



State of the art: good
practices of social inclusion
(through work based learning
strategies) targeted at young
people in the partners’
countries

Literature review from
Germany



Title

State of the art: good practices of social inclusion (through work based learning strategies) targeted at young people in the partners' countries
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1. Describe the actual situation of NEETs in your country: how big is the problem? Main groups/typology of youth affected

Introduction: TRANSITIONS

On the whole Germany is the country that is, according to the international discussion (OECD 2016), least affected by the phenomenon of youth being NEET. According to the international statistical data (OECD 2018) Germany is the only country that has been able to lower its rate of NEETs from an already low level, even during and after the world-wide economic crisis post 2008. All observers of the situation in Germany know, however, that this does not mean that there are no youth at risk in Germany. While it is true that the dual system of training, which is based on work-based learning in companies as the main means of training, has proven to be the most efficient form of transition from education to work, this system also has shortcomings, which have become apparent in times of economic recession and structural change.

These shortcomings have been cushioned by an extensive, if non-transparent and fragmented, “transition system,” which also provided training and education for those who failed to obtain education and training in the mainstream system. NEETs, as far as they are covered by the international statistics, are therefore only those who are outside of this system. As the discussion in this paper will show, a discussion of NEETs in Germany only makes sense if the context of the training system in Germany is discussed as a whole. The discussion will consequently include those who are in this transition system, even if they are not NEET in a technical sense.

The main leitmotiv here will be facilitating transitions between education, training and work and how to include those who currently have been unable to manage these transitions.

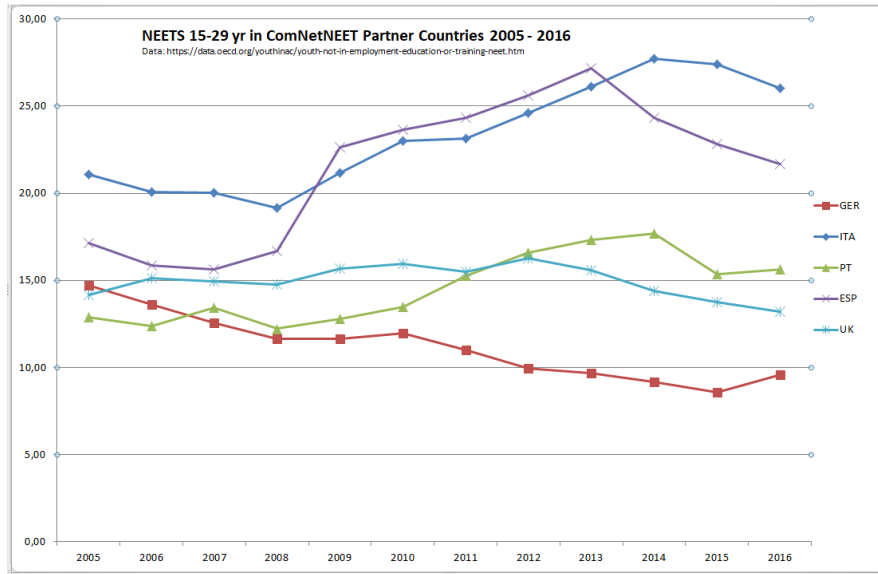
On the side of the actors in the system, employment agencies, youth welfare and support services, youth service and training providers, civil society and social partners, the struggle for better coordination overall, in particular from a socio-spatial perspective, has been the leitmotiv of reform in recent years.

Quantity of NEETs:

In general the level on discussion of the NEET phenomenon as such in Germany is low. A recent study from Austria lists three studies from Germany vs. e.g., 38 from Britain (Bacher et al, p. 35). The discussion in Germany follows a different terminology, in particular the development of youth unemployment, the balances or imbalances of the transition to the dual system and others rather than the overall NEETs situation. As a consequence, data along the NEETs logic are also mostly dependent on international sources, while German statistics follow a different logic.



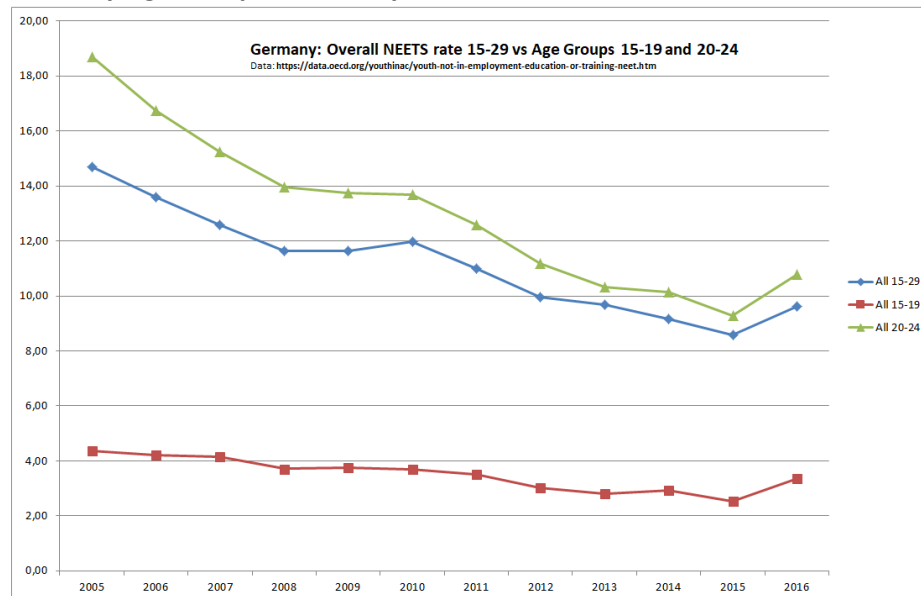
Overall Rate of NEETs:



OECD (2018), Youth not in employment, education or training (NEET) (indicator). doi: 10.1787/72d1033a-en (Accessed on 09 February 2018)

While data from 2005 show the effects of structural and demographic change in parts of Germany, Germany has ever since then been able to lower the rate of NEETs to the current level of just under 10% of the youth population in the overall population of 15-29 year olds. These have been selected for comparison, as such a broad basis provides insight in how far the system is able to include youth in education and training and manages to transition youth to employment before they turn 30.

NEETs by Age Group in Germany



OECD (2018), Youth not in employment, education or training (NEET) (indicator). doi: 10.1787/72d1033a-en (Accessed on 09 February 2018), own chart



A closer look at NEETs per age group shows that all age groups were more integrated in recent years. Less than 4% of those younger than 19 now are NEET, but the NEET rate of youth in the core transitional age of 20-24 could also be cut by almost half in recent years.

A more detailed analysis of the development of NEETs by gender, occupational status and other characteristics will be provided in a comparative perspective for all partner countries of the NEETs project in the synthesis report.

2. Which risk factors, according to national literature and expert knowledge (including your own) contribute to dropout, deprivation, social exclusion, etc.?

Germany is notorious for having an education system in which the outcomes depend strongly on the social and educational background of parents.

Risk factors such as low educational attainment of parents, low household income and periods of unemployment of parents are therefore the main determinants of risk.

Many of these risk factors appear as subject to migration background – students with first or second generation migration background are affected by poor educational results and are classified as NEETs to a higher degree than their German peers. Closer analysis shows that this phenomenon is almost completely dependent on the social factors described.

Other risk factors include (Jugendbericht, p. 212):

- Early parenthood
- Single parenthood
- Crisis of emancipation from home
- Deviant behaviour
- Negative peer groups
- Substance abuse

There are indications that there is a growing cumulation of such risk factors and a growing social and spacial segregation of youth in a situation of cumulation of such risk factors (Jugendbericht, p. 194) and the emergence of subcultures of deviant peer groups (Jugendbericht, p. 215; (Stiftung Mercator, 2017 Doppelt benachteiligt, p. 27)).

There is clearly a distinct group of “alienated” or “dienfrenchised “ youth in Germany. Research into this group has been done (DJI 2015), but no consolidated definition or quantification of the group has been reached. The DJI estimates the group which are “hard to reach” at 21,000, defining the group as minors who have dropped out of any institutional context. Another study by DJI (2017) estimates that about 37,000 youth under 27 years must be regarded as “street youth,” defined as being without a place to stay.

Next to such “hard to reach” groups, the phenomenon of groups that fail to master the “standard” transitions regarded as “normal” in the German system has been most extensively



researched for the group of youth with a migration background, which is disproportionately affected.

The most alarming phenomenon regarding risk factors for becoming NEETs is that three times as many non-German youth leave the school system without the basic secondary school degree (“Qualifizierender Hauptschulabschluss”) than German youth, which reflects a failure in the school system. Early school leavers (ESL) in Germany include young people who have dropped out of school before the end of compulsory education, those who have completed compulsory schooling but have not gained an upper secondary qualification and those who have followed pre-vocational or vocational courses that did not lead to a qualification equivalent to the upper secondary level. There is no unified official national report about the state of dropout. ESL rate is reported to be 11.9 %, which is below EU average and almost reaches set target of 10%. Reasons for ESL are various. Research shows that dropout risk is associated with a lower socio-economic and lower educational status of parents, to the migrant population and to the geographical location and thus similar to NEETs risk factors.

Studies commissioned by the Federal Institute for Vocational Education Research indicate that youth with a migration background with a secondary school degree are less likely to aspire to training in the dual system. Therefore they are at risk of missing the most central learning opportunity in the German system (Beicht, p.59).

Excursus: special case - refugee youth: migrants seeking protection or asylum as a mission for the education and employment system

Germany received a massive inflow of more than 1 million refugees in 2015 and 2016. Many of the current measures to address this inflow are an ad hoc answer to the challenge rather than a systematic and fully developed system of intervention according to the best available knowledge. All actors had to find pragmatic answers to guarantee children's rights to protection and access to education.

Now a sustainable structure for integration needs to be developed that addresses the special needs of these groups (Bildungsbericht 2016, p.192) .

Currently there is a lack of reliable data and therefore only a limited availability of valid research.

Most of the refugees are migrants in education-relevant age groups. Applicants for protection are mostly young and male: 30% are under 18, 25% are 18-25 years old. A special group is refugee minor youth without parents, the so-called “unaccompanied minors.” The latter are entitled to special protection: in addition to access to the general education system, they receive support by the institutions of the youth welfare service (accommodation, social workers, educators) under the provisions of “Inobhutnahme” (to be put under protection).

Challenges for the integration to the school system are: lack of any German language competences, acknowledgement of prior competences, qualifications and certificates,



improvised housing conditions in shelters and shared dormitories, which are not conducive to learning, and repeated change of place of residence. The main inhibition to integration into the school system is the general insecure status of residence, as only about 50% of the refugees are granted a status of residence (with a much lower quota for refugees from what the German government calls “secure countries of origin”), and the administrative and legal procedures can take months if not years until a permanent status is granted.

The support system for non-German speakers in the education system has been vastly expanded in the last few years, nevertheless it is not tailored to the situation of refugees, e.g., it is not taking account of situations of traumatising through violence and escape, separation from family, insecure status of residence, complete lack of language competences and others.

This is a challenge for school social workers and teachers. There is a vast demand for training in this area (Bildungsbericht 2016, p.196).

A comparison of the situation of refugee children and migrant youth follows (contributed by Dr. Esther Burkert, SoWiBeFo e.V., teacher at B.S.Z. vocational school)

Differences general migrant youth – refugee youth:

General Migrant Youth	Refugee Youth
<p>Socio-economic problems</p> <p>Clustering in areas with generally weak economic status</p> <p>Weak areas = weak school with high percentage of non-German students</p> <p>German middle class parents try to avoid common schooling with children from problematic areas</p> <p>No acknowledgement of native-language competences</p> <p>Grading along the same standards early on is experienced as discrimination (“Mom, why do all foreign kids always get a 6?”)</p> <p>Risk of self-reinforcing system of social discrimination</p>	<p>Group a) Refugees who made it to Germany are mostly from stable to well-off families, with a good educational biography in their countries of origin. War and escape are late events in their lives (example Syria, Iraq)</p> <p>Risk factors: traumatising through immediate loss of a good and orderly life, experience of social decline</p> <p>Group b) Refugees, whose whole biography is shaped by escape and violence, discrimination, etc. No regular family and social life, no education, often experience of life-long discrimination (e.g., Afghanistan)</p> <p>High expectations of families in the countries of origin regarding social and professional success, enabling financial support of the family</p>

In general, migrant children suffer from social segregation, while refugee children face a complete disorganisation of a once normal life in a multitude of settings.



The German system of education currently struggles to understand the multiple potentially problematic situations and their impact on education and general integration.

Appropriate strategies have to be developed and tested to cope with the challenges of such multiple problem areas, which requires highly individualised approaches and additional resources, which are not always available in the short term.

According to the current practice, refugees will not be deported while in training and two years after, independent from whether they gain final acceptance as having the right to asylum or refugee status. Therefore, successful access to the training system is also relevant for the security of residence status and individual perspective.

However, integration into the dual system as well as into universities requires preparation and intensive support.

The personnel in companies, training centres and universities also needs to be prepared for this new challenge (Bildungsbericht 2016, p.196).

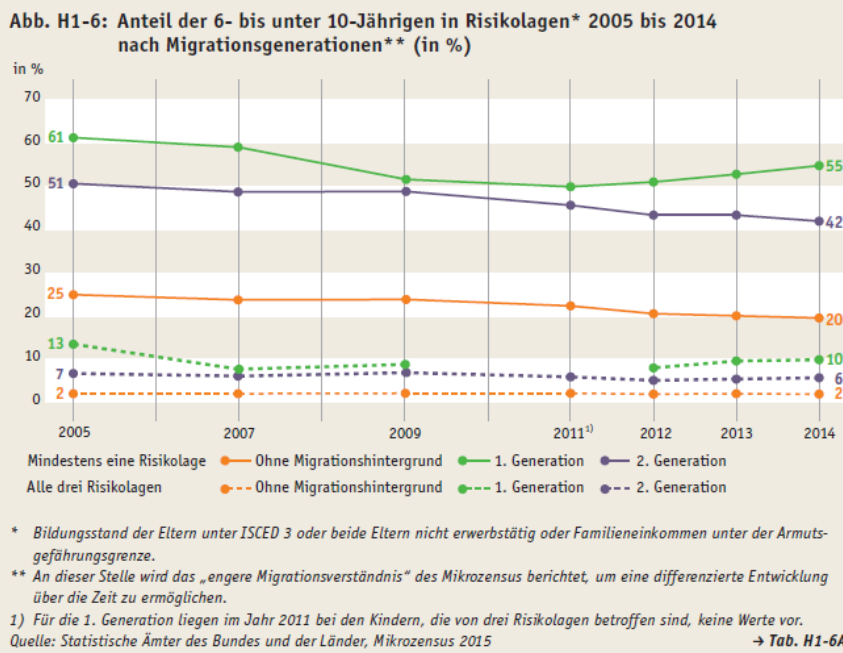
In most federal states “preparatory classes” for this group have been established, mainly in modern secondary schools (Haupt/Mittelschule) and vocational schools (depending on age), which focus on teaching German, along with vocational content and a general orientation and guidance to cope not only with the German system of training but also general social life. An additional and very crucial component is to organise internships in companies.

One potential challenge is the contradiction between the general principle of the German education and training system to provide every citizen with a sustainable university or professional education along the German principle of “full professional proficiency” (mainly through training in the “dual system” (apprenticeships) and the pressure for many of the refugees to earn money quickly in order to be able to support their families.

This challenge has currently not been met, as, given the educational prerequisites of many of the refugee youth an at least 5-year-long integration phase is required, during which they will not be able to earn the level of income that would allow them to support their families (BIBB 2016b, p.24 f.).

Migrant children are more often affected by risk factors such as low educational attainment, unemployment and poverty: still 55% of 6-10 year olds of first generation migrants and 42% of second generation migrants are affected by at least one risk factor such as low educational attainment of parents, low income or unemployment of both parents.





Share of 6-10 year olds at social risk; green line=1st generation migrant, blue= 2nd generation migrant; orange=non-migrant, continuous line: one risk factor; dotted line: three risk factors (Bildungsbericht,2016, p.169)

3. Main groups/typology of youth affected. Please describe the situation and main measures in your country targeted at each of the groups described in Spielhofer et al. (2009).

“The study conducted by Spielhofer et al. (2009) identified three sub-groups of young people who are NEET with different experiences, ambitions and backgrounds. Based on an analysis of Youth Cohort Survey data, the NEET group was broken down into those who are more ‘open to learning’, those who are ‘sustained NEET’ and a group who are ‘undecided NEET’. Those classified as ‘open to learning NEET’ often have relatively minor barriers to participation and can generally be expected to re-engage in some form of education, employment or training. The ‘sustained NEETs’ often have significant barriers to participation, low levels of attainment and are most likely to remain NEET in the medium or long-term, while the ‘undecided NEETs,’ like the first group, do not have significant barriers to participation, but are characterized by very disjointed post-16 paths, with no clear direction or goals, which can lead to long periods of being NEET” (ComNetNEET, Country Report UK).

As the main measures and interventions to integrate the various sub-groups of NEETs will be discussed in Ch. 4, at this point a brief mention of the main purpose of the main interventions with regards to the typology developed by Spielhofer suffices.



OPEN TO LEARNING

As will be described more closely, the German educational system is characterised by reproducing social differences. Those with worse social prerequisites have a high probability of underachievement in school. This is mostly shown in the level of final degrees below the actual potential of the individual and in the worst case in school dropout or leaving school without having acquired the minimum school degree. While many react with frustration and deviant behaviour to perceived discrimination in school and develop economically counterproductive attitudes and behaviours and become sustained NEETs, others show more resilience and will do their best to catch up and use the various chances to (re)enter the system and continue until the individual learning goals have been met. Other groups open to learning are youth with a hiatus in their individual development or individual resources through conflict in the family, pregnancy, migration, illness or poverty.

For those open to (re)entering education, there are various offers to grant leeway in the basic secondary school exam as the prerequisite to all further training or integration measures. Various pathways and support exist.

Employment agencies offer comprehensive assistance in acquiring an apprenticeship training placement including consultancy, profiling, matching databases, provision of information and financial support for other assistance services.

The main measures supported by the employment agency system are various preparatory courses for apprenticeships, the “transition system” (Übergangssystem).

One success factor in lowering the rate of youth who could not acquire the basic secondary school degree has been the differentiation of all parts of the education system, a thorough permeability of the system, allowing for transitions between various tracks of education, and also the introduction of more work-based learning in general schools as well as vocational schools as places of general learning.

SUSTAINED NEETS

Youth with a low threshold of individual resilience and/or individual and social resources are at risk of becoming sustained NEETs. As the systems in Germany provide placements in diverse measures of education and training for almost all who want to participate, those who are statistically registered as NEETs in Germany can be regarded as sustained NEETs.

For sustained NEETs, those who are affected by multiple risk situations, not currently focusing on access to learning, the municipal youth support services offer and/or commission multiple measures for social stabilisation. Traditionally, in addition to general youth support and client-centred social work, youth employment support (“Jugendberufshilfe”) is centred on reorientation towards the education and employment system. The common logic of these measures is to make the individual “open to learning” again.

DISORIENTATED



As traditional social structures of the classical Fordism industrial society are more an exception than the general rule today, intra- and intercultural migration, changing gender roles and other factors of societal change bring an enormous increase of individual opportunity, but also a high need for orientation and managing one's own biographical development. As this is a complex and demanding task and individuals have different resources to cope with this challenge, it is no wonder that a substantial number of individuals struggles to cope, at least temporarily. Often a hiatus in the smooth development of the individual's career, dead-end pathways and experiences of failure and disappointment are the consequence. This is true even on the level of tertiary education, where dropout rates from STEM studies of up to 40% are quite spectacular.

Vocational orientation in recent years has become the backbone of educational reform. While traditionally family and neighbours were an important source of information and mentoring, institutions here also have to provide guidance when the influence of family and peer groups proves to be useless or counterproductive.

The world of work is already introduced in primary school, and as of the 7th form the latest vocational and career knowledge is part of the curriculum. Employment agencies (branch "vocational consultancy") provide services within and outside of schools. In many states internships in companies are obligatory from form 9 on.

Next to the general consultancy given here, a number of measures are commissioned to training providers with the main aim to consult and orient the youth, including opportunities for various internships.

Consultancy concepts like the "competency portfolio coaching" (Kompetenzenbilanz) for youth in frequent transition complement the offers in some areas.

4. Please give a brief overview of the general education and employment system relevant for the target group of the project

4.1. The Education and Training System in Germany

Across the board Germany has a developed education system which provides a multitude of educational pathways.

The education system is shaped by federal state (Länder) responsibility, which results in a high level of regional diversity in the details of the system.

The OECD highlights as main characteristics of the system (state as of 2012):

- well-developed early childhood education system
- graduation rates for tertiary-type A (largely theory-based) education are on the rise, but are still below the OECD average. An estimated 42% (vs. 62% OECD average) of young people in Germany are expected to enter tertiary-type A programmes in their lifetime. "An estimated 21% of young people in Germany are expected to enter tertiary-type B



(vocationally oriented) programmes (OECD average: 17%), and an estimated 14% are expected to graduate from them (OECD average: 10%).”

- Some 12.0% of 15-29 year-olds in Germany are not in education, employment or training (NEET)—less than the OECD average of 15.8%. Germany is one of only a few countries in which the NEET population declined or remained stable during the global recession and it is the only country in which the unemployment rate has declined in every educational attainment level.
- Taking into account spending from public and private sources, Germany spends 5.3% of its GDP on all levels of education combined – an increase from 2005 levels (5.0%) but below the OECD average (6.2%). Similarly, Germany devotes 10.5% of its total public spending on education – up from 2005 levels (9.8%), but below the OECD average (13.0%).”
www.oecd.org/edu/eag2012 <http://dx.doi.org/10.1787/eag-2012-en>

These statements from the OECD are representative of the misperception of the general characteristics of the education system in Germany. While OECD benchmarks countries by the degree of tertiary education, “academisation” is discussed in Germany rather as a negative phenomenon, as an increase in merely theoretical university education tends to dry out the supply to the “dual system” of training, which can be regarded as the backbone of education in Germany.

Having a full occupational degree, acquired through a three-year apprenticeship in a company in one of the more than 330 occupations is still regarded as “the” typical educational pathway for the majority of the population, which will secure a sustainable livelihood for the individual and a sufficient supply of high qualified labour for Germany’s industries and crafts. Education below this standard “ungelernt” (unskilled labour) is regarded as undesirable in any case. But also university education for the majority of the population is discussed critically as there are doubts whether this kind of education will in fact match the qualification requirements of employers.

The **focal role of the dual system** must be considered in order to understand the educational pathways in Germany as well as the measures for those who suffer a hiatus in the standard educational pathway. Most of these measures are designed to build the skills and competences necessary for being placeable in an apprenticeship programme, to support students during the programme, to support employers to provide apprenticeships or to build additional competences, including competences and graduation on a tertiary level, which build on a successful apprenticeship.

Measures to integrate NEETs cannot be understood without considering the requirements of employers on knowledge, skill and social competence level vs. prospective apprentices. Placement in schools is not regarded as sufficient and also mere employment “jobbing” is seen as an unsustainable form of work, which puts the individual in a precarious situation.

School System

As the school system falls under the responsibility of the federal states, the system differs from state to state to some degree. The main difference is that many states use a higher proportion



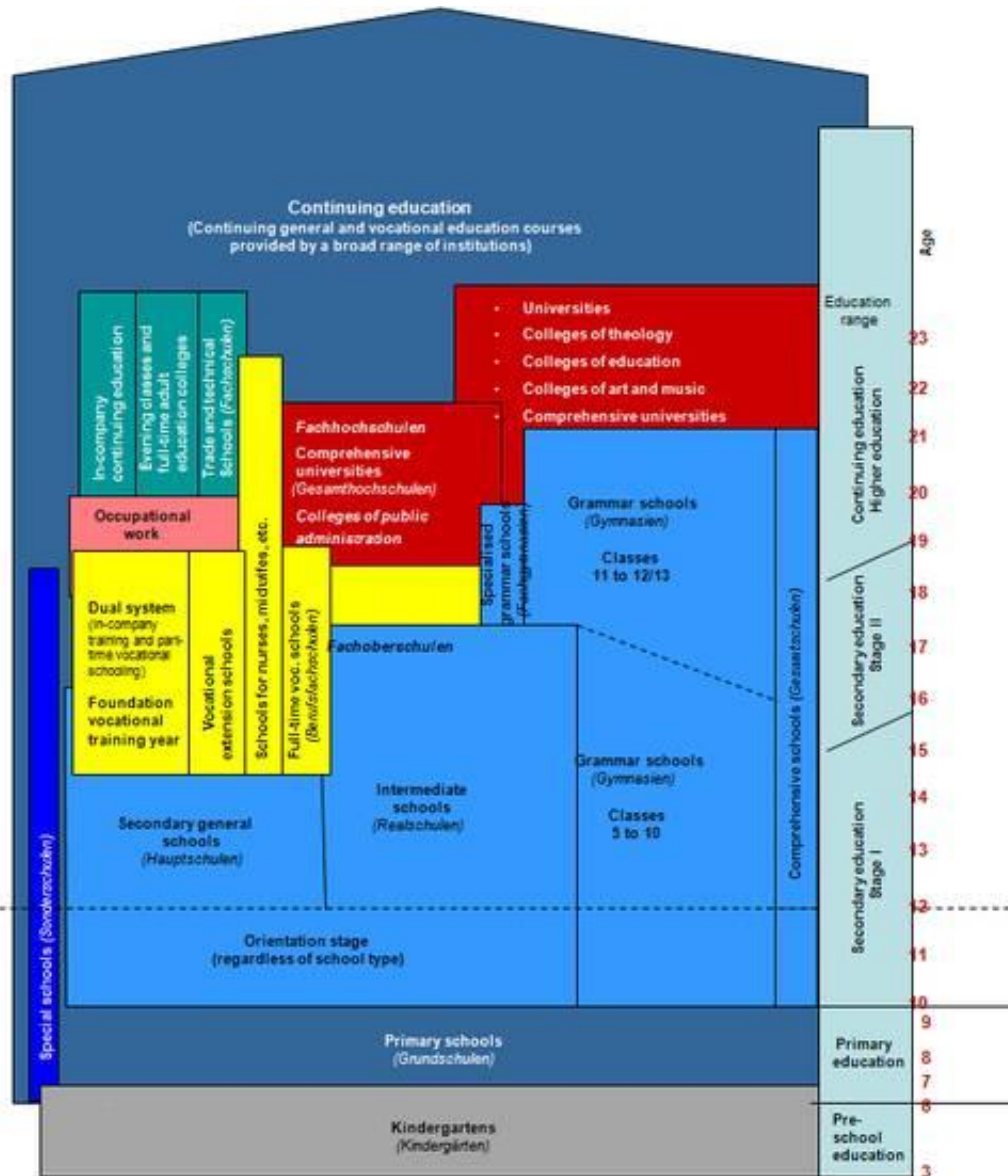
of comprehensive secondary schools, while others use a three-tier system (secondary general school, intermediate school, grammar schools). In spite of some differences between states, the same general structure applies: elementary, primary (1-4 or 1-6) , secondary I (5 or 7 to 9 or 10) and Secondary II (10-12 or 13) levels, tertiary level and further education. In some states “Gesamtschulen”) comprehensive secondary schools are dominant, while others make a point of maintaining the three-tier system of general secondary school, middle school and Gymnasium (grammar school). The secondary school level can be achieved in full-day schools or at vocational school, parallel to an apprenticeship within the dual system. Mandatory school attendance ends on level 9/10 at the age of 16/17. There are special needs support schools of various kinds.

One main trend in school reform in recent years has been the expansion of full day schools, while traditionally school was half day only. The latter system depended on the participation of the parents in the education to a very high degree; parents were expected to practice with their children and to supervise homework. These particularities of the German system are often not well understood by parents with a migration background from countries in which schools bare the sole responsibility for the academic education of children. Also parents with a precarious social integration and/or only a basic education are often unable to assist their children in homework and/or to provide a stable framework for school attendance and work and study habits.



Project

ComNetNEET “Community Networking for Integration of
Young People in NEET Situation”



- Diagrammatic representation of the typical structure of the education system in the Federal Republic of Germany. In individual Länder there are variations from the above pattern.
- The age given for attendance at the various educational institutions refers to the earliest possible typical entry.

Education in Germany: <http://www.euvetsupport.eu/index.php?id=123>

While educational pathways have become much more permeable and flexible in recent years, so that even from general secondary school there are also pathways to university, in general parents will aim for grammar school (Gymnasium). In particular, many migrant parents have high ambitions for their children, as university is synonymous with a good education in the countries of their origin. In contrast to this image, the German system of dual vocational education (the apprentice is employed by a company, with complementary vocational school) provides excellent career opportunities in 330 different occupations for each talent. Also the



highest certificate of occupational proficiency (“Meister”) is on par with a university bachelor degree according to EQF and entitles access to university master programmes.

Nevertheless it is a major criticism of the three-tier system in many German federal states that children with weaker and/or migrant social background often have only four years in primary school to develop and show their talents. In particular for children from non-German speaking backgrounds, it is very hard to catch up fast enough to achieve the grades that entitles one to attend intermediate or grammar school. The same is true for non-migrant pupils with a less education-friendly familial background.

While this in theory can be compensated later on, in fact the grading in primary school is often experienced as quite discouraging. The performance in all subjects is in fact highly dependent on the educational language competence. Therefore, a worse starting position in formal “educational” language competence impacts the overall performance. Even children who show a very steep learning curve will therefore often receive grades that do not reflect their potential and would entitle them to a higher level school in spite of working hard. This frustration can negatively impact the motivation for learning. Also pupils with a migrant background may well feel discriminated against if they become aware that migrant children in general will receive worse average grades compared to native German children. Although teachers have some latitude to consider pedagogical aspects when grading, this latitude is mostly not used in a systematic way.

On the other hand, in the rather permeable system, which has been developed in recent years, almost any school pathway can lead to university if so desired. Also, the vocational track of education and practice/work-based learning education not only facilitates access to qualified work for learners with weaker academic capabilities but also includes professions which require a high level of theoretical interest and capability, which can be accessed through a more practice-focused educational track in the dual system. This particularity of the German system merits some additional explanation.

In general a student, after finishing secondary school at one of the tiers, will apply at a company for an apprenticeship placement. If successful, the student will enter a three-year programme which is complemented by one or two days in vocational school.

Education in the dual system is particularly promising for non-native German students, as the competency in German educational language is not the only criterion of success in this system. Practical abilities and a “can-do attitude” as well as good social skills are also very important.

Former illiterates, non-nativespeakers, migrants from families with negative experiences in education and others can count on their practical abilities to build a sense of achievement.

The parents of second or third generation migrants often came to Germany at a time when Tayloristic, unskilled industrial work was still the norm, meaning that one could make a living by simple manual work, often earning quite good wages where the work was “dirty and dangerous.” This experience is quite misleading, as this type of work now is only a fraction of what it used to be, having been replaced by much worse paying service work in logistics and



other sectors, which often does require at least some language competences. Therefore parents cannot always be counted on when it comes to sound career advice. This points to the general role of families in the education process.

The Role of the Families in the German Education System:

Traditionally the system in Germany counts on the participation of parents in the education process to a very high degree. Parents have the right to make decisions about the educational pathway, they decide about the voluntary participation in preschool education and have a very strong legal role even if they prove to be dysfunctional for the development of the child.

One commonality of all groups at a high risk of becoming NEETs is the compromised role of parents.

Traditionally the families are the most decisive structure of general life orientation for children. This is compromised in the case of migrant children in a high proportion of cases. Either the parents are absent, as in the case of unaccompanied minors, or they themselves are not sufficiently integrated in the German society (as is the case when e.g., school children have to translate for their parents when communicating with the school, or when parents feel alienated and retreat to traditional behaviour). Schools must be more aware of the diversity of family background. Work with parents and a pro-active and culturally sensitive form of cooperation with the heterogeneous groups of parents is necessary. This is on the one hand highly resource intensive and on the other hand an often subjective challenge for the teachers, who are almost exclusively from a standard white middle class background.

Families, institutions and civil society must compensate the role of parents and family and must provide adequate and constructive orientation for children and families alike. Here volunteers, guardians, mentors and other support structures can play a very important role, which needs to be better funded and more systematically used in the future.

4.2. The Employment Policy Challenges in Germany

The 15th “Report on Children and Youth to the German Parliament (Kinder und Jugendbericht)” (Jugendbericht 2015) claims that there was a general tendency to an “education-related institutionalisation” of the youth age (p. 154). What that means is that a long period until the late twenties is expected to be shaped by formal education, which not only builds knowledge and skills, but also soft skills and a general socialisation into society.

This means that in contrast to more traditional societies, youth today are expected to have the aspiration and perseverance to develop their potential to the fullest and integrate into the education and employment system.

In general the employment situation in Germany is considered as good or very good, given an overall unemployment rate of just 3.6% (Aug 2017).

The main challenges discussed include regional disparities (states range between 8.9% in Mecklenburg-Vorpommern and 3.2% in Bavaria) and a growing “precarisation,” which means



that much of the recent growth in employment comes with less contractual security and lower wages, often below the poverty level.

At the same time, given the booming economy, businesses claim that there was a lack of qualified labour, particularly in many areas of skilled industrial and crafts occupations. This is mostly due to changes in demographics, particularly in the eastern states of Germany, but also connected with imbalances in the education and training system. Among these are:

- “Academisation”: a growing trend to acquire tertiary education, which drains out the supply of well-educated applicants for training in the dual system
- Mismatch between demand and supply in the training market
- Regional disparities
- “Trainability crisis”: large groups of those leaving secondary schools are considered as unfit for training by the companies

These trends are reflected in the comparison of numbers of students who attend the regular dual system, the tertiary education system and the “transition system.”

	Dual System	Transition System	Tertiary Studies
1995	547	341	261
2015	480	270	505

Entrances to sectors of education in thousands (Jugendbericht, p. 166)

While most countries as well as international organisations like the OECD regard the expansion of tertiary education as a main aim of education policy, the year 2015 has been discussed in Germany as a watershed. For the first time the number of students entering in the tertiary education system was higher than the number of those starting an apprenticeship. This has been regarded as a reason for deep concern, as the core and pride of the German industrial system seemed to dry out.

Similar reason for concern was the persistently high number of those who were unable to enter to the dual system directly after school, but had to go through preparatory measures in the “transition system” (which will be described later on in detail). While in 1995 this could be explained by the structural change in the formerly socialist part of Germany where the transition system had to compensate for the lacking training capacities of the radically cut industrial sector, the persistence of this system until now can only be explained by structural deficiencies in the education system.

Among these structural deficiencies are

- Social selectivity of the educational system
- Regional disparities of training offers vs. demand ratio

Both necessitate an expansion of the transition system.

Social Selectivity:



To a significant degree the system is not able to cope with the increasingly heterogeneous group of learners in a way conducive to the smooth integration to the general education and training system.

Leaving aside a group that is handicapped by physical inhibitions, one of the main sources of the NEETs phenomenon, as well as the growing need for compensatory measures that take on a high number of those who would be NEET if there was only the standard system, is the high social selectivity of the German educational system (Jugendbericht, p. 156).

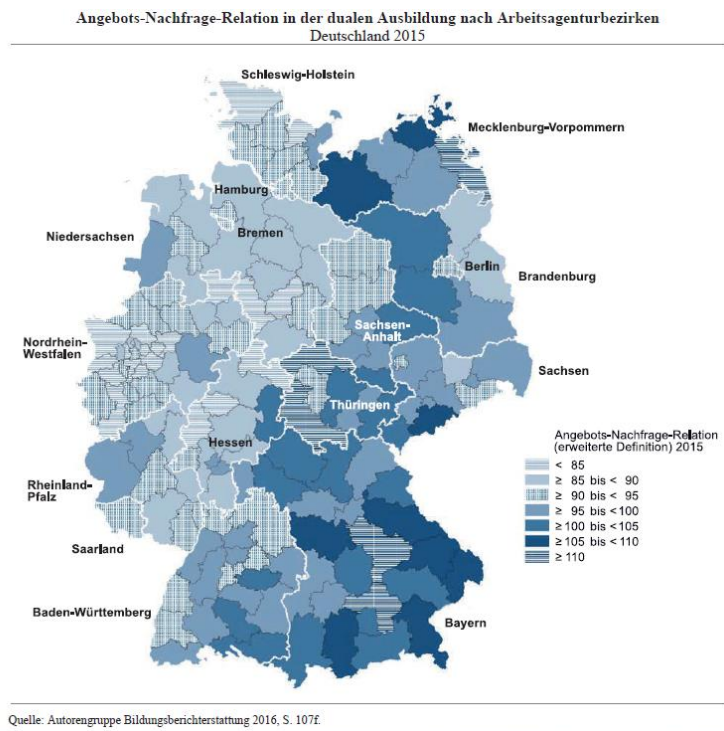
As a spotlight indicator for this selectivity, the rate of parents without formal qualification can be quoted, which is 29.5 % of parents of pupils in the general secondary school (e.g. Mittelschule in Bavaria) vs. only 5.6 % of "Gymnasium" parents in 2014 (Jugendbericht , p. 157). 7% of all pupils have need for special support (learning, mental development, emotional and social development, language, physical development, etc.) (Jugendbericht, p.159).

On the whole through measures to better adapt the system to changed requirements (full day school, differentiation, permeable educational pathways, support systems) the share of pupils who have not passed the most basic school exam could be lowered from 2006 to 2014 from 8.0 to 5.9 %, those who only achieved the basic school exam (Hauptschulabschluß) from 22.7 to 17.6% (Jugendbericht, p. 161). One contributing factor for this success has been the increased role of the vocational track in education. More school qualifications are achieved within vocational track schools (Jugendbericht p. 162).

More recently, however, the inflow of a new generation of migrants with generally low educational prerequisites (as described above) again increases the challenges for the educational system. It remains to be seen if this will stimulate the necessary thorough reform and expansion of resources or will contribute to a deterioration of the overall situation.



Regional Disparities



Ratio of supply and demand in labour market regions in Germany (2015) dark blue indicates a surplus of training offers (lack of applicants) while light blue indicates a surplus of applicants (Bildungsbericht 2016, p. 107)

The ratio of training placements offered vs. demand for placements is an indicator of the level of economic activity vs. demographic factors. While in some areas, such as in Southern Germany, a surplus of training offers indicates a strong level of economic activity, in other areas, mainly in peripheral areas of Eastern and South Eastern Germany, a surplus can also indicate prior migration and a lack of young people in general in relation to the existing businesses activity. These areas are at risk of “dying.” Where a surplus of apprenticeship placements is offered obviously also makes placements of “weaker” candidates easier. However, here also, not all applicants are accepted by the companies and the mismatch of expectations vs. actual profiles of applicants needs to be addressed. This is even more important in highly competitive markets, where weaker candidates are crowded out by highly selective companies and a surplus of stronger candidates.

These unmatched applicants will mostly have to enter the transition system, where they will work on their individual and vocational skills and competences.

As such disparities have been until quite recently a major concern, a group of persistently unmatched former applicants are still on the market as unskilled workers with a risk five times higher of becoming unemployed and/or being in a permanently precarious situation and a high



risk of becoming disenfranchised. However, the general employment support and qualification system is obviously open for these groups; therefore those who are open to earning in general will not be counted as being NEET.

5. Please give an overview of the institutional framework. Which institutions are responsible for employment/unemployment support, social support, schools and education? Which are their main aims and rationales as well as strategies?

The main institutions responsible for the target group in a preventive and curative perspective are

- The schools
- The youth support/welfare services (in the responsibility of the municipalities)
- The vocational orientation branch of the employment agencies

These institutions work together in a coordinated way to a higher degree in recent years following the framework concept of “educational chains/links” (Bildungsketten) (see Ch. 5) rather than passing on the individual from institution to institution without support by well-organized interfaces, as it has often been the case prior to recent reforms.

Education System/Schools

The main mission here is to retain students and to provide a tailored education for each individual: a qualifying lower secondary school-leaving certificate (Qualifizierender Hauptschulabschluss) as a minimum standard.

- Implement measures to retain students in education. To this end the educational system is ever more differentiated, providing vocational elements in addition to theoretical learning, allowing for various transitions, i.e., “permeability of the system.”
- Policies to compensate for inconducive family and social setting through full-day school education. Expansion of full-day education and care is one main reform in the educational system in Germany currently. Often this includes programs designed by civil society providers.
- Integration of social support structures into schools. Many schools from primary school level and on now integrate “school social work,” provided from funds of the youth support services into the school setting. These provide general consultancy, mediation, work with parents and often social training and crisis intervention.
- Integration of third party offers and civil society engagement as “reading mentors,” voluntary sports classes, etc.
- Vocational orientation as part of the school programme: building of competences to make qualified decisions on career choice. Often cooperation with local employers, e.g., “school and business” workgroups/committees. Visits to companies and internships. Cooperation



with employment agency: employment agency consultants consult in schools: vocational guidance, individual consultancy and matching with apprenticeship offers

Youth Support/Welfare Services: Maintain Well-Being of all Youth

- Intervention in all cases where the well-being of youth is at risk, up to taking youth under guardianship in case of severe crises in the family or in the case of unaccompanied refugee minors
- Programs of consultancy and support for families (Familienhilfe) in order to improve and maintain family structure conducive to learning
- Youth employment support (“Berufsbezogene Jugendhilfe”) Youth support service oriented at occupational integration (§13 SGB VIII): various measures and approaches for social stabilization in order to be able to participate in standard measures of vocational integration and training

The general mission is to reach out to clients through appropriate contact points like:

Social work, street workers, school social work, etc. This is followed by developing a plan of integration: social stabilization, compensate individual handicaps, secure basic livelihood, occupational orientation, analysis of competences and potential, preparatory measures for obtaining a full apprenticeship, assistance during the apprenticeship. All measures are to be shaped in a holistic way, including vocational, social socialization and individualization competences.

Youth employment support includes offers of support for obtaining school and vocational certification. A particular characteristic are “low-barrier” offers for youth who cannot be reached through other channels. The aim is to motivate to enter via other measures (support for activation), e.g., through “youth workshops” Jugendwerkstätten. <http://www.jugendwerkstatt-regensburg.de/>

The support can be as intensive as organizing and funding youth living communities, which provide housing under socio-pedagogic support and supervision. <http://www.auswaerts-zuhause.de/>

First step: obtain a qualified secondary school exam. Aim: full integration to the social and employment system without need of further assistance.

Vocational Guidance Branch of the General Employment Agency: Preparation/Support for Apprenticeship: Measures of the “Transition System”

Consultants of the employment agency already support youth within schools. The focal mission is a smooth transfer to an apprenticeship and a good matching of individual talents and aims with apprenticeship offers.

- Media to support the consultancy are offered



- Psychological and medical support services to identify the individual talents and matching of occupational profiles
- Database and individual consulting of applicants and businesses that offer apprenticeships
- Employment support measures and support for apprentices
- Support for special target groups, such as handicapped and youth recovering from injury, illness or social disadvantages
- Also youth with a handicap are trained in companies or in vocational schools with additional offers
- Consultancy to disadvantaged youth: these are youth without a qualified school exam or with a poor exam, offenders or youth with individual or familial problems. They need special support in order to get into and to sustain an apprenticeship.

In addition to the regular measures supported by the agency, a number of special programmes have been implemented in recent years, such as a pilot or large-scale temporary intervention in order to take care of the needs of such youth.

Mostly, individual consultancy is an important part of all of these programs.

Another aim is to expand the vocational skills and competences in order to be better prepared for an apprenticeship.

Therefore a standard methodology of such measures comprises

- a) An analysis of individual prerequisites competences and aspirations to support the orientation and build self-esteem (analysis of potential)
- b) Expanding practical work experiences

The key aim here is to build the competence to shape one's own career, taking responsibility and setting goals.

The approach is centred on the individual and covers all areas of the individual's life. The agency here cooperates with a wide network of institutions.

Examples of such programs include the career-entry support programme "Berufseinstiegsbegleitung" (BerEb) (Ministry for Labour and Social Affairs 2008). Youth are supported from the 7th form and on by an individual integration consultant. This support is also continued at the beginning of the apprenticeship. About 1000 consultants were deployed to schools with the mission to work with all institutions and particularly with companies.

Agencies also support acquiring a school degree for those who have missed out before:

Measures like the "vocational preparation measure" (BvB), "pre-vocational preparation year" (Berufsvorbereitungsjahr BVJ) and "basic vocational training year" (Berufsgrundschuljahr) (BvB) combine vocational orientation, work-based learning and the attainment of the basic secondary school degree in a vocational school.



Also some vocational schools combine acquiring vocational skills, which can be acknowledged later on, with a school exam. Also all school exams can be acquired through external examination.

One main focus of the agency is to facilitate the matching of companies and those seeking an apprenticeship. Those not matched in autumn (when the apprenticeship normally begins) are subject to intensive additional placement efforts.

If this fails, a number of supportive and preparatory measures can be used, among which are: “introductory qualification” (Einstiegsqualifizierung) (EQ), a six to twelve month long internship to get to know the main tasks and duties of the selected occupation as well as complementary classes at vocational school (Jenschke et. al., p. 16).

Support Programs on Federal Level:

In order to close gaps in the former institutional setting, the Federal Ministry of Family, Youth, Seniors Women and Youth (bmfsfj) from 2006 and on gradually set up 400 “**competency agencies**” (Kompetenzagenturen), which have been a major part of the framework program “**Strengthening Youth**” (Jugend stärken) (<http://www.jugend-staerken.de/>) These agencies each work with a network of local agents (Schools, Training Providers, JobCentre, Municipalities, public welfare, Youth support services).

The particular approach is a case management approach that includes direct individual outreach to the individual youth. The agency aims to find holistic solutions and sets up integration and education plans that address the various problems of the individual.

The latest developments in this programme, an even stronger focus on networking in the actual communities and neighbourhoods (“Jugend stärken im Quartier” – Strengthening Youth in the neighbourhood), will be discussed in Ch. 6.

JobStarter

The initiative JobStarter + in the scope of the tripartite alliance for education and training targets companies, in particular SME (<https://www.jobstarter.de/englisch-451.php>). The initiative aims to strengthen the training capacity of SME, in particular also the ability to train weaker youth successfully.

Consultancy for Youth with Migration Background

About 19% of the overall population in Germany has a migration background. 10% have German citizenship and 9% are foreigners. (2010). These groups have a particular need for consultancy and information about the employment and education system in Germany, in order to shape their own careers, but also in order to be functional as a parent. Specifically for youth, “**Youth Migration Services**” support individuals under age 27 in all matters of integration, culturally, socially and professionally. Also these services, mostly provided by third sector organisations, work according to a case management approach. Often the “Youth



Migration Services” staff of 400 has a migration background themselves. The services are also commissioned by the bmfsfj.

Information and Qualification Network “Integration through Qualification”
(<http://www.netzwerk-iq.de/network-iq-start-page.html>)

This federal programme supports a wide network of initiatives and projects that are mostly run by NGO and other third-sector organisations. The initiatives target the specific consultancy needs of migrants, among them youth.

The offers are focused on metropolitan areas with a particularly high share of migrant populations. The programme is commissioned by the Ministry for Labour and Social Affairs and is financed by the Agency for Employment and coordinated by the centre for further training in the crafts (Zentralstelle für die Weiterbildung im Handwerk (ZWH)) as it is focused on improving the professional development of migrants through acknowledgement of prior qualifications, qualification and support for starting a business.

6. Describe the “general philosophy” of current approaches to mitigate the problem: what has been tried? Do different relevant institutions follow different “philosophies”?

While overall the educational and training system in Germany has been successful, the general philosophy of the overall system has often been taken for granted. This philosophy can be described as a standard sequence of attending school, getting an apprenticeship or studying at university, entering the job market. Given the changes in the economy, population, mentalities and technological developments, this “ideal” sequence could also not be trusted to work without much coordination anymore. A higher frequency of breaks in individual careers, dead ends, permanent exclusion, regional disparities and underachievement has made clear, that – while maintaining the valid basic structure of the system – more reflection, support and coordination was needed.

The NEETs concept, introduced mainly by the discussion in the UK and Japan, acknowledges that transitions are not as smooth as in classical models and a look at youth unemployment alone as not sufficient anymore. While the NEETs concept along the discussion in the UK and Japan has been only reluctantly adopted, a broad discussion along generic German traditions, particularly on youth welfare and integration of migrants, has led to more focus on social and special determinants of individual biographies. Therefore the main direction of reform is to develop holistic models of intervention, which include social and special factors (IAB 2015, p 16).

As described in Ch. 4, while all actors do uphold the general principles of education and training in Germany, the various actors in fact do follow slightly different philosophies, which can be only described in a few keywords at this point.



Schools generally tended to focus on the educational results and have been slow to strengthen their ties to employers and the world of work. Schools also tend to be irritated by the new and more heterogeneous groups of learners. As the background of teachers is also standard white middleclass, the standard reaction is to adapt students to the needs of the school system rather than learning to cater to more individual needs. Social and intercultural opening of schools and more differentiated learning pathways are main reform elements.

Youth welfare and support agencies generally work client centred. While their staff usually is well versed in reaching out to the clients, the agencies are sometimes criticized for being too focused on individual well-being and support rather than on providing targeted incentives for re-entering the labour market.

Employment agencies, on the other hand, at least since the major reforms from 2003 (Hartz Reforms) follow a philosophy of “supporting and challenging” (fordern und fördern). While in contrast to pre-reform times, all support offers are now open to all clients rather than only for those who have been members of the insurance system long enough, agencies are often criticized for sanctioning clients too much, without regard to their actual social needs and conditions. This is strongly criticised by practitioners of social work, as represented by the “Kooperationsverband Jugendsozialarbeit,” which includes all leading third-sector service providers (Kooperationsverbund 2017). These civil society organisations play a strong role in implementing policies for potential and actual NEETs. They usually highlight the risk factors youth are exposed to, in particular the fact that almost 20% of youth are in a situation of poverty. Holistic measures to improve the social situation are suggested.

Social partners are influential actors with a strong role in shaping the training system on an institutional (tripartite organisation of the system of occupations and strong influence in the employment agencies) as well as implementation level in companies. Their basic positions on the issue are described below (Ch. 6).

Given these different perspectives on the holistic problem of integration, more coordination is obviously needed.

Federal Initiative “Education Chains”

As the retention rate of those who have finished training in the dual system as well as the employment rate of university graduates is very high (second transition) the first transition, the transition from school to training is very critical. As apprentices have to be accepted by a company as “trainable” in contrast to just being registered in a school, this step is most critical. School dropout, failure to obtain apprenticeship placement, dropout from university education (up to 35% in STEM subjects) or apprenticeship (about 25%) are indicators that an active management of these transitions is required.

To this end the Ministry of Education and Research commissioned the Federal Institute for Vocational Education and Training to implement the initiative “Education Chains.” The initiative is relevant for the discussion on best practices to prevent and integrate NEETs as its general concept synthesises the current German knowledge on best practice of shaping a



smooth transition from school to work. Almost all individual initiatives and concepts by several agents can be framed within this general concept, as supporting or compensatory measures. According to the initiative...

"Educational chains until the completion of training" (Educational Chains Initiative) helps young people to prepare for their school leaving qualification and their career entry in a targeted manner. The BMBF (Ministry of Education and Research), the BMAS (Ministry of Labour and Social Affairs) and the BA (Employment Agency) have joined forces with the federal states to establish successful instruments at a national level. The overall aim is to place every young person interested in training into a vocational education and training programme. For this reason, the vocational orientation process begins at an early stage and is conducted in a systematic manner. Where required, young people receive individual support in achieving a school leaving qualification and with integration into the working world. Various measures of support are available across the country" (<https://www.bildungsketten.de/de/2805.php>). The ideal sequence of measures includes:

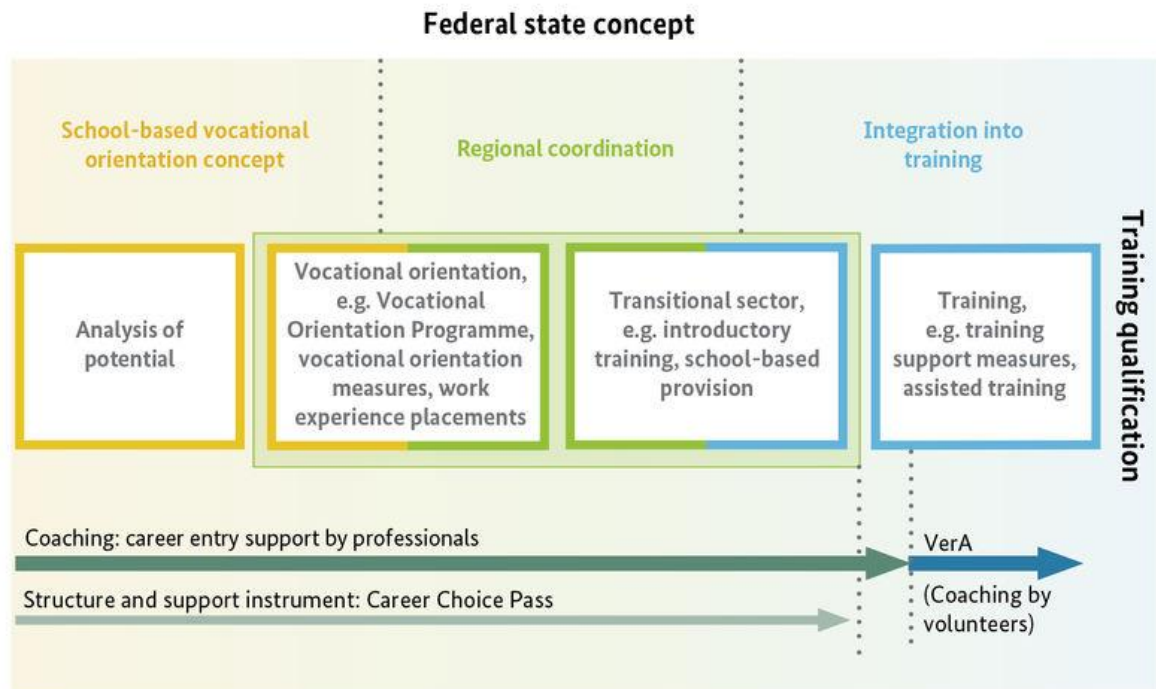
- Analysis of potential
- Vocational orientation
- Career entry support
- Measures in the transitional sector
- Coaching by volunteers (VerA Initiative)
- Measures within training
- A single structure and support instrument (e. g., the Career Choice Pass) from vocational orientation to training

Improved Coordination: Federal Government - Federal State - Federal Employment Agency Support Group

In order to coordinate a coordinated implementation of the general philosophy, a support group under the joint leadership of BMBF and BMAS has been working since 2014. "The main objective of this group is to coordinate Federal Government and federal state measures. Activities and concepts presented and transferred aim at supporting pupils as they progress to working life. Good practice is rendered visible. The Support Group also creates transparency with regard to areas where further action is required and possible supplementary measures are needed. Its members are representatives from BMBF and BMAS, the sixteen Ministries of Education and Cultural Affairs of the federal states, the Conference of the Ministers of Economic Affairs of the Federal States, the Conference of the Ministers of Labour of the Federal States and from the BA" (ibid.).

As a result... "all instruments are linked to provide comprehensive vocational orientation and achieve a smooth transition from school to work. Agreements between the Federal Government and the federal states support the systematic implementation of these instruments. The Educational Chains Initiative makes a major contribution to secure successful training for young people by adopting a preventative and holistic approach. It is gradually creating a structured and coherent Federal Government and federal state policy in vocational orientation and at the transition from education to employment" (ibid.).





Source: Educational Chains Service Agency

„Education Chains Initiative“ <https://www.bildungsketten.de/de/2805.php>

The individual steps, which should be implemented and operationalized by all agents within their own responsibilities and institutional traditions in detail:

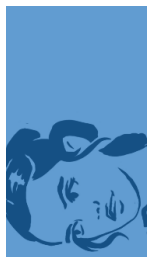
Analysis of Potential

“All pupils receive an analysis of potential from year 7 onwards. This usually forms the starting point of the vocational orientation process. The analysis of potential is an instrument that aims towards identifying assets. During the analysis, personal, social and methodological competencies are recorded. The results help to encourage vocational autonomy, and provide recommendations to support personal development. Pupils expand their perspectives in an unbiased way.”

Vocational Orientation

“Practical vocational orientation usually begins in Year 8. It takes an action-oriented approach. Young people can test their knowledge in a work environment. At an early stage, predispositions and talents can be explored. The gained practical experience strengthens confidence. Targeted work experience placements or workshop sessions provide an opportunity to try out career preferences in practice. This systematic establishment of competence allows addressing a young person’s wishes regarding their career and future in a timely and specific way” (ibid.).

Career Entry Support



“Full-time career entry support workers assist young people as they progress from school to training. Their work starts in the penultimate year of schooling. Offering particularly to help young people with personal development as well as the identification and coordination of possibilities of further support, they work in close collaboration with the school and careers guidance services. Assistance continues into the first year of training, even if young people initially progress to other schemes within the transitional sector. Therefore, career entry support is able to bring together the whole of the vocational orientation process from school to training by offering a diverse range of opportunities” (ibid.).

Already in these stages the general youth welfare and support services provide additional assistance in cases where individual social, behavioural and family problems are predominant and inhibit the openness and ability to learn. These services are described in Ch. 4.

Where the direct transition to an apprenticeship in the dual system fails (no acceptance in an apprenticeship) the support measures within the “transition system” apply.

Measures in the Transitional Sector

“Practically relevant and target-oriented measures have priority in the transitional sector, if successful integration into training does not take place directly after the end of schooling. These measures should lead to training as swiftly as possible and systematically expand the skills and competencies of young people. They particularly include introductory training (EQ) or introductory training with additional training support measures (EQ plus)” (ibid.).

Also success in the apprenticeship cannot be taken for granted. Almost one in four apprenticeships is terminated. Therefore measures to assist the apprenticeship are necessary to prevent youth becoming NEET. One of these measures is the mentoring of apprentices by volunteers.

Coaching by Volunteers (VerA Initiative)

““VerA” (Prevention of Training Dropouts) is one possible instrument funded by the BMBF helping young people to finish their vocational training successfully. Retired professionals offer coaching free of charge for trainees. They bring many years of experience to the table and are able to offer assistance and guidance that help the young people to help themselves. This programme supplements the work done by career support workers and thus allows seamless support right up until the conclusion of training if necessary.”

As described in Ch. 5, a number of federal programmes such as JobStarter support companies, specifically SME implementing successful apprenticeships. This is also a standard mission of chambers of commerce and trade as well as the employer services of the employment agency.

Measures within Training

“Support provision within training itself helps to stabilise training arrangements, secure training success and prevent dropouts. Alongside career entry support and the volunteer coaching offered within the VerA initiative, trainees and companies get further assistance via vehicles such as training support measures and assisted training” (ibid.).



The initiative also includes attempts to complement traditional documents, such as school reports and employer or internship certificates, with a holistic documentation.

Career Choice Pass

“The Career Choice Pass helps to organize vocational orientation. Pupils keep their results and documents of this process there. The Career Choice Pass accompanies young people on their way to successful integration into vocational training. It helps to analyse practical experiences, to plan job applications and to structure the steps to a training position” (ibid.).

7. Describe the involvement of stakeholders (social partners, state agencies, NGOs).

The role of the main state agencies has been described in ch. 4.

As the dual system is the backbone of the German education and training system, obviously the role of the social partners is critical also for the chances of NEETs to enter an apprenticeship training.

While there is no official role of the social partners in the shaping of the municipal welfare services, they have a strong role in shaping the training system as a whole, which includes determining the rules of accessing the system, shaping occupational profiles, terms of examination etc. Social partners are also on the board of the Federal Institute of Vocational Training Research, which is responsible for shaping the occupational profiles, and on a local level on the board of the agencies for employment.

Also on a company level they have decisive influence. Obviously employers make all final decisions whom to admit to an apprenticeship. The elected work councils have a right to be consulted and informed on all matters of training as well as the right of initiative. In some cases their agreement to decisions is needed.

Both social partners run training providers on national and federal state levels, which offer the standard measures in the transition system commissioned by the employment agencies and the welfare services, but also develop innovative measures, sometimes developed by their own research institutes.

A few rough and simplifying keywords on the main position of employers and unions on shaping the dual system follow.

Employers insist on a sufficient preparation of students by the schools (Ausbildungsreife) and are slow to accept the mission of also training apprentices, which requires a high level of assistance. The latter is now more readily accepted, as the supply of applicants is lower in many regions. Suggestions for reform include a more differentiated system of occupational qualifications, including shorter and more practical qualifications.



Trade unions on the other hand insist on apprenticeships that develop a full occupational proficiency and also insist on a support system that aims to provide such training for all.

In contrast to these contrasting positions, there overall is a long tradition of social partner cooperation in shaping the dual system, which both parties regard as a sphere of their own responsibility, which is to a degree protected from state influence as much as possible.

Civil society organisations play a strong role in implementing policies for potential and actual NEETs. They usually highlight the risk factors youth are exposed to, in particular the fact that almost 20% of youth are in a situation of poverty. Holistic measures to improve the social situation are suggested.

Third sector organisations like the church-based “Caritas” and “Diakonie” and the secular “Paritätischer Wohlfahrtsverband” are licensed providers of youth support services and implement a large share of measures commissioned by the welfare agencies, which they shape through their expertise and resources as well as training of staff.

This work often also includes engaging volunteer work. Most of the registered providers of youth social work are associated in the “Cooperation Alliance Youth Social Work,” which includes among others: Arbeiterwohlfahrt (AWO), Protestant and Catholic Youth Social Work, Federal Workgroup of Municipal Providers of Youth Social Work, German Red Cross, Internationaler Bund and Paritätischer Wohlfahrtsverband. The magazine “Dreizehn” and Website “Jugendsozialarbeit” are important shapers of the professional discussion. (jugendsozialarbeit.de)

From 2015-2018 the policy area of integration of youth has been shaped by the “**Alliance for Initial and Continuing Training**” (Allianz für Aus- und Weiterbildung <http://www.aus-und-weiterbildungsallianz.de>), which aimed to coordinate and support the policies of the Federal Government (Ministry for Economy, Ministry for Labour and Social Affairs, Ministry for Youth...; Ministry for Education and Research), the federal states, the employment agency, the trade unions and employers.



8. What are, according to the discussion in science and civil society in your country, the main strengths/weaknesses/opportunities of these policies? What are the main proposals of relevant groups to change these policies?

The presentation below relies on the referenced descriptions of the individual factors of success and shortcomings, as detailed in the chapters above.

Strengths:

- Diverse and multi-track educational and training system, which allows for individualised and flexible educational pathways
- High level of permeability
- Educational and training system can be accessed without particular prerequisites through various entry points
- Dual system as focal characteristic of training system provides educational opportunities for a broad range of learners, including those who prefer practical hands-on learning rather than theoretical instruction. World class training within the system results in stable and often well-paid employment of the graduates
- Strong involvement of employers in training facilitates transitions between school and world of work
- Elaborate social support services are provided
- Increasingly good cooperation and coordination between the relevant actors and stakeholders
- Migration background is only an indirect factor today in school success anymore. Socio-economic status and educational background of parents is.
- 20-fold increase in provision for learners without German language competences in recent years
- Expansion of and legal entitlement to preschool education
- Social support through school social work prevents school dropout

Weaknesses:

- School system still mirrors a general and spacial social segregation
- School system still reproduces social status
- Early selection of students into different branches of education reinforces segregation
- A core of hard-to-reach, disenfranchised NEETs results
- Poor and unsystematic preparation of teachers for heterogeneous groups of learners
- Underfunded schools (in comparison to OECD average and benchmark cases) result in too large classes compared with educational requirements for individual support
- Too slow expansion of full day and integrated secondary schools
- Low and stagnant share of teachers with migrant and socially diverse background



- Youth support and welfare services underfunded compared to the requirements. Ad hoc reaction to the most acute crises dominates vs. preventive and long-term strategies which are acknowledged as good practice
- Many good practices on pilot project level, not systematically mainstreamed
- Cooperation of schools and companies successful at pilot and private initiative level, but not systematically integrated
- Training opportunities in the dual system depend on the business cycle and the willingness of companies to engage in training as well as their own assessment of trainability of candidates (companies as gatekeepers)
- Transition system is an ad hoc reaction to the failed transition from school to training and indicates the failure of the regular institutions to integrate a way to guarantee such transitions

Opportunities:

- The ad hoc reactions to shortcomings result in a evolution of multiple integration pathways and access points to education and training
- Highly motivated migrant learners raise the level in entry level integration measures
- High volume migration is a systemic shock which necessitates thorough reform and intercultural opening of all relevant institutions
- The challenge of migration necessitates a generally more integrative, more inclusive, more flexible and adaptive education system, which is useful for all of the even more heterogeneous groups of learners (like youth with different learning styles, disabled, minorities, groups with hiatus in educational biography etc.)
- The high demand of companies for qualified labour in many crafts and trades has also lowered the barriers of access to high quality training for non-traditional learners, including those with a migration background, discontinuous learning careers and lower educational achievement

Risks:

- Permanent exclusion of large groups of frustrated young males from mainstream society in case of failed integration efforts
- Failed provision of sufficient level of education leads to permanently reduced productivity and social costs
- Permanent segregation of society
- Social conflict and unrest
- Failure to provide sufficient pool of expert labour harms economy, particularly in rural areas

What are the main proposals of relevant groups to change these policies?

A synthesis of positions of relevant stakeholders of migration policy is representative of policy proposals of stakeholders of integration policy in general. As youth with migration background and youth with multiple social risk factors are overlapping to a high degree, the annual report



based on the cooperation of seven foundations active in migration and integration (Stiftung Mercator, VolkswagenStiftung, Bertelsmann Stiftung, Freudenberg Stiftung, Robert Bosch Stiftung, Stifterverband für die Deutsche Wissenschaft und Vodafone Stiftung Deutschland) gives a good picture of the necessary policy reforms.

The most recent annual report (SVG Jahresgutachten 2017) identifies six main areas of intervention to foster the education and integration of diverse and at-risk learners.

Currently the discussion focuses on the integration of refugees. Most of the measures apply to migrants within the EU as well as “traditional” migrants and socially weak youth in general to a very high degree.

There is a consensus that the current refugee crisis must be taken as an opportunity to modernise the education system to make it more flexible and more adapted to the needs of an immigration society in general.

Areas of Intervention:

- Expansion of educational offers and infrastructure, preventing segregation: the expansion of full day school, early childhood education and daycare centres and occupational preparation measures must be continued and increased (Sachverständigenrat 2017, p.140ff).
- Assuring early access to education and harmonised and expanded compulsory school attendance
- Educating parents about the school system and educational pathways: the very broad and flexible, but also very heterogeneous and intransparent “jungle” of educational pathways in Germany requires a large effort to educate parents and other influencers (such as volunteers, social workers etc.) about requirements, expectations and opportunities.
- Educating and training professional staff and volunteers: currently staff at all levels is not systematically prepared for meeting the needs of diverse groups of learners. Training offers must be harmonised and expanded. Additional specialised staff, e.g., for language training, but also for psychological, socio-pedagogical and general consultancy, must be trained. Provision of staff must be much better funded.
- Improved networking of existing institutions and initiatives: the current system is not designed to cope with the challenges of a high quantity of migration. Spontaneous initiatives of public institutions and NGOs have filled the gaps with a high level of commitment, but the efforts have to be coordinated better in the future.
- Improved evaluation: there is a general lack of systematic evaluation of the efforts made and there are almost no data on which strategies work. A consolidated system of integration support must be supported by systematic, evidence-based evaluation. (SVR 2017, p. 141 https://www.svr-migration.de/wp-content/uploads/2017/10/SVR_Jahresgutachten_2017.pdf)

The German Trade Union Federation (DGB) has elaborated comprehensive suggestions for reform of the youth employment, transition and anti-poverty policies. These include:



- Expansion of vocational orientation and exposure to the world of work must be integrated in regular schools. Cooperation with companies and vocational schools must be expanded (multiplicity of places of learning).
- Expansion of resources for schools
- Accompaniment of pupils by qualified mentors from the employment agencies, but also volunteer mentors
- Expansion of school-based vocational training, including full occupational training and qualification for all those who have not been able to be placed in a in company apprenticeship. This should replace the unsystematic and insufficient transition system. In-school training should include at least 50% in-company practice
- Elements of support for disadvantaged youth should be part of collective labour contracts of social partners, as has been the case in the construction industry
- Better coordination of agencies, one-stop government, including for those entitled to basic social benefits (Hartz 4)
- Increased support for companies to include socially disadvantaged youth in training, obligatory individual plans of development and support
- More offers for part-time occupational training, including offers for daycare for children
- More inclusion of handicapped in in-company training (DGB 2014, p14, summary ak)



9. Please describe relevant good practices to intervene in the problematic situation on a community level. Please discuss in general the range of practices which are regarded as “good” in your country (being particularly innovative, effective or generally accepted).

As described in Ch. 4 to 7, the main weakness perceived in Germany in the area of youth integration is the failure of the education system to compensate social disadvantages and the “jungle” of interventions and measures that have been largely unconnected, in part contradictory and untransparent.

Therefore reform and developing good practices primarily focus on better coordination of agencies, the development of a one-stop government structure, at least on the front end, i.e., for the target groups and further improvement of support of socially weaker groups in achieving social mobility through qualification.

All measures which improve coordination are regarded as good practices.

Measures to achieve better chances for learning and access to the dual system through intercultural and social opening of the dual system for increasingly diverse groups of learners are discussed in ch. 12.

Good Practice of Coordination

As measures for integration belong to different legal systems with different responsible agencies, coordination is mandatory, but in fact did not happen. Therefore in the last 15 years the discussion on improvements of the system focussed on developing a “municipal transition management.”

The programme “Lernen vor Ort” (<http://www.lernen-vor-ort.info/de/98.php>) of the Federal Ministry for Education and Research supported by private foundations sponsored and guided initiatives for a municipal transition management. Within the programme the profile of a “municipal transition manager” was developed, whose mission would be to facilitate the discussion, coordination and development of plans and measures.

The programme has developed a rich portfolio of guidelines and materials to develop a municipal education management and education monitoring.

<http://www.lernen-vor-ort.info/de/803.php>

Examples of initiatives among those sponsored by the programme include the City of Munich.

The activities of the municipal service department for transition management include:

- Support for the transition from school to initial occupational training through information, individual identification of potential and promotion of self-responsibility through socio-pedagogic support, competency portfolio consultancy
- Support for transition from school to university



- Municipal alliance for transition management
- Strategy building for transition management and monitoring
- “House of Occupational Orientation” (http://www.jugendsozialarbeit-paritaet.de/data/dokumentation_jsasept2014_web.pdf, p. 37)
- “Learn and Experience Camp” for students of lower secondary schools for vocational orientation <https://www.muenchen.de/rathaus/Stadtverwaltung/Referat-fuer-Bildung-und-Sport/kommunales-bildungsmanagement/kommunales-uebergangsmanagement.html>

Federal programme “Jugend stärken im Quartier” (Strengthening Youth in the Neighbourhood)

Two Federal ministries, one with responsibilities for individuals (BMFSFJ) and one with a spatial perspective (BMBUB- Ministry for the Environment, Nature Conservation, Building and Nuclear safety) use ESF funds to support youth in their actual neighbourhood in order to overcome social disadvantages and facilitate the transition from school to training and employment. Spacial focus are communities with cumulated social risks, which have already been covered in the programme “Social City.”

From 2015 to 2018 **175 model communities** implemented projects of youth social work with an overall volume of 120 million.

The **target group are youth from age 12-26, who are hard to reach** by other offers.

These include truants, school dropouts and dropouts from measures of the transition system as well as recent migrants and other youth with special needs.

The aim is to activate the target group through low barrier measures and to strengthen competency and peronality development in general.

Municipalities have a wide latitude to detail and adapt offers in the range of socio pedagogic offers like

- Case management (intensive socio-pedagogic individual coaching and mentoring)
- Streetwork and mobile consultancy
- Low barrier access points that serve as initial navigation aids to other offers
- Micro-projects with added value for the neighbourhood (e.g., neighbourhood parties, sports offers)

The offers are coordinated by the youth support services. These work according to the priciple of “one-stop support,” commission other agents and network with other state agencies.

Youth Competency Agency Regensburg

One example of a model region within the programme is the “Youth Competency Agency Regensburg.”

Located in the east of the city (Stadtteil Ost) the agency offers

- Consultancy in all school and vocational matters



- Occupational testing
- Support in search for training and employment, training for interview
- Guidance to language course offers, vocational preparation and qualification
- Matching with internship offers for pupils
- Courses for preparation of lower secondary school exam and upper secondary school exam. (www.regensburg.de/jugendstaerken)

Jugendberufsagenturen (Agencies for Youth and Occupational Development): One-stop Government for Youth at Risk

From 2010 and on, based on recommendations also given in the context of reform of youth social work in annual report by the standing conference of Ministries of Education in 2000, the Agency for Employment initiated „local work alliances for Youth and Vocational Training“ (Youth Employment Agencies). This initiative was adopted by the Federal Government in 2013, which commissioned the comprehensive implementation of such agencies. The mission of the agencies is to provide services for youth under 25 along the principle of **“one-stop government”**

While there is no common binding definition, the practice of cooperation is clear, an agreement of cooperation is to be made between the agency for employment and the youth welfare services and job centres in municipal responsibility that regulate common work in the fields of

- Transparency: provision of tools for agency and of overarching information about client needs, measures and offers as a basis for common planning and strategy building
- Exchange of information: identification of necessary information from all providers and agreements on provider about overarching data collection and legal compliance
- Harmonising of work processes and measures: coordination of support and integration measures, tools for cooperation on strategic and operational level
- One-stop government: provision of services “under one roof” or on “one platform”

https://www.stmas.bayern.de/imperia/md/content/stmas/stmas_inet/berufsbildung/3.1.2.5_20150506_anlage3.pdf

The leading model of implementation in metropolitan areas is Hamburg.
<http://www.uebergangschuleberuf.de/8399,Jugendberufsagentur+Hamburg.html>

Adaptations for areas with a lower number of clients are required.

An empirical evaluation of Youth employment agencies in the piloting phase showed that the integration of youth could be improved significantly vs. agency districts without such agencies.
http://doku.iab.de/aktuell/2016/aktueller_bericht_1615.pdf

Policy recommendations, based on an expert panel survey are included in:
http://www.kas.de/wf/doc/kas_45230-544-1-30.pdf?160519095744

Network “Weinheimer Initiative” (Weinheim Initiative)



A network of more than 20 municipalities and districts, along with a community of individual experts, has been working on advancing concepts for a better municipal coordination of activities for the facilitation of transitions of youth from education to employment since 1997. The network provides numerous concepts, best practice descriptions and recommendations.

<http://www.kommunale-koordinierung.de/>

10. Describe outreach strategies to harder to reach groups within the target group

The institutional framework as well as main strategies followed by the various agents has been described in the previous chapters. These measures represent, in spite of institutional fragmentation and diverse and overlapping funding structures, a wide consensus on actual methodologies of outreach and integration. This consensus consists of:

- Employment and work-based learning-centred approach: the main aim of activities is activation for training in a work-based environment, preferably in a company setting, as classroom-based learning is not accepted by the target group and work-based learning has strong socializing and personality developing effects
- Preventive approach through strengthening interfaces and facilitating transitions as described in Ch. 5 educational chains
- Activation of disenfranchised youth (dropouts from school or training, unintegrated migrants and deviant youth) through low barrier social work. Individual case management, street work, providing access points in the neighbourhood
- Social work must provide multiple access opportunities in terms of space (neighbourhood, individual interests and youth cultures, time) which must be coordinated and lead to integration of the individual in a holistic concept of support and integration
- In order to provide such access points, relevant activities in the actual community and/or peer group of the individual must be organized or supported. A spatial framework of activity, such as in the neighbourhood, is needed in order to use and strengthen community resources on the one hand and utilize these resources in order to access youth in need of support on the other hand
- Stabilisation of the social situation: discussions about migrant workers as well as youth dependent on basic social benefits show that a sufficient livelihood is the prerequisite of integration. Once housing, health and basic livelihood are secured youth are more accessible for other measures. Sanctions (=cuts) in basic social benefits are very controversial in this context. Daycare for children of single parents and general family support is essential for social stabilization and can be important access points for general support at the same time
- Community engagement, particularly engagement of potential employers and/or potential role models: providing access to positive visions and strengthening the social capital of youth to actors who would normally be inaccessible to them can vastly improve individual development as well as chances of success



- Providing safe spaces. The principle of separation of social support and potential sanctioning must be maintained in order to maintain trust and a working relationship with the clients

11. What are, according to analysis of the policies and good practices, the bottlenecks for effective intervention?

Many of the bottlenecks have been mentioned in the prior chapters. The most important are:

- Multitude of actors and high variation of systems makes the system very untransparent, although most interventions rely on a set of very similar principles
- Underfunding
- Success very dependent on gatekeepers outside the control of the system, e.g., demand for apprentices, regulations for basic social support, availability of structures like childcare, legal regulation of status of residence, local conditions of housing market, etc.

The system needs a high effort for (voluntary) coordination and is therefore dependent on the engagement, professionalisation and experience of actors.

General underfunding of the system. Germany spends below OECD average on education, in particular for primary education.

Municipalities bear a high share of the cost of welfare support, but resources of communities are dependent on their economic performance. Therefore there is, in spite of some compensatory mechanisms, a vicious circle of economic weakness, weak social situation and limited funds to improve the social situation. In areas of economic boom, on the other hand, a spike in housing prices puts even middle class families in a precarious situation and most affects the socially weakest groups. This is hard to compensate.

Coordination efforts have been increased and core reform has been implemented in many relevant areas in the last ten years. Currently the resources and capacities of the system are strained by an inflow of a high quantity of refugee youth. The effects of this inflow have yet to be evaluated.

In an optimistic scenario this external shock can effectuate a general surge of reform and strategic implementation which leads to a more flexible, resourceful and interculturally open support systems.

In a negative scenario the inflow will overburden the system as a whole, which may lead to a higher level of social segregation, conflict and alienation.



12. What are the main recommendations given in the literature to improve conditions for community-based approaches and work-based learning approaches? What is your own assessment?

Community-Based Interventions:

Benchmark expertise, which synthesized the prior discussion on regional approaches of public management in the area and which had been commissioned by the federal state, a state commission for education planning on (<http://www.blk-bonn.de/papers/heft86.pdf>) the cooperation of youth and education, policies for the “promotion of social and vocational integration of disadvantaged youth,” has been ground laying with regard to the conceptions that were to be implemented in the almost two decades since then. The expertise claims that main factors of success of cooperation are:

- equality of cooperation partners,
- a coordinating body which enjoys the trust of all cooperation partners,
- sufficient human and financial resources,
- transparency for the actors and the target group,
- a political mandate and continuing support
- a one-stop access point for the target groups.

These principles have been used in coordinating the fragmented landscape of responsibilities and funding in Germany. The latest development is the establishment of the agencies for youth employment (Jugendberufsagenturen), which are currently implemented.

Dethloff (2015) provides, based on a case study, a comprehensive overview of the policy approach, which is discussed as a “socio-spatial” orientation of coordination. (Dethloff 2016)

Recommendations on Work-Based Interventions:

Work-based learning can be taken for granted in Germany. All agents and social partners accept work-based learning within the dual system, but also a high degree of work-based learning in other interventions in training-provider-shaped settings, as the accepted state of the art.

Nevertheless the system of work based learning is being further developed on a permanent basis. This is mainly done by action research commissioned by the federal “Institute for Vocational Education and Training.”

One of the major framework programmes in recent years has been devoted to adapting the dual system to the growing heterogeneity of learners.

Next to a thorough implementation of the concept of educational chains, i.e., consistent facilitation of transitions, individual support at every stage and a networking of all relevant actors, the intercultural opening of all institutions involved is required to secure the effectiveness of the dual system.



In particular the inflow of a new wave of migrants and the fact that up to 40% of youth in metropolitan areas have in fact a migration background, hint at the inappropriateness of the mental models in which the apprenticeship in companies is tailored to the needs and prerequisites of a standard white, German male trainee.

An expansion of training staff with migration background, acknowledgement of diverse educational and cultural prerequisites, opportunities for the parallel development of professional, cultural, social, linguistic and occupational competences must be more developed in companies.

Migrant background businesses must be won for providing training within the dual system. https://www.bibb.de/dokumente/pdf/5_cemalettin_oezer.pdf

The pilot programme, which included 18 individual projects, has been monitored and evaluated by ISOB GmbH in a consortium of three partners. <http://www.isob-regensburg.net/joomla3/index.php/en/projects/metaguidance-of-pilot-programmes> (Jablonka, P., Jenewein, K.; Marchl, G. (2016))

13. What is the state of the art of work-based approaches of integration on a didactical/methodological level (typical curricula/measures/formats)?

In Germany work-based approaches of learning are fundamental. The dual system of training (in company learning complemented by theoretical instruction in vocational school) is the backbone of the training system.

Almost all measures include elements of work-based learning, if any possible in real companies and real life situations, as in provider-run workshops are regarded as only a surrogate for in-company learning.

The aim is to prepare clients to obtain a full regular apprenticeship in a real company.

Supportive measures (additional theoretical training, coaching, mediation etc.)

The main challenge is the matching of individual needs and training opportunities at all stages of the process: match the right person to the right company, looking for “niches” in the employment and training markets, finding appropriate talents also in “improbable candidates” are some keywords of the discussion.

Programmes to develop the preparedness and ability of companies (SME!) to train have been instrumental in overcoming structural gaps in the training system in particular in the transition phase in eastern Germany when companies were reluctant to provide training, as they themselves felt to be in “survival mode” (e.g., program JOBSTARTER).

Good Practice: Volunteer Engagement of Junior Business Persons: Bridging the School – Business Gap Early on



Since 2011 the Ministry for Youth has worked with the Association of Junior Entrepreneurs to form a network of junior and senior entrepreneurs and managers to use business engagement for the benefit of youth in need of support. The initiative is part of the programme “strengthening youth” (JUGEND STÄRKEN: 1000 Chancen).

The junior entrepreneurs provide low barrier offers like “Book an Entrepreneur,” “Open Company,” “Coach 4Life,” which give youth an insight into the local economy and work life.

Junior entrepreneurs give disadvantaged youth a hand, communicate their appreciation and aim to motivate to achieve a school exam and to pursue a training-based career. The entrepreneurs help in providing orientation and help in finding an apprenticeship. The face-to-face contact is focused more on matching individual talent and character with company needs rather than formal school reports. A yearly “one-day apprentice” campaign is organised, which gives youth a first impression of various companies. The junior entrepreneurs work closely with the neighbourhood social workers, which is a very constructive exchange of perspective between two usually very segregated communities. Reportedly this is a win-win situation for both, as social workers gain access to the gatekeepers of the employment system and the companies get expert knowledge for reaching out to less traditional target groups of training and employment. (<http://www.wj-regensburg.de/akbildungswirtschaft.php>)

Focal point of the engagement is the engagement for the common neighbourhood. Adding value is a new element in recent activity. Projects to enhance neighbourhood facilities like playgrounds, gardens or projects like building a sailship engage youth and additional partners (<https://www.1000-chancen.de/projekte/alle-in-einem-boot/>)

The program has been awarded the global award of the Junior Chamber International as “Best National Flagship Program” in 2014.

14. What is the state of the art of social integration measures on a didactical/methodological level (typical curricula/measures/formats)?

The German dual training system offers a high level of support for social integration, as young people who have obtained a placement are paid and fully integrated to the social system of the company.

More recently “assisted apprenticeships” have become quite common, which combine training in the company with education in a vocational school for theory and general subjects and a programme of social support by social workers and support groups (Nuglisch 2018).

Measures of the transition system like “Vocational Preparation Year” (BVJ) also include a holistic building of competencies, hard and soft skills, as well as support by social pedagogic work.

A low access measure for stabilisation and orientation of hard to reach youth (Jugendwerkstatt Modul A+) is described in Ch. 16 and 17.



15. Definition of degrees of social integration in Germany

In Germany the concept of social exclusion as a concept to describe and predict risk factors and consequences of being or becoming NEET is relatively new (Kieselbach; Beelmann, 32). The European discussion has been an important factor in the adoption of the concept. The guidelines for employment of the European Commission (2002) call for concepts and measures to integrate those who are at risk of exclusion. The European Commission declared fighting social exclusion as a key pillar of the Europe 2020 strategy. The project YUSEDER researched factors of exclusion among 20-25 year old unemployed youth.

A: Social integration:

- How are the stages/degrees of social integration of the target group described in your country?

The project YUSEDER followed a concept developed by Kronauer (Kronauer 2010) which distinguishes the following vulnerability factors: low level of qualification, passive behaviour vs. the labour market, difficult financial situation, no or little social support, deficient or inexistent institutional support, low self-esteem, drug addiction and deviance. As protective factors YUSEDER identifies high qualification, active labour market behaviour, financial security, social and institutional support, high level of socio-cultural activity, high self esteem and good communication skills (Kieselbach; Beelmann, 2003, 34). Long-term unemployment in itself is not identical with such exclusion. Only when this unemployment leads to a deterioration of the other factors or the youth are in a bad situation in one or all of the factors mentioned and therefore a return to the labour market becomes or is more difficult, social exclusion is asserted (Kieselbach; Beelmann, 2003, 32). In contrast to southern European countries where families as a economic and social resource are more important, in Germany institutional integration is more important although research identified a sceptical attitude of youth vs. state institutions (ibd.).

In contrast to countries in Southern Europe where older research has already found that the fact of being unemployed is societally accepted, since unemployment is quite common, in Germany the low level of youth unemployment leads to a societal discrimination of those who are unemployed. Unemployment here is a excluding factor in many dimensions of inclusion/exclusion and the level of social exclusion as a consequence of being unemployed has been identified as being the highest in Germany (Kieselbach; Beelmann, 2003, 37).

In the United States the concept of “disconnected youth” has been developed which offers additional insights to relevant factors of exclusion, as it covers youth who have not been in employment or school for 12 months. Factors of exclusion are lacking access to social networks, are not registered with relevant institutions and/or have only limited access to social or health care (Dietrich 2015, p. 18f).

The leading German institute for youth matters (Deutsches Jugendinstitut) recently proposed the term “disconnected youth” (DJI 2015), which also includes many aspects of social exclusion (DJI 2015, p. 42f). As a “working definition” the institute proposes “young



people who have dropped out of any institutional context, who are neither in employment or education, nor receive public transfer funds.” (DJI, 2015, p. 38, transl ak). The institute claims that quantification of these youth is very difficult, as there is a fragmented institutional responsibility and therefore very limited availability of data. However the institute estimates that about 22000 youth under 18 in Germany can be regarded as disconnected. Young adults in a similar situation must be added to these when discussing the phenomenon of NEETS in an age group of youth up to 28 years.

- Is there an “official” (used by relevant actors) description of degrees of social integration? Please describe?

To our knowledge no “official” index of social exclusion exists, while the term itself is used widely by institutions and actors in the field when discussing the NEET topic and/or while justifying the interventions targeted at reducing social exclusion as a means for getting youth closer to the labour market or to reduce social consequences of unemployment. Also the stakeholders interviewed indicate that they have experimented with some initial ideas for such an indicator but have not followed up on it (Interview Annliese Durst, City Hall of Munich Nov 2017).

At this point it can be said that “social integration” is a widely used “soft” concept which is understood by the actor, but to our knowledge no hard definition or index currently exists.

The ComNetNEET project will continue to research the literature and inquire with key informants about the existence and use of such a concept. All of the literature studied as well as stakeholders confirm, however, that the dimension of social exclusion is indispensable when discussing the phenomenon of NEETs or when planning adequate interventions.

- **If this is not the case: how would you, based on your expertise, describe the various degrees of integration?**

While there is no commonly accepted index of social inclusion/exclusion, for pragmatic reasons there is an understanding of what inclusion is and at which end of a continuum of inclusion/exclusion an individual can be placed.

- Social disintegration/exclusion in this understanding would be characterized by multiple severe phenomena such as low financial resources, homelessness, mental and physical health problems and eventually missing access or disconnect with appropriate care services, low level of qualification and education, no or weak social networks with friends and family, low or no connection to relevant institutions. On an individual level such individuals may have stopped to try to improve their situation, plan a career in the regular system or develop any initiative in this direction. An example would be “street kids.”

- Mid-level exclusion/integration in this understanding would include all of the above phenomena in a lesser degree, but eventually with a remaining orientation towards the regular career and social systems and activity to (re-)enter these systems. While there may be risk factors in one or multiple areas, no overall deprivation has taken place. Examples would



include youth in unemployment or having dropped out of school who try to catch up or young mothers whose family care duties inhibit an intense interaction with the regular systems.

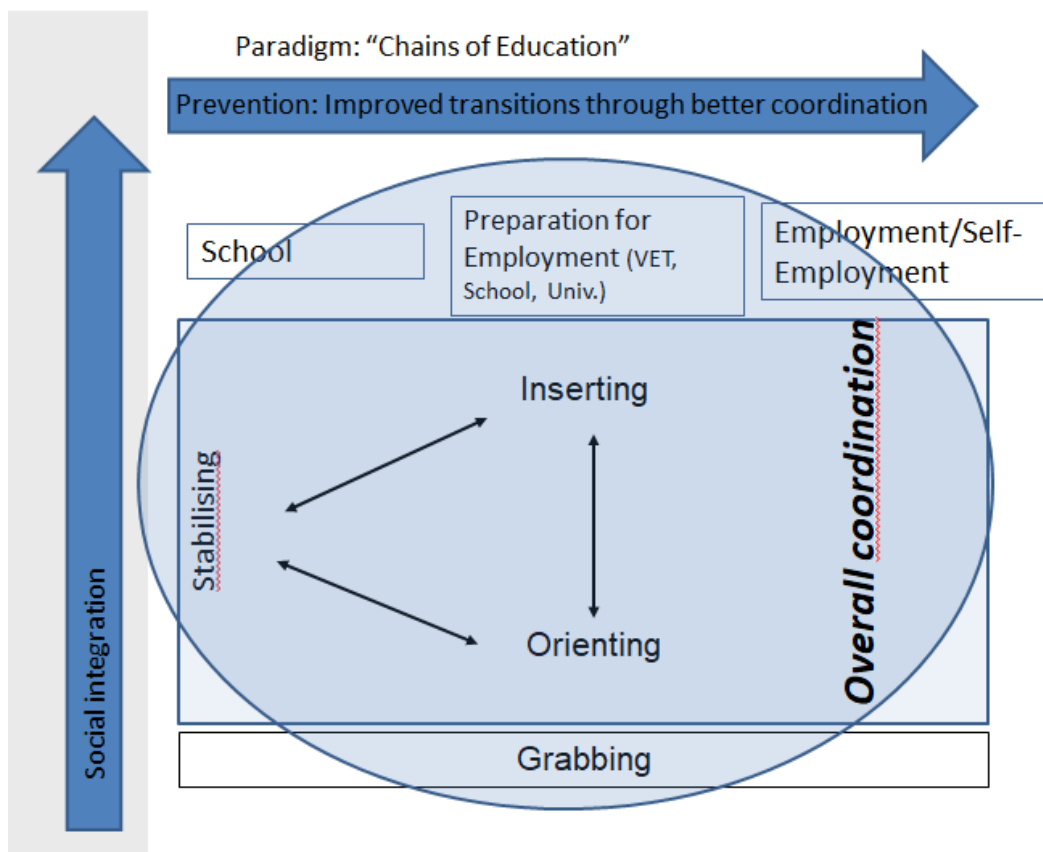
- Fully integrated youth would include youth who have none of the typical risk factors and can be counted on as being willing and capable to learn and be placed in employment, have a good level of relevant relationships and are respected in the relevant community.

Conclusion:

While there is no consensus on the exact definition of social exclusion/inclusion in Germany, there is an understanding of the concept among scientists and practitioners alike, which allows for a pragmatic use of the "working definition" in the context of the COMNETNEET project.

On the basis of the literature studied and the assessment of stakeholders interviewed the degree of social integration must be considered when selecting good practices on NEET integration. The dimension of social integration therefore must be added to the discussion of practices along the "chains of education" which has been discussed above.

Such a matrix has been proposed by the IO coordinator ISOB to the partner meeting in Regensburg:



III.: Matrix for the identification of good practices for the integration of NEETs: proposal of IO coordinator ISOB to partner meeting Regensburg, March 2018

As became apparent when studying potential good practices, many of the relevant practices do not aim directly at the insertion of participants into education, training or employment. For many members of the target group substantial preparatory work is required to keep them inside or get them back to the regular chains of transition in education and/or to work and employment.

There are many measures which aim to find, reach out to and include youth into measures (“grabbing/engaging”) in the first place. Orienting them about their resources and pathways is a second element of many measures of youth social work and employment support and vocational training.

When the (self-) exclusion of these youth has been overcome and regular work with these youth is possible (as a consequence of making contact, building trust, finding resources for the livelihood, referring to psychological and health care etc.) this more “workable” situation must be stabilized.

Only then the youth can be inserted to more regular measures of education, training or work placement.

As has been emphasized by many practitioners and also is recommended in recent literature (Nuglisch 2018) many elements of this support for social integration must be continued even while the youth is in regular programmes or even work, in order to assure sustainability.

The matrix proposed in the Regensburg meeting therefore can be used to select good practices in Germany.

All of the good practices identified in the initial report (COMNETNEET IO 1-DE_V1, Feb 2018) can be placed within the matrix and can be interpreted as making a contribution within the overall integration mechanism.

The selection of best practices has been made based on reviewing the initially selected practices for making a particularly innovative or prototypical contribution to the quality of the transition support (from socially non-integrated to integrated; transition within chains of education) in the system.

Also the meta dimension of coordination of these multi-dimensions can be discussed from the background of practices in Germany. As has been discussed in this report a better coordination of the various institutions and the better inclusion of civic and community initiatives has been a hot topic of the discussion in Germany and major government programmes are addressing this area. Therefore also innovative and promising practices of coordination have been selected.



16. Overall principles of good practices on grabbing, orienting, stabilising, inserting

B: Describe the overall PRINCIPLES of your national best practice(s) on:

Grabbing/Engaging: How to reach out to the disenfranchised, the hard-to-reach. How to get them into the systems?

One prototypical good practice to “grab” disconnected youth is good practice No 7 “Respect.” The measure uses methods of low barrier youth social work and street work to get in contact with youth who have lost touch with any institutions.

Social workers go to the actual place where such youth can be expected to show up and make an offer for contact which can be taken or not, not even requiring to get the youth’s name. Contact points can be donated food distribution sites, usual hang-outs of youth, also in rural areas, as the team uses “pop-up” shops and mobile vans to make contact. As trust is gradually built, more regular contact and support is offered, without any pressure to subscribe to any fixed programme. The key proposition of the practice is that it is a “non-measure,” where the programme and intervention is open and flexible and follows the individual need of the youngster.

Other measures like “Module A+” of “Lernwerkstatt” of KJF Regensburg (good practice No. 3) are somewhat more formal, but also do not require attending a fixed programme in order not to turn away or overcharge the youth in the beginning.

Other contact points for “grabbing” are offers of “open youth work” as existing in the form of youth centres where social workers are present, but do not require any formalisation of contact, neighbourhood centres, young mothers’ meeting groups or offers like “Youth farms,” where young people can meet to care for animals and meet staff with social work training which can refer them to appropriate offers if wished and needed.

Principles are: openness, non-obligation, anonymity, listening and understanding, putting building of trust first.

Open Youth Work is official part of Youth support services according to §11 SGB VIII.

Orienting: How to assure that each youth knows about all relevant opportunities and develops a realistic individual pathway to an individual goal?

Orienting is an overarching element of most practices which target NEET youth.

Most of these youth are in a crisis of shaping their own biography and developing their own personality. Existing risks for completing of the development of an autonomous personality is a key criterion for the inclusion in measures of Youth support and all of these measures financed by SGB VIII are targeted to achieve this.

Therefore reflection of the personality of the youth, building of “life projects,” learning to fit into a group and achieving common goals, but also learning about relevant internal and external resources are common principles/elements of orienting.



Good Practice 6 (Voluntary Social Service) while not a SGB VIII measure is a quantitatively very relevant practice which supports orientation, as it gives the youth a full year to prove itself in practical work, reflect the work and the own personality in a peer group with mentors and learn about potential fields of employment in the social sector first hand.

Stabilising: What are the principles and best ways of delivering holistic support? How can the prerequisites of education and employment be secured: health, housing, daycare, addiction, psychological health etc...?

Most measures include an element of stabilising.

Those youth who are benefitting from measures paid for by the Youth Support Services are subject to an overall individual case management according to an individual “plan of support” (Hilfeplan) which is developed in a common discussion which includes all stakeholders. In this plan supporting measures of housing and health maintenance are part of the package. The youth support services have a very wide latitude in paying for such services. This includes e.g., common housing, supported accompanied by social workers (Youth Housing Communities – Jugendwohngruppen). This support is coordinated by “Providers of Youth Support” (Freie Träger der Jugendhilfe) which need to be accredited by the public Youth Support Service. In fact most of the providers are large organisations, such as those of the main Christian denominations (Caritas, Diakonie) which comprise a multitude of specialised services between which youth can be transferred. The measures are paid by public funds, mostly by the municipalities and counties. This principle of financing makes sure that the unit which is responsible for the financing of the stabilisation is the one which is interested in the outcome. Each youth stabilised is one less youth which has to be paid social benefits and housing and health care for a long duration by the municipality in case of failure.

Inserting: How is training maturity being developed (soft skills/life skills/hard skills)? How is the transition to employment or in-company training secured? How is this insertion accompanied and supported?

As discussed above, the transition is secured by early orientation about occupational options in school, e.g. through specific lessons, mandatory internships and job fairs.

The main means of transitioning is the German “dual system” of vocational training which provides in-company training. The matching of candidates and training placements is a major activity of the employment services, which run a special department for this (vocational guidance). The quality and quantity of matching is a major issue of public discussion each year. As traditionally there are mis-matches between places and placements, qualitatively and quantitatively. Therefore initiatives like the federal programme “Job-Starter” aim to bridge gaps through developing apprenticeship training paces in companies (guiding and consulting companies who have not yet trained).

On the side of the trainees there is a large group which is considered by the companies as not sufficiently mature to be trained in company. These are placed in various measures of the “transition system”, funded by the employment services, which aim to stabilise and orient the



youth and to build critical hard and soft skills. Usually the aim is to place the youth in regular in-company training. Best practices like “Module A” are examples of this “transition system”.

Most recently the federal initiative “Chains of education” have developed and defined a theoretical framework for the coordinated transitioning of youth along the various stages of education and training. The initiative makes a point of making orientation and support/assistance a permanent part of the transitioning system, i.e. e.g. social support and assistance, as mentoring, additional lessons in general subjects etc. do not stop when an apprenticeship placement has been secured, but continue as long as needed or are phased out gradually. Such “assisted apprenticeships” are a major reform in recent years.

META DIMENSION: How are the activities coordinated? How do actors make sure that the relevant transitions are made?

The most relevant development in recent years is the development of “youth employment agencies”, which are developed to provide a “one stop government” for transition and employment of youth. The idea is to unite the efforts of youth support services, the municipal job centres (responsible for youth who receive social benefits) and the federal employment agency. The exact shape of these agencies is dependent on regional agreements and therefore varies. Variants include leadership, spatial proximity and strategic coordination as well as embeddedness in other regional policies. An example of these is the Municipal Programme for Employment and Qualification of the City Hall of Munich. JEAs are discussed among the best practices presented in Ch 17.

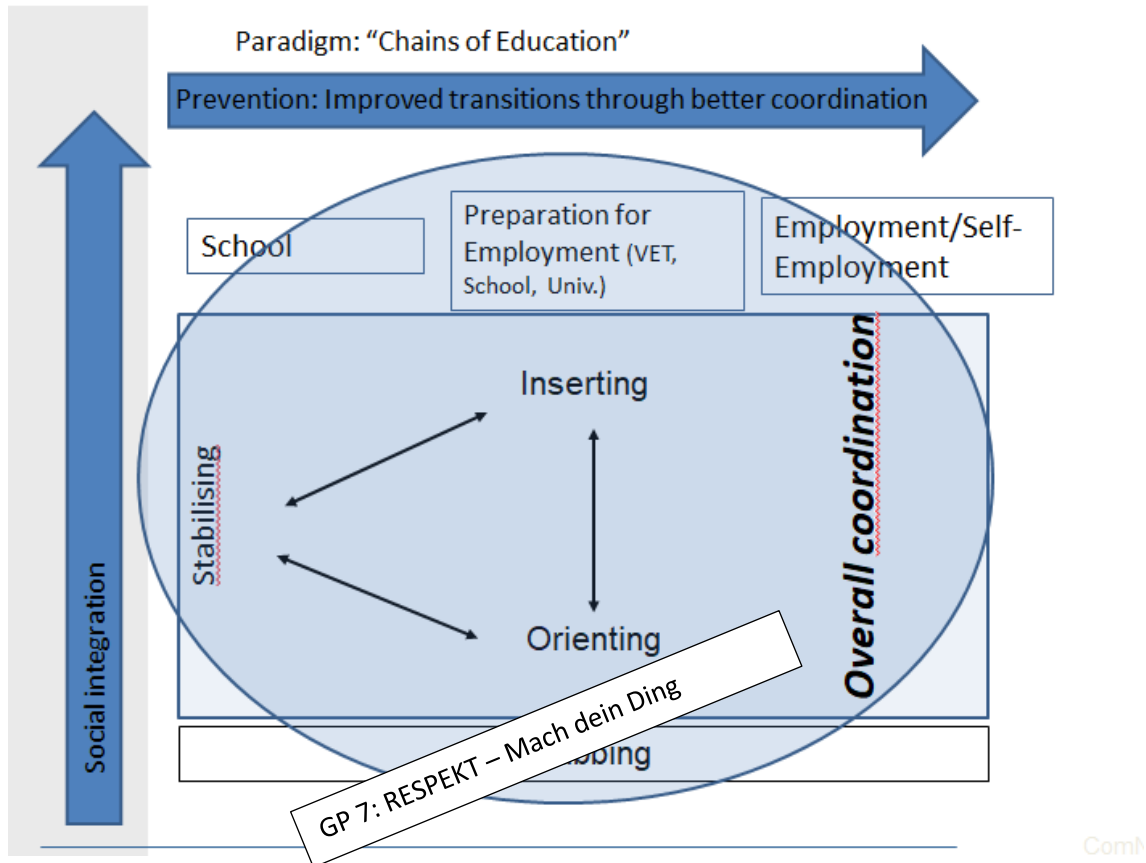
17. Selected relevant best practices which foster smooth social integration and transition

C: Choose three practices which you regard as particularly helpful/recommendable to foster smooth transitions and or social integration!

- Indicate their place on the matrix suggested
- Describe these practices in greater detail vs. the overview description provided in the national report.
- Which elements do you regard as very specific for your national system? Which aspects do you regard as internationally relevant and transferable?



a) Grabbing/Engaging: GP 7 Respekt – Mach dein Ding!



The project targets "disconnected youth." For the main outline of the project see practice No 7.

Particular characteristics include:

Low ratio social worker/youth of 1:8: More time is available to really address individual needs. Contact can be made and maintained even in complex circumstances.

Trust can be built.

These time resources allow for maintaining contact even independent of office hours as well as maintaining contact to all relevant support systems, so that youth can be transferred.

The project understands and presents itself as a "**non-measure:**" it is highly flexible and communicates in a way that does not alienate youth by being "serious" and "institutional" or reminding them of school or authorities. This requires an intimate knowledge of the "scene" i.e., peer group and circumstances of the youth.



At the same time the social workers must know and relate to the actors in the support systems very well.

Principle followed: “all cases are special cases,” i.e., the intervention needs to be tailor made and the access to project actors is low barrier and voluntary.

An in depth conversation about the individual situation (mostly listening) is the start in all cases.

Support includes psycho-social accompaniment, stabilisation of income, securing housing, search for training/working opportunities, assistance in contact with authorities, applications, budget planning, referral, assuring health maintenance (insurance)

Contact is made mostly at pop-up shops in accessible areas. Common meetings with representatives of other agencies is organised to lower barriers through face-to-face contact.

The social workers also reach out to potential clients through eight vans which allow to reach out in a multitude of locations. Aim is to meet the youth where they in fact are living or hanging out.

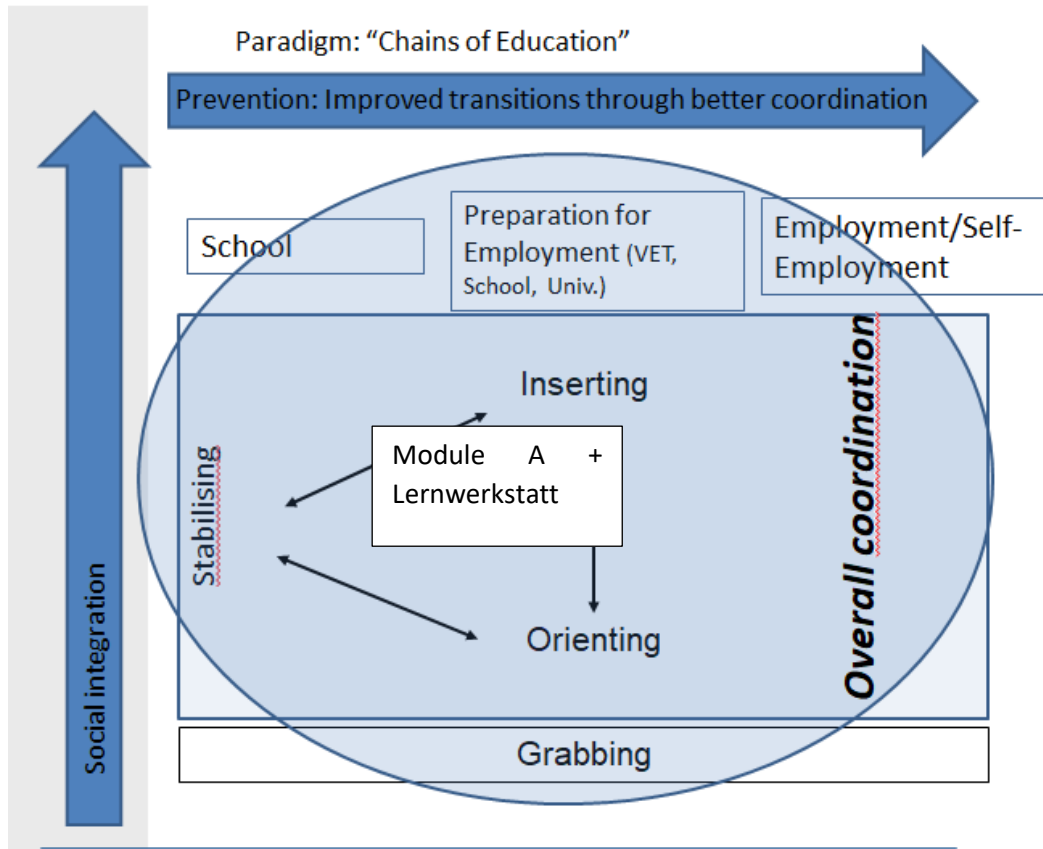
The project has been thoroughly evaluated. One of the results is that about one third of the youth with which contact was made have been accompanied in stable education and training relationships. All actors assessed the project as filling a fundamental gap in the overall support system, as effective contact has been established with youth which could not be reached at all before.

As success factors the project recommends:

- All contact is voluntary. No pressure or expectations.
- All support is individual.
- The same person is responsible for the youth at all times. The contact person is easily accessible.
- Dependable relationship inspires trust which allows for referrals.
- Good networking allows for finding informal solutions involving actors from various institutions.
- Positive development of the legal framework: § 16 SGB II regulates basic social benefits and support for “hard to access youth under 25” in order to “stabilise and make sure that regular support, including health care as well as the regular support measures for the target group can be made available and accessible.”



b) Orienting and stabilising: Module A+ of the “Lernwerkstatt” (Part of Practice 3)



Comf

The measure targets young people who are at risk of being failed by the regular systems because they are not entitled to other regular measures (such as those in the transition system) as a consequence of being mentally unable to participate, being not entitled to support, not having the lingual prerequisites or other factors.

Participants which have been “grabbed” and referred by the youth support services, Job Centre or other actors and need support to enter the regular measures of transition support.

The measure takes place in an open format which includes social workers and language teachers in a low ratio of youth:support person, workshops for metal, painting, wood, IT and open spaces.

Aims are :

- Improving languages kills
- Catching up with school exams

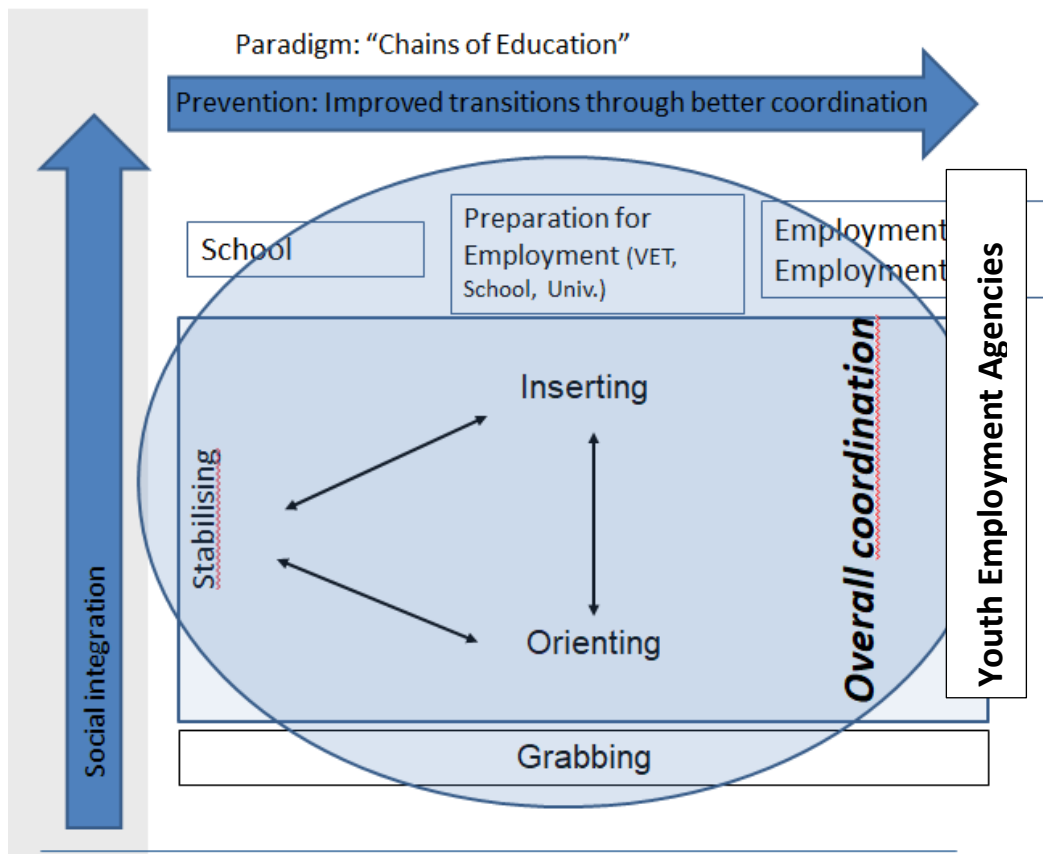


- Discovering strengths and potential
- Collecting positive experiences
- Understanding cultural factors of living in Germany
- Understanding the legal framework in Germany
- Preparing appropriate further measures of vocational and educational preparation

A focus is on practical creative work with various materials. Access is low barrier and can be for only one or two hours a day. Social work with the individual and language coaching in very small groups are also part of the concept. On a more advanced level vocational skills are certified along the system of occupational qualifications to stimulate motivation and easy transferral.

The measure takes place in the context of the wider “learning workshop” of the Catholic Youth Support Services, which allows for a wide range of transferrals within the institution and therefore within a context to which trust has been built.

c) Institutional Cooperation and coordination : Youth Employment Agencies (Case 5)



In order to improve the cooperation between and coordination among the various institutions which are responsible for young people in a NEET situation (Municipal Youth Support Services, Municipal Agencies for Employment (responsible for basic social benefits independent of entitlements within the unemployment insurance system) and employment agencies



(responsible for those inside the unemployment insurance system and for initial vocational guidance of youth) Youth employment agencies are set up in all of Germany. As a representative recommendation for shaping such agencies we summarize the recommendations for Bavaria, which have been developed by the tripartite board of the agency for employment (employers, Unions, ministries) (http://lagjsa-bayern.de/wp-content/uploads/2018/01/JBA_Empfehlungen.pdf).

The recommendation defines the agencies as forms of cooperation between the above mentioned actors. A one-stop shop setting is recommended, where representatives of all relevant institutions are accessible at one place.

A preventive approach should be followed through close cooperation with schools from an early stage on with the aim to facilitate transitions along the chains of education through early orientation, provision of internships, referrals to specific support and assurance of accessibility of all relevant support. Where a one-stop solution cannot be maintained, all institutions should assure smooth transferrals between institutions and serve as access points to the whole support system “referral hand-to-hand.”

Aim is a harmonisation of activities along a common case management centered not on institutional responsibility but the individual needs.

“Circular referrals between institutions” (Maßnahmeschleifen) should be avoided and a logical sequence of support from grabbing to integration in work should be achieved.

This requires an in-depth mutual knowledge of the resources, logic and potential of all actors which has to be developed through mutual and common training and exchange.

Youth with a migration background are a particular target group and should be pro-actively accessed (grabbed) to inform and integrate them in the support system.

Low barrier access possibilities and material assurance of mobility (through funding transportation) should be provided.

Operational principles include:

- Clearing and decision about common responsibility
- Development of a common plan of support and integration in cooperation with the youth and common case workshops (possibly with further relevant actors)
- Navigation agent for access to other support (e.g., health, finances, childcare)
- Inclusion of family and other relevant relatives and friends and/or custodians

The recommendations emphasize that the youngsters themselves must be included in all activities as “experts of their own situation” in order to increase motivation and insight.

The agency should be thoroughly monitored and evaluated and quality assured for which a set of indicators is suggested.



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Appendix: Good Practice Cases

Appendix 1 – Transition School to Training



Name: HASA course



Target:

Youth and young adults without basic lower secondary school graduation. Former dropout youth, migrants



Coordinator Organisation (Name, Website):

EBW Regensburg Protestant Adult Training Centre. www.ebw-regensburg.de



Stakeholders involved:

Youth support services, agency for employment, various NGOs



Duration:

16 month



Local(s) of Implementation:

Example: Regensburg. Germany-wide



Goals:

Acquiring the basic secondary school diploma. Activation, stabilisation, peer contact



Funding:

Participant fee 850€ . Can be supported from public funds



Short Description (about 400 words):

Acquiring the basic secondary school diploma is regarded as a fundamental prerequisite for all further education and training in Germany. Graduation is included in many transition system offers, but the course can also be completed as a stand-alone course as preparation for the external examination. The course is the gate to further training, particularly to obtaining an apprenticeship placement. The course is provided by an NGO training organisation in a friendly, not school-like community setting.



Methodology (e.g., training, social work, work-based learning etc.):

Classroom training in a modern setting and with modern interactive didactics. Practical work-based classes are included





Results / Evaluation (quote reference):

Xxto be retrievedXXX



Is this practice/project a work-based approach? Yes/No. Please describe briefly (place/duration/approach):

Partly



Is this practice/project a community-based approach? No/Yes If yes: who is involved?

Partly. Although the course is a stand-alone training provision, the acquisition of participants, social support and social work with participants requires and includes networking with multiple community actors like youth support services, migrant organisations, neighbourhood centres and others. The HASA course is a modular element of the efforts of these actors for the activation and stabilisation of their clients.



Appendix 2 – Transition to Training

Name: Assistierte Vermittlung in Ausbildung für junge Erwachsene – Assisted placement in dual system in-company training for young adults



Target:

Young adults up to age 35 without full professional qualification



Coordinator Organisation (Name, Website):

IFP Gesellschaft für Fortbildung und Personalentwicklung mvH



Stakeholders involved:

Agency for Employment, Training Provider



Duration:

5 months



Local(s) of Implementation:

Regensburg, Training provider, Internship of 4 weeks



Goals:

Young adults without a full occupational qualification are supported to:

Find career options and goals

Find an appropriate occupational qualification

Identify and validate educational prerequisites and compare these to requirements of vocational school classes

Train job-interview competence

Get to know companies and decision-makers in selected sectors

Raise awareness for selection criteria of companies

Legal goals of § 45 SGB 3 include:

Introduction to the labour market, identification and mitigation of hinderances of matching, placement in >15hr/weekly employment, self-employment as an alternative option, assistance in stabilising employment



Funding:

Agency for Employment §45,1,1, SGB 3



Short Description (about 400 words):

The course is an example of consultancy, activation and training for young adults who have



not currently been able to obtain an apprenticeship through the classical transition from school to work immediately after finishing school.

The target group includes youth and young adults up to 35 years and includes NEETs as well as adults who are working (at least temporarily), often in precarious forms of work. Also, those who return to the labour market after family phases or phases of being economically inactive are targeted. This target group is relevant as a great number of youth has been unable to obtain an apprenticeship directly after school during the periods of “training crisis” during about 2000-2010, when economic downturn met a demographically high number of applicants, which resulted in the exclusion of weaker candidates, Many of these “Altbewerber” had to turn to unskilled work or economic inactivity, often in risk of poverty. It is the goal to reactivate these groups and to make sure that they enter a full professional qualification as the basis of sustainable employment.



Methodology used (e.g., training, social work, work-based learning etc.):

Orientation, coaching, work-based learning through internship

Classroom training, individual coaching and mentoring, peer support



Results / Evaluation (quote reference):

Not available on an individual level. Training measures along § 45 SGB in general have been evaluated as raising individual placement odds by up to 50% (<http://www.bpb.de/politik/innenpolitik/arbeitsmarktpolitik/155386/massnahmen-zur-beruflichen-eingliederung?p=all>) Critics mention potential “lock-in effects”



Is this practice/project a work-based approach? Yes/No. Please describe briefly (place/duration/approach):

Yes. Internships are part of almost all training measures in Germany. Aims are: exposure to real-life work situations, getting to know employers, identifying appropriateness of job profile, skill development. Most important is a “glueing effect” i.e., internships help employers to develop trust and appreciation of an individual who would not be selected according to his/her “paper track” i.e., formal criteria like age, pre-qualification, testimonials etc., as face-to-face contact allows for a more holistic evaluation of the candidate



Is this practice/project a community-based approach? No/Yes If yes: who is involved?

No



Appendix 3 – Work-Based Transition to Training/Apprenticeship



Name: Lernwerkstatt Regensburg (Learning Workshop Regensburg)



Target:

Youth in transition to training in the dual system on various levels



Coordinator Organisation (Name, Website):

Catholic Youth Support Services

<http://www.lernwerkstatt-regensburg.de/fachdienste>



Stakeholders involved:

Agency for Employment, Youth Welfare Services, Catholic NGOs, wide local and regional networks



Duration:

flexible



Local(s) of Implementation:

Regensburg



Goals:

The Lernwerkstatt aims to provide low-barrier access to work-based learning offers for youth in transition from either school or a NEET situation which prepares for a full training apprenticeship.



Funding:

Various agencies, Agency for Employment, Youth Welfare Services



Short Description (about 400 words):

The Learning Workshop provides multiple, mostly work-based, programmes which allow for low-barrier access to preparatory training. All measures are supported by comprehensive socio-pedagogic and psychological guidance. The facilities allow for testing multiple crafts techniques. The center includes structured training measures like preparatory courses for a vocational training basic course (Vorschaltmaßnahme - Berufsvorbereitende Bildungsmaßnahme (VM-BvB)), which gradually builds the ability to participate in a full-time course; "Modul A" course: individual coaching and individual programme of structuring the day, setting goals and becoming accustomed to structured work and learning; "Project occupation": individual coaching and practice, aiming at accessing a full



apprenticeship; “ASP” is a related measure for youth coming back after a period of illness (physical or psychological). “I will make it” complementary afternoon offer for youth at risk of school dropout: positive experiences, work-based learning, “Work and Qualification” for former unaccompanied youth refugees without a perspective for permanent residence in Germany: vocational learning which will also be useful also in the home countries.



Methodology used (e.g., training, social work, work-based learning etc.):

Workshops with very flexible facilities for all kinds of craft and work techniques in 14 different areas. Social work, psychological support.



Results / Evaluation (quote reference):



Is this practice/project a work-based approach? Yes/No. Please describe briefly (place/duration/approach):

Yes see methodology



Is this practice/project a community-based approach? No/Yes If yes: who is involved? Yes – Close cooperation with all relevant agencies, wide network



Appendix 4 – Assistance for Successful Apprenticeships: Apprenticeship and Alphabetisation (Ausbildungsorientierte Alphabetisierung)



Name: Ausbildungsorientierte Alphabetisierung



Target:

Young functional analphabets (youth with completed, but unsuccessful schooling)



Coordinator Organisation (Name, Website):

f-bb Forschungsinstitut Betriebliche Bildung www.f-bb.de



Stakeholders involved:

Training provider, companies, trainers in companies, Chamber of the Crafts



Duration:

36 month



Local(s) of Implementation:

Schweinfurt, Martredwitz, Regensburg



Goals:

The aim of the pilot project has been to prepare and support companies for the dual training of functionally analphabetic youth in a dual apprenticeship



Funding:

Pilot project funded by the Federal Ministry of Education and Research (BMBF)



Short Description (about 400 words):

Youth without sufficient competences in the written use of the German language are mostly excluded from apprenticeships or at a high risk of dropping out. The project developed tools and guidelines for companies to identify and mitigate such deficits. Products: diagnostic tools; concept for support and language competency building; Qualification concept for in-company and other training staff on methodology of support and competency building for youth with linguistic deficits.



Methodology used (e.g., training, social work, work-based learning etc.):

In company training, integration of work-based learning in the regular dual system apprenticeship and extra support to identify and mitigate linguistic deficits.



Results / Evaluation (quote reference):

Accepted as a good practice by the Federal Institute for Vocational Training



Is this practice/project a work-based approach? Yes/No. Please describe briefly (place/duration/approach):

Yes – work integrated building of linguistic competence



Is this practice/project a community-based approach? No/Yes If yes: who is involved?

Yes – various stakeholders involved: training provider, companies, Chamber of the Crafts



Appendix 5 – Regional Coordination Example: Integration of Young Refugees



Name: Stuttgarter Model – Gradual Development of a Youth Employment Agency



Target:

To coordinate all relevant actors along the common objective to integrate youth at risk of becoming NEETs and to assure smooth transitions between the various steps of the transition process



Coordinator Organisation (Name, Website):

Janina.Stuerner@stuttgart.de Documentation of case:

https://www.ueberaus.de/wws/9.php#/wws/kommunale_koordinierung.php?sid=10693026771540780151869737024390



Stakeholders involved:

Municipality Stuttgart, Agency for Employment, Job Center, Youth support services, Training Providers, Companies



Duration:

continuing



Local(s) of Implementation:

Stuttgart, an example of a general model in most large cities (Munich, Regensburg etc.)
Selected for accessible documentation



Goals:

The integration of heterogeneous groups of youth at risk of becoming NEETs must involve various stakeholders who are separate by legal mission and statutory regulations. Aim is to coordinate these actors as a one-stop government to clients in order to assure that all is being done for a smooth transition



Funding:

Agencies' own funds, part of the development supported by pilot project funded by Federal Ministries



Short Description (about 400 words):

The coordination structure has been developed since the mid 90s. A number of principles for coordination were developed: Institutionalise cooperation: all institutions keep their responsibilities, but a supporting coordination works as a hub. Stability and flexibility: keep



dependable structures, but react to identified problems by flexible institution building and piloting (practice flexibility); Building a database and transparency: structures, base-line situation and progress must be transparent; Continuity: innovation is often created through pilot projects and ad hoc solutions. The adaptation of such innovation through institution building and organisational development must be planned and implemented. Learning from others: benchmark own activities, organise exchange of experience. (e.g., “Weinheimer Initiative (www.kommunale-koordinierung.de)). According to the assessment of the actors, external shocks as the massive inflow of migrant refugee youth in 2015 could not have been managed if the structures of coordination had not been systematically developed beforehand.



Methodology used (e.g., training, social work, work-based learning etc.):

Coordination of relevant institutions through service orientated hub. “one-stop government.”



Results / Evaluation (quote reference):

Accepted as good practice by Federal Institute for Vocational Training and expert community “Überaus”



Is this practice/project a work-based approach? Yes/No. Please describe briefly (place/duration/approach):

Not applicable



Is this practice/project a community-based approach? No/Yes If yes: who is involved.

Yes. All stakeholders with legal or statutory responsibilities vs. youth. Companies, employers, training providers, NGOs



Appendix 6 – Orientation for the Undecided: Voluntary Social Service



Name: Freiwilliges Soziales Jahr (FSJ) Voluntary Social Service



Target:

Young adults after finishing obligatory schooling up to age 27.



Coordinator Organisation (Name, Website):

Programme, many accredited providers of coordination services, e.g., <http://www.freiwilligendienste-bayern.de/>



Stakeholders involved:

Accredited providers of social services, institutions and organisations which provide social services



Duration:

1 year



Local(s) of Implementation:

Germany



Goals:

Job Volunteer Service in a social institution, exploration of the youth's own talents and preferences, community service, individual growth



Funding:

Federal funds cover costs of living, insurances and pocket money



Short Description (about 400 words):

Youth volunteer to work in social, sports, ecological, political and other non-profit institutions for one year as volunteers. They are prepared for the deployment by a series of seminars with socio-pedagogic assistance in the peer group and individual coaching. Also during the deployment the participants have access to individual supervision and support and are invited to participate in regular supervision and training courses. The participants have the opportunity to experience social work, service and care for humans in various forms. This work-based experience helps them to explore potential occupations in the field and to build a high competence of human interaction. The year is often used by young adults after school or other training as a phase of orientation and personal growth in a



relatively protected (no pressure to perform to full productivity standards) yet realistic work environment. More than 100,000 youth do a FSJ every year.



Methodology used (e.g.. training, social work, work-based learning etc.):

Work-based learning in non-profit institutions with socio-pedagogic supervision



Results / Evaluation (quote reference):

Participants are mostly satisfied with their experience.

<https://www.bmfsfj.de/blob/96724/94644bad0c1597d6a1c7064b2073c84a/evaluierungsbericht-freiwilligendienste-data.pdf>



Is this practice/project a work-based approach? Yes/No. Please describe briefly (place/duration/approach):

Yes



Is this practice/project a community-based approach? No/Yes If yes: who is involved?

Yes – work-based learning in the non-profit sector



Appendix 7 – Outreach to Hard-to-Reach NEET Youth

Name: RESPEKT – Mach Dein Ding (Respect – Do your thing)



Target:

Outreach and initial contact to young adults who have lost touch with any institutions (disconnected youth), particularly in rural areas



Coordinator Organisation (Name, Website):

Kolping Bildungswerk Münster

arndt@kolping-ms.de

Project description:

<https://www.ueberaus.de/wws/9.php#/wws/respekt.php?sid=10693026771540780151869736973360>



Stakeholders involved:

All relevant actors (youth support services, employment agency, NGO, church-based organisations, youth organisations)



Duration:

Individual guidance as needed, 6 months on average



Local(s) of Implementation:

Münster (city) and District of Coesfeld. Focus on rural area



Goals:

Aim is to build a relationship of trust and connectedness on a personal level, to build a sense of security which enables a steady and sustainable pathway to training, apprenticeship and work. The focal message is “respect” for the multidimensional situation of the youth and appreciation of their value as individuals.



Funding:

Pilot Programme “Respect” of the Ministry of Labour and Social Affairs (BMAS)



Short Description (about 400 words):

Teams of gender-balanced social workers and psychologists deployed in 4 pop-up shop locations in city centres and two vans for on-site mobile outreach form a low barrier contact offer. The mobile team is, for example, present on site of the donated food distribution site in the district. The team offers therapeutic assistance until referral to regular services and offers a hub to all other relevant support services. The individual level

relationship is also maintained while the individual uses other services in order to assure coordination and sustainability. The key proposition is that it is a “non-measure,” in which the programme and intervention are open and flexible and provided to the needs of the individual.



Methodology used (e.g., training, social work, work-based learning etc.):

Social Work, “non-measure” psychological intervention, hub to other services, mobile outreach.



Results / Evaluation (quote reference):

1/3 of participants have been guided back to training and work
The project is acknowledged as good practice by Federal Institute of Vocational Training portal “ueberaus” as good practice



Is this practice/project a work-based approach? Yes/No. Please describe briefly (place/duration/approach):

Work-based training can be result of consultancy



Is this practice/project a community-based approach? No/Yes If yes: who is involved?
Yes

Success factors as described by the project staff:

- Each contact is voluntary. No pressure, no expectations.
- Each contact is individual and exclusively determined by the needs of the client.
- The same contact person in each contact. Contact partners are easily accessible.
- Dependable relationships build trust which enables a more targeted guidance and consultancy. Team acts as navigator in the process.
- Good networking with all relevant actors allows for informal effective solutions

