

Studienbeiträge zum European Working Conditions Observatory (EWCO)

Getting prepared for the upswing: Training and Qualification during the Crisis

The case of Germany

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Abstract

When the financial and economic crisis hit Germany, the federal government responded with two rescue packages. These packages amongst other things include funds and measures to encourage greater efforts by institutions, employers and employees in the field of continuous training. Initiatives run by the government and the social partners seek to help establishments adversely affected by the crisis to continue training their

staff.

1 Participation of workers in training at the workplace

1.1 Evidence for higher engagement in the current economic crisis

Information on continuous training offered by employers during the economic crisis is available from the Institute for Employment Research (Institut für Arbeitsmarkt- und Berufsforschung, IAB). The IAB reported in a press statement that the share of establishments which regularly offered continuous training had steadily risen from 39% to 49% between 1999 and 2008, but it dropped to 45% in 2009. The IAB reasoned that many employers had difficulties financing continuous training during the crisis.

However, in contrast to this retrospective view of developments in 2009, an online survey conducted by the Association of German Chambers of Industry and Commerce (Deutscher Industrie- und Handelskammertag, DIHK) between 3 and 19 February 2010 sheds light on companies' assessment of prospects for continuous training in the future. Of the 15,333 companies which submitted answers to the questionnaire used in the survey, 68% were as committed to their continuous training activities as they had been before the economic crisis, 25% sought to undertake greater efforts in continuous training and only 7% indicated that they would offer less training in the future.

1.2 Evidence for more participation

Representative data concerning employees is available from the Federal Institute for Vocational Training (Bundesinstitut für Berufsbildung, BIBB), whose 2010 data report on vocational and continuous training in Germany, shows that the proportion of persons aged 19 to 64 years taking part in continuous training stagnated between 2003 and 2007 at around 26%.

As shown above, the IAB reported a declining share of establishments offering continuous training from 2008 to 2009. However, the share of employees participating in training did not change in the same period and amounted to approximately a quarter of all employees. IAB explains these findings in terms of greater commitment by those companies still offering training to their employees. More companies completely paid for continuous training costs of their employees. The share of the firms doing so rose from 69% in 2007 to 74% in 2009. Around 64% of the trainings were held during hours of work in 2009 (up from 58% in 2007). IAB concludes that during the economic crisis, downtime due to a shortage of orders might have been used to train staff.

1.3 Profile of enterprises engaged in training activities

There is so far no evidence that the profile of enterprises engaged in training measures has changed drastically during the crisis. The DIHK online survey indicates that compa-

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nies with a greater number of employees are more often involved in continuous training, while companies with less than 20 employees tend to have financing difficulties when it comes to training their employees. Also, a larger proportion of small companies expect training measures for employees to have a positive impact on their economic success.

The Institute of Economic and Social Research (Wirtschafts- und Sozialwissenschaftliches Institut, WSI) within the Hans Böckler Foundation (Hans Böckler Stiftung, HBS) conducted a telephone survey of 2,324 works council members between 14 July and 28 September 2009. Of these, 81% stated that continuous training had been offered in their establishments within the last two years, i.e. between 2007 and 2009. The results again show that engagement in continuous training depends on the establishment size. Between 2007 and 2009 continuous training measures were offered by 79% and 94% of the establishments with 20-49 employees and 2000 or more employees respectively (Bogedan, 2010).

The study concludes that in times of economic crisis establishments would rather scale back than extend their training efforts. Less than a third of the establishments surveyed had expanded training in the crisis. Establishments in which participation rates in continuous training had declined since July 2008 also more frequently indicated that they were affected by the economic crisis. When asked to give reasons for not offering continuous training within the last two years or not having extended such measures since July 2008, 46% of the respondents indicated that training was too expensive. Another 45% answered that no suitable trainers were available.

1.4 Profile of workers attending or participating in training

The BIBB data report 2010 replicates the picture of preceding years when it comes to the profile of continuous training participants. Older employees showed lower participation rates in continuous training: only 19% of the persons aged 50 to 64 years engaged in training activities in 2007. The highest participation rates for that year were reported for the age group 35 to 49 years (31%), followed by 19- to 34-year-olds with 27%.

Also, the low-qualified and those without any or only a low formal school-leaving certificate take part less frequently in continuous training. The figure for 2007 was 17% compared to 37% for highly qualified persons who had successfully completed their A-levels (BIBB data report 2010).

An IAB research report published in June 2010 and entitled '20 years after German reunification - A comparison of western and eastern German establishments in the year of crisis, 2009' confirms the BIBB findings. In the first half of 2009, 12% of employees having a workplace which only requires low qualifications were freed from their work or financially supported by their employer to participate in training. In comparison, the shares for employees working at workplaces on which one needed higher qualifications (e.g. with a vocational training certificate) or even a university degree amounted to around 31% and 40% respectively.

The BIBB data report also notes that the participation rates in formal training courses for economically active women and men have converged over the years. For example,

1. März 2011 Seite 4 von 19 34% of the economically active females took part in such training measure in 2007. This

2 National policy measures or programmes

compares to 35% for their male counterparts.

2.1 Overview of policy measures devised by governments

A - Training	and qualification	n related polic	v-measures	during the	crisis
			,		

Name of the measure (original name and translation in English)

allowances)

Brief description of the identified measure (i.e. geographical scope of the measure, body/ institution responsible, duration, type of support, eligibility criteria, main groups benefited, etc)

At the end of 2008, the federal government issued a new regulation on training during shorttime work. Whilst the Federal Employment

Qualifizierungsangebote für Bezieherinnen und Bezieher von Kur-However, with the new regulations the target

Agency (Bundesagentur für Arbeit, BA) administers the measures, they are co-funded by the European Social Fund. Taking effect on 1 January 2009, the programme is national in scope and supports training courses for employees on short-time work during the years 2009 and 2010. Before 2009 support for training was only granted from public funds to recipients of the short-time working allowances due to restructuring or a plant closure. zarbeitergeld (Continuous training of-group has been extended to include all short-

fers for recipients of short-time working time workers, i.e. including those on short-time work due to a temporary shortfall in orders (Konjunktur-Kurzarbeitergeld) or due to seashort-time work sonal (Saison-Kurzarbeitergeld). The new regulations also stipulate that employers can be reimbursed by Federal Employment Agency (Bunthe desagentur für Arbeit, BA) for 100% of their social security contribution payments paid for those short-time workers which they support in continuous training to improve their skills. Training measures supported by this programme can be related to skills which employees need in their current positions (specific training).

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A - Training and qualification related policy-measures during the crisis

The development of occupational skills which are not directly related to the current job profile of the employee in question can also be supported (general training). In cases of specific training measures 25% of the costs for the training course can be reimbursed, whereas in cases of general training this figure is 60%. For SMEs (companies with up to 250 employees) a higher level of reimbursement can be granted if their annual turnover does not exceed a certain amount. When the employer applies for such funds, the training measures and the needs of the employees involved must be explained and substantiated at the local employment agency. Measures running beyond 2010 can be supported until 30 June 2011. Measures not supported by this programme include those prescribed by law and those already planned before the new regulations came into force.

Using data of the IAB Establishment Panel, the IAB research report (2010) shows that only 13% of establishments that had introduced short-time work had at least one short-time worker in a qualification measure in 2009. Moreover, 8% of all short-time workers took part in a qualification or training measure in 2009.

However, the BA reports a steady increase of participants in the programme. Monthly entries of participants rose from 232 cases in January 2009 to 15,923 cases in December 2009 (BA, 2010a). It should be noted that the BA statistics only include cases for which training costs were reimbursed. In addition, no adjustment is made for multiple participation. As the annual report of the BA shows, € 31.6 million was spent on this programme in 2009 (2010b).

Weiterbildung Geringqualifizierter und In 2006, the BA bundled already existing beschäftigter älterer Arbeitnehmer in measures into a new programme to train low-Unternehmen, WeGebAU (Continuous qualified workers and older employees, i.e.

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A - Training and qualification related policy-measures during the crisis

employees in companies)

training for low-qualified and older aged 45 or above (WeGebAU Programme), working in SMEs with up to 250 employees. The new programme started with a fund of € 200 million.

> However, in 2009 the federal government adopted a second rescue package in response to the global economic and financial crisis. To encourage more training in companies, this included an expansion of the target group and widening of eligibility for WeGebAU resulting in a greater number of participants (for details see Table B).

Ausbildungspakt (Pact on Apprenticeships)

The 'pact' was formed in 2004, extended in 2007 and currently runs until 2010. It is national in scope and supported by the federal government, the BA and the following employer and business associations: the German Confederation of Employers' Associations (Bundesvereinigung der Deutschen Arbeitgeberverbände, BDA), the Federation of Ger-(Bundesverband Industries Deutschen Industrie, BDI), the German Confederation of Skilled Crafts (Zentralverband des Deutschen Handwerks, ZDH), the German Association of Liberal Professions (Bundesverband der Freien Berufe, BFB) and DIHK.

The pact's aim is to create more apprenticeship positions and train more young people. As the BIBB data report 2010 highlights, the 556,004 apprenticeship contracts newly concluded in 2009 represent a drop of 8.2% over the previous year. The pact partners pointed out that some establishments adversely affected by the economic crisis and suffering from a steep slump in sales were not able to continue to train as many apprentices as in the past. However, both the BA annual report for 2009 and the BIBB data report 2010 note that changes were moderate given the economic crisis. The trend has also been partly caused by a falling number of applicants.

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A - Training and qualification related policy-measures during the crisis

The latest collective bargaining round in the metal and electrical industry started with the conclusion of two regional agreement packages. In mid-February 2010, the regional branches of the German Metalworkers' Union (Industriegewerkschaft Metall, IG Metall) concluded collective agreements with the Baden-Württemberg Employers' Association for the Metal and Electrical Industry (Südwestmetall) and the North-Rhine Westphalian Employers' Association for the Metal and Electrical Industry (Metall NRW). These agreements served as pilot agreements for other bargaining regions.

industry)

Tarifvertrag zur Kurzarbeit, Qualifizier-Part of the package concluded is an agreeung und Beschäftigung in der Metall-ment on short-time work, training and employund Elektroindustrie (Collective agree-ment. It runs until 30 June 2012 and stipulates ment on short-time work, training and that employees can take training leave of up to employment in the metal and electrical five years (formerly three years). Such leave is foreseen, for example, for employees wishing to complete a course of secondary or tertiary education and return to their company afterwards. The skills to be acquired during this training leave must match skills needed or expected to be needed in the employee's establishment. Such a sabbatical can be combined with a part-time working scheme. For example, an employee may work full-time for two years on half-pay. In the following two years, the employee can take voluntary leave for training and continue receive half their usual pay. The social partners agreed to restrict this measure to 1% of all employees in establishments with over 500 staff.

2.2 In-depth description of the most important policy measure

B - Training and qualification related policy-measures during the crisis

Name of the measure (original name and Weiterbildung Geringqualifizierter translation in English) beschäftigter älterer Arbeitnehmer in Un-

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B - Training and qualification related policy-measures during the crisis		
	ternehmen, WeGebAU (Continuous training for low-qualified and older employees in companies)	
Date of implementation	Since its launch in 2006, the measure has undergone several changes in target group and eligibility (see below).	
Geographical scope of the measure (national/regional/local one)	National.	
Framework of the measure: How has the measure been designed? (via a sectoral agreement, a tripartite agreement, an ad-hoc public decision, etc)	The measure was designed by the BA in	
Main body/institution responsible for the implementation of the measure (public employment services, governments, social partners, tripartite organisations, regional promotion funds, sectoral organisations, etc)	ВА	
	The programme was initially devised to support low-qualified workers or older employees wanting to belatedly acquire a vocational training degree or corresponding qualifications. As described in the next column, WeGebAU has seen several changes (including to its target group) since its introduction.	
	BA furthermore indicated that it seeks to interest more companies in training aged or low-qualified employees, to improve the qualification level of these employees and to prevent unemployment or dismissals. Finally, BA also wishes to train skilled labour, in order to help diminishing in lack in skilled labour.	
Operative description of the identified measure (i.e. duration, type of support, eligibility criteria, main groups benefited, conditions for being benefited, etc)	The BA subsidises the fees and related costs of training courses and pays wage subsidies and social security contributions for low-qualified employees during their training. From 2007 onwards, the	

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B - Training and qualification related policy-measures during the crisis

WeGebAU programme was continued for employees over 45 years old working in SMEs with up to 250 employees. Lowqualified workers were granted a voucher for training measures under certain circumstances.

When the federal government adopted its second rescue package at the beginning of 2009, the target group for WeGebAU was also expanded. Employees (irrespective of their age or the size of their company) who have already acquired a vocational training or similar qualification are now also eligible for support subject to the following conditions: they have not received other public grants for continuous training within the last four years; their latest vocational training or similar qualification was acquired four or more years ago. This means that the programme is no longer exclusively for lowqualified or older employees.

Funding and sources of funding: How much BA spent € 167 million on WeGebAU in funding is available for this measure and 2008. Expenditures rose to € 332.3 milwhere does the money come from?

As the BIBB data report 2010 shows, the lion in 2009 (BA annual report 2009).

Assessment (i.e.: better levels of qualifica-WeGebAU. tion, matching of training needs, productivity improvements, better adaptation to the mar-Reasons to promote the programme reket, participation of workers, etc.) of the iden-lated firstly to the low usage of some tified measure; problems (if any) identified; measures, which already existed before resources devoted and results obtained 2006 and were devised to support conthrough the measure so far in the current pe-tinuous training of low-qualified or aged riod of economic crisis

As the IAB notes, introduced changes in 2007 and 2008 were also accompanied by greater BA efforts to publicise

employees at the establishment level. They were not taken up much by companies between 2002 and 2006.

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B - Training and qualification related policy-measures during the crisis

Secondly, to avoid a future shortage in skilled labour, aged and low-qualified employees were targeted as potential beneficiaries. Entry numbers were rising after the above-mentioned changes were introduced.

The BA statistics show that 29,100 entries into the programme were registered in 2007 (Female share: 28.1%). However, entry numbers rose significantly from 61,968 in 2008 (female share: 28.6%). After the eligible target group was expanded entries increased to 101,890 in 2009 (female share: 29.7%). Again no adjustment is made for multiple participation. An initial assessment of the programme is also available from the IAB. At the end of 2008 a survey was conducted to assess its performance and especially the level of awareness of the programme in companies. The following results are particularly worthy of note:

Small companies are less often familiar with the public programme: Only 18% of companies with less than 10 employees took advantage of one of its measures in 2008 (22% in 2006). This compares to a fairly constant 30% of companies with 10 to 49 employees. The share of companies with 50 to 100 employees having used the programme rose from 33% in 2006 to 40 % in 2008.

Companies with a higher proportion of low-qualified workers, i.e. over 30% of the total staff, as well as companies only employing highly skilled staff were also less often familiar with public programmes supporting continuous training than companies whose workforce had a mixture of skill levels.

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B - Training and qualification related policy-measures during the crisis In companies looking for staff, continuous training plays a decisive role. Though these companies indicated slightly more often that they found it difficult to release employees training, for continuous around 40% reported awareness of public measures in 2008 (12% in 2006), 42% had already made use of them (33% in 2006) and 52% replied that they had no need for training (67% in 2006). Information on the qualification levels of participants etc. is not yet available. Additional information (not covered within previous points)

3 Successful examples of training measures

SMA Solar Technology (SMA), a German producer of photovoltaic inverters, won the second prize in the category of companies with 2,001 to 5,000 employees in the competition 'Best Workplaces in Germany' in 2010.

The competition is held by the Great Place to Work Institute (Germany) and supported by the Federal Ministry of Labour and Social Affairs (Bundesministerium für Arbeit und Soziales, BMAS), the 'New Quality of Work Initiative' (Initiative Neue Qualität der Arbeit, INQA), the business daily Handelsblatt and the trade journal Personalmanager. SMA was also awarded the special prize for 'Lifelong Learning'. The information available on the company's continuous training strategy is presented in the table below.

SMA Solar Technology SMA manufactures photovoltaic inverters used in solar power plants. Its headquarters is located in Niestetal (Hesse, Germany). The company is represented Description of the company/group of enterby 13 foreign subsidiaries on four contiprises (size, economic activity, main products, nents. In the first half of 2010, SMA emlocation, etc) ployed 5,025 staff. Of these, 4,728 worked in Germany and 297 abroad. Please note that these figures also include temporary agency workers work-

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SMA Solar Technology		
	ing for the company.	
Period of implementation of the measures?	See below.	
Goals pursued by the enterprises with the training actions, rationale of the actions	The company stated that it has adopted several measures (amongst them continuous), in order to harmonise the firm's and the employees' interests. In this way, the company seeks to be more profitable and let the employees benefit from its success.	
	Twice a year a survey is conducted amongst employees at the company to evaluate their training needs. This survey provides the basis for training measures. Employees and vocational trainees can choose from over 100 internal and external training courses and are released from work for five days (on which they are paid regularly) to attend them.	
Operative description of the actions carried out by the enterprise (actions developed, main target groups etc)	_	
Use (if any) of existing support measures for	No data.	

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SMA Solar Technology				
financing/supporting the carried out training activities				
Role of social dialogue in the implementation of the training actions	No data.			
Assessment (if possible) of the identified training actions implemented by the enterprise (participation of workers), problems(if any) identified, resources devoted and results obtained so far (better levels of qualification, matching of training needs, productivity improvements, better adaptation to the market, etc)	their work. In addition, over 90% of vacant executive positions can be filled internally. The fluctuation rate amongst employees is very low - less than 0.5%. A creative working environment has			
Additional information (not covered within previous points)	None.			

4 Positions and views of social partners

4.1 Attitude of the social on the importance and role of training as a successful tool for being prepared for the upswing

On 11 May 2010, designated Apprenticeship Day (Tag des Ausbildungsplatzes) in Germany, the BDA highlighted the efforts which employers had continued to take to train youngsters even in the crisis year 2009. The partners to the 'Pact on Apprenticeships' also took the occasion to jointly call on employers to renew their efforts in 2010 and to safeguard the training of skilled labour for the future.

Whilst the BDA has on several occasions emphasized the continued need to train employees, it also highlights the shared responsibilities of employers, employees and institutions offering continuous training, including sharing the costs. Informal and formal training measures must serve companies' business objectives and be integrated into their human resources policies. This also means that decisions on what measures are needed should be taken at the establishment level.

Additionally, the BDA has released a paper on its general position concerning the role of continuous training in establishments. In this paper, the employer organisation acknowledges that the introduction of new technologies, a reorganisation of work processes, but also demographic changes are amongst the reasons why companies actively engage in continuous training. Only by continuous training can the employability of the staff and the competitiveness of the establishment be guaranteed.

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In contrast, DGB vice-chair, Ms Ingrid Sehrbrock, highlighted the negative balance of the Pact on Apprenticeships in 2009. The number of vocational training contracts concluded had decreased by over 50,000. She also stressed that more incentives had to be given to create more vocational training positions in establishments. Sectoral funds stipulated in collective agreements, such as the one in the construction industry, can in her view help to secure a high number of apprentices (even in times of economic crisis). Other measures could also support companies in training youngsters with less-than-perfect school-leaving certificates.

Concerning continuous training activities, DGB board member Ms Annelie Buntenbach declared that unskilled or semi-skilled staff had to be trained in order to ensure their future employment. She called on establishments and companies to take advantage of the many continuous training offers made by the BA and which allowed for training during short-time work. Currently 1.5 million people aged 20 to 29 years had not successfully completed a vocational or similar training. In another press statement dated 1 June 2010, Ms Buntenbach also warned the federal government not to cut public funds for continuous training for employees. Such action would only lead to a shortage in skilled labour and higher unemployment rates.

4.2 Change in attitudes as a consequence of thecrisis

The attitudes of the social partners have not changed considerably during the last couple of years. As shown in section 4.1, the economic crisis is nonetheless reflected in their positions and statements.

5 Commentary

As the IAB research findings show, the share of establishments regularly offering continuous training dropped from 49% in 2008 to 45% in 2009. However, in establishments which provided training during the crisis, the share of participating employees rose from 33% to 35% in the same period.

Moreover, the collective agreement on short-time work, training and employment concluded in the metal working and electrical industry can serve as an example of the continued engagement of the social partners and companies.

The Mining, Chemicals and Energy Industrial Union (Industriegewerkschaft Bergbau, Chemie, Energie, IG BCE) and the German Federation of Chemicals Employers' Associations (Bundesarbeitgeberverband Chemie, BAVC) also concluded their latest package of collective agreements in April 2010. Running for 11 months, it affects around 550,000 employees and employers in chemicals committed themselves to creating 9,000 new training positions for apprentices each year between 2011 and 2013.

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Annex - Questionnaire

Block 1: Mapping of the recent evolution (before and after the crisis) of the participation of workers in training at the workplace

Question 1.1: Is there any evidence that more/less enterprises are currently engaged in providing training for their workforce in the current economic crisis period than it was the case three years ago? If so, please provide it.

The term 'training' could relate to both: internal and external measures, such as for instance:

- On-the-job training
- Internal mentoring programmes
- Other forms of internal know-how exchange
- Sending workers to a provider of training
- Allowing for qualification related sabbaticals
- Other forms of training or qualification

Question 1.2: Is there any evidence that workers are participating more/less in training provided or supported by the enterprise (at the initiative of the enterprise) in the current economic crisis period than it was the case three years ago? If so, please provide it.

Question 1.3: What is the current profile of enterprises engaged in training activities for their employees? Is there any evidence that the profile of enterprises engaged in training activities for their employees is changing in the current economic crisis?. If so, please, provide it. (In your answer, please consider aspects such as sector of economic activity, firm size, ownership etc.)

Question 1.4: What is the current profile of workers attending or participating in training activities supported by their enterprises? Is there any evidence that the profile of workers attending or participating in this type of training activities is changing? If so, please provide it. (In your answer, please consider aspects such as gender, age, educational level, occupation, type of employment contract, etc)?

Block 2: Identification and (if possible) assessment of the most important existing/amended/new national policy measures or programmes devised by governments, Public Employment Services, social partners and any other organisations that aim to encourage training activities by enterprises at workplace level during the current economic crisis.

- Specific financial funds for cases of restructuring during the crisis and with an interest in training activities, with the aim to bring people into further employment (either within the same company/industry or into different activities)
- Advice and consultancy to enterprises on how to organise in-house training and/or how to find the most suitable external education provider during the crisis
- Financial support to training costs for enterprises in special difficulties because of the crisis

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• Financial support for targeted training activities at company level/group of enterprises, where this support has been specifically initiated after the economic crisis to help enterprises to better prepare for the next upswing of the economy.

- Further training activities linked with other employment related measures during the crisis, such as short-time working schemes, part time unemployment etc.
- Crisis-related support for training-related sabbaticals amongst employees.

Question 2.1: Please provide an overview of policy measures devised by governments (Public Employment Services) and/or social partners and other organisations intended to encourage training activities provided or supported by enterprises in order to help enterprises to better overcome the current economic crisis

Question 2.2: In-depth description of the most important policy measure devised by governments (Public Employment Services) and/or social partners and intended to encourage training activities provided or supported by enterprises in order to help enterprises to better be prepared for the upswing.

Block 3: Identification and (if possible) assessment of successful examples of training measures implemented by individual/groups of enterprises with the objective of updating workers' skills.

NCs are requested to describe 1-2 good examples of individual enterprises or groups of enterprises (i.e. clusters, enterprises located in the same region/locality) involved in training activities with the targeted objective of updating workers' skills or adapting the enterprise's workforce to new changes in the current economic crisis. These enterprises should preferably be those that have benefited from existing policy measures identified through the interviews with PES/GOV/SPs ... conducted for Block 2. Examples of training activities implemented by individual enterprises/groups of enterprises may include the following ones:

- Training activities during periods of restructuring
- Training-related sabbaticals
- Targeted training programmes at company level

Block 4: Mapping of the positions and views of social partners with regard to the existing public policy measures intended to encourage training during the recession

Question 4.1: What is the attitude/opinion of the social partners in your country on the importance and role of training as a successful tool for being prepared for the upswing? Do these positions vary much between the different social partners? Elements of agreement/disagreement between social partners. Please distinguish (if possible) between trade unions and employers organisations.

Question 4.2: Have the attitudes/opinions of social partners towards training significantly changed in the last 2-3 years as a consequence of the economic crisis?. Please report the main changes, distinguishing between trade unions and employers organisations

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