachers, access, and the balance between price and level of service, will grow in importance. An increasing proportion of continuing education will depend on non-state funding. Company-based continuing education will concentrate on staff development and productivity. Major organizations which have to date operated continuing education institutions (notably the Churches and the trade unions) have to contend with financial problems as the result of a serious decline in membership. Commercial establishments will become more prominent, working in particular niches, and will charge increasing fees in order to meet the demand for quality. Colleges of vocational education, universities and other state educational institutions will engage increasingly in money-making courses.

Great importance will be attached to links between education and other social sectors such as culture and employment. Educational institutions will need increasingly to work with companies, the employment service, local authorities, cultural bodies and other organizations. Experience of such schemes is to be found today in cooperative networking (for example in the context of the programme "Learning Regions – Networking Support"). The smaller the proportion of state funding in AE/CE, the greater is the part played by the interest of the consumers of "education", i.e., the participants and the companies which may fund them, and the more important is the criterion of "quality", quality assurance and competitiveness. On the other hand, there is a growing social and individual need for education which makes contemporary world and individual

problems comprehensible and manageable. We can expect that continuing education will in the immediate future be given a new political emphasis, and will have to undergo change, integration and development in its educational practice. The European dimension, which gives a perspective of comparative relativity to national developments and shows them up more clearly, will be of major significance in this context. This goes for the continuity of CE, but also for the ever more all-embracing principle of "subsidiarity".

## 12. Appendix

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### 12.1 Literature

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#### *Basic data*

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### **Periodicals in German**

**DIE Zeitschrift für Erwachsenenbildung:** quarterly journal of the German Institute for Adult Education in Bonn; deals especially with the relationship between research and practice in adult education.

**dis.kurs – Das Magazin des DVV:** quarterly journal of the German Adult Education Association (Deutscher Volkshochschul-Verband, DVV); presents information from adult education practice, research and policy for community adult education centres (Volkshochschulen).

**Erwachsenenbildung:** quarterly journal of Catholic adult education; concentrates on fields of work of Catholic education.

**Forum:** quarterly journal of the Bavarian Adult Education Association; short reports and news items particularly from community adult education centres and inservice education programmes of the *Land* association.

**forum EB:** quarterly journal of Evangelical adult education published by the German Evangelical Adult Education Association (DEAE); concentrates on fields of work of Evangelical adult education.

**Grundlagen der Weiterbildung-Zeitschrift (GdWZ):** bimonthly academic journal specialising in policy, legal aspects and vocational AE; strongly committed to European issues.

**Hessische Blätter für Volksbildung (HBV):** quarterly journal of the Hesse Adult Education Association; theoretical journal concerned with the whole field of adult education.

**Literatur- und Forschungsreport Weiterbildung (REPORT):** quarterly publication of the German Institute for Adult Education (DIE), edited by an academic editorial board; exclusively academic journal and fundamental to the scientific study of adult education; addresses all aspects of AE and AE research, with regular full reviews of all specialist literature and research reports on AE.

**Wirtschaft und Weiterbildung:** bimonthly, independent commercial journal on continuing education issues; focuses on popular science, the private sector and employment.

### *International Publications*

**Adult Education and Development:** published biannually in English, French and Spanish by the Institute for International Cooperation (IIZ/DVV) in Bonn; concentrates on adult education in the Third World, and increasingly also in Eastern Europe.

**Eurydice – The information network on education in Europe:** set up by the European Commission and Member States in 1980 to facilitate cooperation and promote understanding of European education systems and policies. Through “*Eurybase – The Information System on Education Systems in Europe*” Eurydice provides multilingual standardized descriptions of education systems via the Internet. Chapter 7 is devoted to continuing education. URL (08.03.2004): [www.eurydice.org/Eurybase/frameset\\_eurybase.html](http://www.eurydice.org/Eurybase/frameset_eurybase.html).

**Information on National Education Systems (INES):** guide to national education systems, updated monthly; the **database** maintained by the German Institute for International Educational Research (DIPF) provides links to education ministries, educational institutions, professional associations, national and international organizations, databases, complete texts and factual information, currently from over 150 countries and regions.

**Internationales Jahrbuch zur Erwachsenenbildung:** published annually, containing contributions on adult education in European countries and other world regions; edited by Joachim H. Knoll, University of Bochum.

**Internationale Perspektiven der Erwachsenenbildung:** published several times a year by the Institute for International Cooperation (IIZ/DVV) in Bonn, containing studies on adult education in the international context.

**Commission of the European Communities:** Making a European Area of Lifelong Learning a Reality. Communication from the Commission, 2001. The aims of this initiative are “to empower citizens to move freely between learning settings, jobs, regions and countries, making the most of their knowledge and competences, and to meet the goals and ambitions of the European Union and the candidate countries to be more prosperous, inclusive, tolerant and democratic” (p. 3). URL (08.03.2004): [www.europa.eu.int/comm/education/policies/III/life/communication/com\\_de.pdf](http://www.europa.eu.int/comm/education/policies/III/life/communication/com_de.pdf).

**Continuing Education Country Portraits:** appear once or twice a year, containing monographs on continuing education in European countries, published by the German Institute for Adult Education (DIE) in Bonn; a section of the DIE website [www.die-bonn.de](http://www.die-bonn.de) provides annual updates of dates and facts for the Portrait of Continuing Education in Germany.

**Lifelong Learning in Europe (LLinE):** published quarterly in English by the KVS Foundation in association with the Finnish Adult Education Research Society. LLinE provides adult educators and researchers with a forum for exchange of ideas and experience, presents projects and solutions from continuing education practice which will also serve as research examples, and disseminates information and theoretical and practical knowledge.

## 12.2 Glossary

**Active population:** made up of those in gainful employment and the unemployed.

Those in gainful employment comprise all persons engaged in full-time or part-time gainful employment, while the unemployed comprise all those not in employment who, on the basis of their own statements, are seeking employment, regardless of whether they are registered with a job centre. The number of unemployed persons declared by the Federal Labour Office (q.v.) only includes those seeking employment who are registered with a job centre.

**Adult education (AE):** the term used since the Second World War to refer to the learning of adults. With the establishment of the “fourth sector of education”, it became the term for general, political and non-vocational educational activities, but it is usually used as a synonym for continuing education.

**Central Office of Distance Education (*Zentralstelle für den Fernunterricht, ZFU*):**

Validation centre for the recognition of distance education provision, located in Cologne; without the approval of the Central Office of Distance Education (in accordance with the Correspondence Courses Act), distance education courses may not be offered on the market.

**Community adult education centre (*Volkshochschule, VHS*):** the central institution of continuing education in well over 1,000 towns, urban localities (communes) and rural districts in Germany; community adult education centres are supported by the state, offer the entire range of continuing education for all sectors of the population, and are united in *Land* associations and in the German Adult Education Association (Deutscher Volkshochschul-Verband, DVV).

**Company-based adult/continuing education:** educational provision taking place within a company, particularly embracing vocational education, especially in larger companies, but also aspects of general, cultural and political education. Company-based or “in-company” education is distinguished from external (“out-company”) education, which offers provision leading to vocational qualifications and open to employees of more than one company.

**Conference of Ministers of Education (*Kultusministerkonferenz*):** the coordinating committee of the Ministers of Education of the *Laender* in matters of education

and culture. The Conference has its own sub-committee for the common regulation of continuing education.

**Continuing education:** the term used to cover all learning by adults, including adult education in the strict sense, inservice training, retraining and other forms of adult learning; used frequently with the meaning of vocational continuing education.

**Cultural education:** besides political and general education, this is one of the main areas laid down in the Continuing Education Acts of the *Laender*, it embraces creative activities (music, painting, metalwork, pottery, etc.), health and sports, as well as cultural knowledge (philosophy, psychology, etc.). There are no fixed boundaries between it and political and general education.

**Distance education:** the term for learning at a distance, through the media, printed texts and documents, usually in association with counselling and phases of socially organized learning. Distance education in Germany is conducted exclusively on a private, commercial basis.

**Educational leave:** paid release from work for participation in educational activities, an employee's right guaranteed by law in many *Laender* (usually 5 working days per calendar year).

**Employment Promotion Act:** first promulgated in 1968 and since amended 12 times, chiefly governs vocational inservice training and retraining of employees in areas and employment sectors threatened by unemployment – since 1997 part of Volume III of the Social Code (SGB III).

**Federal Institute of Vocational Education (*Bundesinstitut für Berufsbildung, BIBB*):** this institute in Bonn has almost complete sovereignty over federal responsibility for the regulation of vocational education; this includes the recognition of distance education (in association with the Central Office of Distance Education (q.v.) in Cologne, and the development and regulation of vocational continuing education.

**Federal Labour Agency (*Bundesagentur für Arbeit, BA*) (**Federal Labour Office, *Bundesanstalt für Arbeit* until 2003**):** the key tasks of the BA in Nuremberg include promotion of vocational training and continuing education. The Federal Labour Agency conducts labour market and occupational research.

**Federal-Laender Commission (*Bund-Länder-Kommission*):** this Commission for Educational Planning and the Promotion of Research coordinates these matters federally, and mediates between the federal government and the *Laender*.

**Federal states (*Bundesländer*):** The 16 states in the Federal Republic of Germany (the German term is usually retained in English and written as *Laender* or *Länder*) have been divided since 1990 into the "old" *Laender* or federal states of the former Federal Republic of Germany, and the "new" *Laender* of the former German Democratic Republic.

**Federalism:** refers to the sovereignty of the *Laender* in matters of education and culture, which means that it is possible to achieve only limited uniformity of provision throughout the Federation.

**Formal learning:** learning typically provided by an educational or training institution, structured (in terms of learning objectives, learning time and learning support) and leading to certification. Formal learning is intentional from the learner's perspective (Commission of the European Communities 2001, p. 33).

**Freelance (professional) educational staff:** those employed in continuing education whose gainful employment is made up of sessional contracts, usually for more than one establishment.

**Full-time (professional) educational staff:** those whose principal employment is in continuing education; they may be engaged in either teaching or planning and administration.

**General education:** one of three main sectors of education supported by law. General education is to be distinguished particularly from vocational education and embraces all provision not directly leading to vocational qualifications. Political and cultural education are not part of general education, even though the boundaries between them are very fluid. Frequently the expression general education is also used, however, as a general term covering political and cultural education.

**German Federation of Trade Unions (*Deutscher Gewerkschaftsbund, DGB*):** umbrella organization of all trade unions other than the German Public Employees Union (q.v.); maintains educational institutions of a mainly political character, but especially the DGB Vocational Education Service.

**German Institute for Adult Education (*Deutsches Institut für Erwachsenenbildung, DIE*):** a service institute of the Gottfried Wilhelm Leibniz Scientific Association (*Wissenschaftsgemeinschaft Gottfried Wilhelm Leibniz*) funded by the Federation and the *Laender* to promote adult education research and practice in Germany.

**German Public Employees Union (*Deutsche Angestellten-Gewerkschaft, DAG*):** the umbrella organization of civil servants of executive and manual grades, maintains several continuing education organizations (DAG Technical Institute, DAG Academy, DAG joint activities).

**In-company education:** see "company-based education".

**Informal learning:** learning resulting from daily life activities related to work, family or leisure. It is not structured (in terms of learning objectives, learning time and learning support) and typically does not lead to certification. Informal learning may be intentional but in most cases it is non-intentional (or "incidental"/random) (Commission of the European Communities 2001, p. 33).

**Inservice training:** the term for vocational continuing education which typically builds on previously completed education and training.

**Institutions:** these are the physical institutions which organize, conduct and take responsibility for continuing education provision. They vary in size, degree of autonomy and aims.

**Laender:** see "federal states".

**Lifelong education:** term used internationally to indicate adult education as a process that continues throughout life. In practice this means primarily attempting to secure the right to continuing education for all, increasing participation and improving links and opportunities to cross over between the different sectors of education.

**Lifelong learning:** see “lifelong education”.

**Non-formal learning:** learning that is not provided by an educational or training institution and typically does not lead to certification. It is, however, structured (in terms of learning objectives, learning time and learning support). Non-formal learning is intentional from the learner’s perspective (Commission of the European Communities 2001, p. 35).

**Part-time (professional) educational staff:** those engaged in continuing education on a part-time basis, whose main occupation may lie elsewhere; generally they are engaged to teach on sessional contracts and may exceptionally have planning or administrative responsibilities.

**Political education:** besides general and cultural education, the third area of adult education supported by law. Political education includes not only civic studies or citizenship education, but also, more generally, provision dealing with social problems and the relationship of the individual to society; courses on the representation of employees’ interests within companies are also part of political education. The boundaries between it and general and cultural education are not fixed.

**Popular education:** the term used for continuing education up to the end of the Second World War; refers particularly to the liberal bourgeois tradition of general education.

**Public purse:** funding provided by the Federation (federal government), *Laender* (q.v.) or communes (local authorities).

**Quality development in AE:** term used to indicate efforts made by institutions in adult education to ensure the quality of the organization, planning, conduct and outcomes of education, and to create a task-oriented system to monitor further developments in relation to new demands for service and support.

**Retraining:** vocational continuing education providing the skills and qualifications required for a new occupation, especially in sectors where workers are threatened by unemployment.

**Second chance education:** the “second route to education” (*zweiter Bildungsweg*) offers those who have completed lower school-leaving certificates the opportunity subsequently to gain the *Abitur* (higher education entrance qualification); second chance education is frequently organized as an institution of continuing education, or is associated with such institutions (community adult education centres).

**Self-directed learning:** term used to indicate concentration on the learners’ standpoint in academic and policy discussions. There is broad political agreement that the huge increase in public demand for education cannot be

met by institutions (q.v.). Learning at the workplace, in the social environment, from and through the media, and self-organized learning are important components.

**Social Code – Volume III – SGB III (Employment Promotion) [*Soziales Gesetzbuch – Band III (Arbeitsförderung)*]:** replaced the Employment Promotion act (*Arbeitsförderungsgesetz, AfG*) in 1997. It governs employment promotion measures aimed at “helping to achieve a high level of employment and continually improving the structure of employment. In particular, such measures shall aim at preventing the occurrence of unemployment or reducing the duration of unemployment. The principle of equality between women and men is to be observed throughout. Measures are to be implemented in such a way that they accord with the employment goals of the social, economic and financial policies of the Federal Government.” (§ 1 para. 1 SGB III)

**Sponsor:** refers to a legal entity or organization under the aegis of which an institution of continuing education operates; associations, societies and foundations may be sponsors, for example.

**Sponsoring body:** see “sponsor”.

**Subsidiarity:** describes the role whereby the state only takes responsibility for specific continuing education tasks where existing structures reveal shortcomings in relation to state objectives; in continuing education the term is used especially to refer to subsidiarity in relation to existing providers.

**Vocational education:** refers to continuing education provision directly aiming at the occupational qualification of participants. This provision ranges from brief introductory training in workplace requirements to long-term certificated vocational education activities.

**Volkshochschule (VHS):** see community adult education centre.

**Voluntary teachers:** those teaching in continuing education without paid contracts.

**Workers’ education:** associated with the workers’ movement since the middle of the last century, and used today particularly in the context of trade union provision and the Federal “Work and Life” Association. Workers’ education is party-political and interest-based.

## 12.3 Important Addresses

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### *Institutes (concerned partly or wholly with adult education)*

BIBB	Bundesinstitut für Berufsbildung (Federal Institute of Vocational Education) Robert-Schuman-Platz 3, 53175 Bonn <a href="http://www.bibb.de">http://www.bibb.de</a>
DIE	Deutsches Institut für Erwachsenenbildung (German Institute for Adult Education) Friedrich-Ebert-Allee 38, 53113 Bonn, <a href="http://www.die-bonn.de">http://www.die-bonn.de</a>

DIPF	Deutsches Institut für Internationale Pädagogische Forschung (German Institute for International Educational Research) Schloss-Strasse 29, 60486 Frankfurt am Main <a href="http://www.dipf.de">http://www.dipf.de</a>
HeLP	Hessisches Landesinstitut für Pädagogik (Hessen Land Institute of Education) Stuttgarter Str. 18–24, 60329 Frankfurt am Main <a href="http://help.bildung.hessen.de">http://help.bildung.hessen.de</a>
IAB	Institut für Arbeitsmarkt und Berufsbildung (Institute of Labour Market and Vocational Education Research) Regensburger Str. 104, 90327 Nuremberg <a href="http://www.iab.de">http://www.iab.de</a>
IIZ	Institut für Internationale Zusammenarbeit des Deutschen Volkshochschul-Verbandes (Institute for International Cooperation of the German Adult Education Association) Obere Wilhelmstr. 32, 53225 Bonn <a href="http://www.dvv-vhs.de/texte/wir/t_iiz.htm">http://www.dvv-vhs.de/texte/wir/t_iiz.htm</a>
IPN	Institut für Pädagogik der Naturwissenschaften (Institute for the Teaching of Natural Sciences) Christian Albrecht University Olshausenstr. 62, 24098 Kiel <a href="http://www.ipn.uni-kiel.de">http://www.ipn.uni-kiel.de</a>
IW	Institut der deutschen Wirtschaft (Cologne Institute for Business Research) Gustav-Heinemann-Ufer 84–88, 50968 Köln <a href="http://www.iwkoeln.de">http://www.iwkoeln.de</a>
KAW	Konzertierte Aktion Weiterbildung (Joint Initiative for Further Training) Geschäftsstelle c/o Rugo Kommunikation GmbH (GPRA) Koblenzer Straße 112, 53177 Bonn <a href="http://www.kaw-info.de">http://www.kaw-info.de</a>
LISUM	Landesinstitut für Schule und Medien Brandenburg (Brandenburg Land Institute for Schools and Media) Postfach, 14961 Ludwigsfelde-Struveshof <a href="http://www.lisum.brandenburg.de">http://www.lisum.brandenburg.de</a>

- LfQ Landesinstitut für Qualifizierung  
(Land Training Institute)  
Paradieser Weg 64, 59494 Soest  
<http://www.lsw.nrw.de>
- ZFU Zentralstelle für Fernunterricht  
(Central Office of Distance Education)  
Peter-Welter-Platz 2, 50676 Cologne  
<http://www.ZFU.de>

### ***Ministries and Associations***

- ABWF Arbeitsgemeinschaft Betriebliche Weiterbildungsforschung –  
Projekt Qualifikations-Entwicklungs-Management (QUEM)  
(Committee on In-company Continuing Education Research – Skills  
Development Management Project)  
Storkower Str. 158, 10402 Berlin  
<http://www.abwf.de>
- AdB Arbeitskreis deutscher Bildungsstätten e.V.,  
(Committee of German Education Centres)  
Mühlendamm 3, 10178 Berlin  
<http://www.adbildungsstaetten.de/>
- AGEF Bundesarbeitsgemeinschaft Familienbildung und Beratung e.V.  
(Federal Association for Family Education and Counselling)  
Hamburger Str. 137, 25337 Elmshorn  
<http://www.familienbildung.de>
- BA Bundesagentur für Arbeit  
(Federal Labour Agency)  
Regensburger Str. 104, 90478 Nürnberg  
<http://www.arbeitsagentur.de>
- BAK AL Bundesarbeitskreis Arbeit und Leben  
(Federal Work and Life Association)  
Hans-Böckler-Str. 39, 40476 Düsseldorf  
<http://www.arbeitundleben.de>
- BMBF Bundesministerium für Bildung, Wissenschaft, Forschung  
und Technologie  
(Federal Ministry of Education, Science, Research and Technology)  
Heinemannstr. 2 – 10, 53175 Bonn  
<http://www.bmbf.de>
- DEAE Deutsche Evangelische Arbeitsgemeinschaft für Erwachsenenbildung  
(German Evangelical Adult Education Association)  
Emil-von-Behring-Str. 3, 60429 Frankfurt am Main

- DFV Forum DistanzE-Learning – Der Fachverband für Fernlernen und Lernmedien e. V.  
(Forum DistanzE-Learning – The Association for Distance Learning and Learning Media)  
Ostendstr. 3, 64319 Pfungstadt  
<http://www.fernschulen.de>
- DGB Deutscher Gewerkschaftsbund  
(German Federation of Trade Unions)  
Hans-Boeckler-Str. 39, 40476 Duesseldorf  
<http://www.dgb.de>
- DGfE Deutsche Gesellschaft für Erziehungswissenschaften –  
Sektion 8 Erwachsenenbildung,  
(German Society for Educational Science – Section 8 Adult Education)  
c/o Prof. Dr. Christine Zeuner, University of Flensburg Institute of  
Education and Adult/Continuing Education, Auf dem Campus 1,  
24943 Flensburg  
<http://www.dgfe.de> or [http://www.uni-flensburg.de/allgpaed/  
sekktion\\_eb/index2.html](http://www.uni-flensburg.de/allgpaed/sekktion_eb/index2.html)
- DGWfE Deutsche Gesellschaft für wissenschaftliche Weiterbildung und  
Fernstudium e.V.  
(German Society for Academic Continuing Education and Distance  
Education)  
(formerly Arbeitskreis Universitäre Erwachsenenbildung (AUE),  
Association of University Adult Education)  
Vogt-Kölln-Str. 30. Haus E, 22527 Hamburg  
<http://www.aue-net.de>
- DIHK Deutscher Industrie- und Handelskammertag  
(Conference of German Chambers of Trade and Industry)  
Breite Str. 29, 10178 Berlin  
<http://www.ihk.de>
- DVV Deutscher Volkshochschul-Verband e.V.  
(German Adult Education Association)  
Obere Wilhelmstr. 32, 53225 Bonn  
<http://www.dvv-vhs.de>
- IB Internationaler Bund – Freier Träger der Jugend-, Sozial-  
und bildungsarbeit e. V.  
(International Association of Independent Youth Work, Social Work  
and Education Providers)  
Burgstr. 106, 60389 Frankfurt am Main  
<http://www.internationaler-bund.de>

- KBE      Katholische Bundesarbeitsgemeinschaft für Erwachsenenbildung  
(Catholic Federal Adult Education Association)  
René-Schikele-Str. 10, 53123 Bonn  
<http://www.kath.de/kbe>
- KMK      Kultusministerkonferenz – AFW  
(Conference of Ministers of Education)  
Nassesstr. 8, 53113 Bonn  
<http://www.kmk.org>
- Ver.di    Die Vereinte Dienstleistungsgewerkschaft – Bundesvorstand  
(National Committee of the Combined Services Trade Union)  
Potsdamer Platz 10, 10785 Berlin  
<http://www.verdi.de>

The *Land* ministries responsible for continuing education can be reached via the list of links on the DIE web page <http://www.die-bonn.de/service/links/links.asp> and the *Land* education servers via the German Education Server <http://www.bildungsserver.de> .

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