ReachOut

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Country Report Germany

Habitus-Sensitive Guidance for Working Persons in Underprivileged Milieus

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Table of Contents

1. Introduction

1.1. What is at stake?

Recent changes in the labour market pose a lot of challenges with different causes. Common changes are the so-called 'megatrends' that fundamentally affect entire economies and, secondarily, labour markets. These megatrends are mainly globalisation, digitalisation, climate change, and demographic and societal changes. Some of these trends result in incremental changes, while others are more disruptive or 'game-changing'. For instance, they affect the structure of the economy and the labour market, the design of industrial relations, and the proportions of forms of work, besides increasing the precarity of the balance between flexibility and security in the labour market.

All these changes in the labour market have an impact on the workforce. Workers need to respond adequately to remain competitive in the labour market. As widely cited in literature (Bremer, 2017a; Bremer, 2017b; Erler, 2014), education is increasingly becoming an important and strong determinant of employment and career.

With the aforementioned changes in the labour market, including its rising knowledge requirements, the approach to (adult) education and the willingness to be educated are becoming more essential. Through lifelong learning, an employee can be rewarded with a higher status and with more interesting and usually better-rated and better-paying work. However, this learning situation is affected by labour market situations and the status of specific working groups or the specific individual situations of employees and their access to information. Also, while lifelong education as such is becoming more and more a prerequisite for career success, other factors might carry more weight with regard to worker selection and allocation.

To address these concerns, access to continued information and education as well as to educational guidance can be perceived as comparative advantages of workers. Noticeably disadvantaged in this respect, however, are working people who could be described as belonging to underprivileged milieus or lower unterprivileged (Bremer, 2017b), where major barriers to lifelong education and training still exist. People from underprivileged groups mostly have lower education and skills levels but also demonstrate lower participation in further education and educational guidance.

1.2. The Erasmus+ project *ReachOut to the 'Left Behind' – Improving guidance for working persons from underprivileged milieus*

Responding to the challenges outlined in the previous section, the Erasmus+-funded project *ReachOut* (2022–2024) aims at the improvement of the adult education sector by enhancing the competences of adult educators and other adult education staff in offering and providing guidance to workers in underprivileged milieus for their special needs for orientation and empowerment, as well as creating upskilling pathways for such workers and increasing their adult education access and take-up.

Within the project framework, working persons from the underprivileged milieu are persons in the prime working age who have a less stable form of gainful work (e.g., a fragmented, precarious, low-paid, marginal or partly declared work). They have limited access to formal education and guidance, are low-skilled, may have a very low level of education and are functionally illiterate. They are often unconvinced, based on experience, that formal education and guidance can help improve their employment status, and they assume that the promise of advancement through further education does not apply to them. Some of these employees may be migrants or refugees, so they may have little knowledge of the national language or the applied systems in their host country.

The Erasmus+ ReachOut project is working under the assumption that education in general and adult education in particular are efficient ways of improving and extending access to adult training and upskilling. At the same time, the project is based on the fact that educational guidance professionals have to tackle the challenge of dealing with people in a changing society with changing needs for guidance and empowerment. Their challenges are not the same; on the contrary, large differences in their backgrounds, milieus and habitus can be assumed.

> ⓘ The general idea of the project is to display adequate guidance to individuals in accessing appropriate education and training opportunities in adult education and to give them a clear picture of the individual skills that they need.

The end-goal of the project is to extend the accessibility of, and increase participation in, adult education. The project intends to achieve it through focused guidance in, and well-designed support for, accession to appropriate education and training opportunities in adult education. Very important is the use of motivation strategies by adapting guidance offers to the target group of working persons from underprivileged milieus. What is essential in this process is that these working persons attain knowledge of the individual skills that they need.

The project works with three main direct and indirect target groups to improve the situation in educational guidance for working persons in underprivileged milieus. Those target groups are as follows:

A. **Guidance practitioners** and their organisations who are confronted with the challenges of working with persons from underprivileged milieus, whose habitus differs greatly from that of general guidance practitioners themselves (e.g., due to their different educational backgrounds).

B. **Working persons from underprivileged milieus** who are of the prime working age and who have a less stable form of gainful work (e.g., a fragmented, precarious, low-paid, marginal or partly declared work). They are low-skilled, may have a very basic level of education, are functionally illiterate and have limited access to formal education and guidance. Some of these working persons may be migrants or refugees and thus may have, little knowledge of the national language or systems applied in their host country.

C. **Governing actors** at the regional, national and European levels, such as stakeholders responsible for educational guidance and training as well as policy makers in the field of strategic programme development and funding.

The project is implemented by a European consortium composed of the following institutions with long-standing expertise in the fields of educational guidance, labour, and labour market and education policy, policy analysis, consulting and scientific research:

- ÖSB Social Innovation Gemeinnützige GmbH (AT) – leader of the project;
- bbb Büro für berufliche Bildungsplanung (DE);
- Andragoski Center Republike Slovenije (SI); and
- Research Institute for Labour and Social Affairs (CZ).

1.3. About this report

This report mainly describes and critically analyses the systems by which professional educational guidance is delivered to working persons from underprivileged milieus in all countries involved in the project. It also maps the state of the art related to the policy and practice of such guidance, and provides best-practice examples aside from addressing weak points. The analyses will be interpreted in the light of the latest social and political developments and will specifically respond to

current events connected to changes in the labour market and additional requirements in the labour market and guidance systems.

After outlining the general situation concerning guidance systems and the situation in each of the participating countries, this report will focus on describing the specific target group hidden behind the term *underprivileged milieus* specific to each partner country. Both the qualifications of the group and its quantification will be described.

Methodologically, this report is based on a comprehensive literature and data analysis, interviews with selected experts from science and practice (see the imprint) and selected good-practice examples.

This report will help to create a solid base for the identification of the status quo, key actors, potentials, and possible bottlenecks and challenges relevant for each country. On the basis of the outcomes of the particular national contribution, a Self-Study Manual ('Experience and Cases from Working with Working People in Underprivileged Milieus') and a Policy Paper ('Habitus Sensitive Guidance – Recommendations for Policy Makers') are compiled.

2. Situation of working people from underprivileged milieus

2.1. Defining the object of investigation

The concept of social milieus and habitus is developed by Pierre Bourdieu, who postulates that social milieus are characterized by different ways of life. Accordingly, people from the same milieu have similar conceptions and principles about how they want to live their everyday lives - as 'similar patterns of social practice' (Bremer, 2004, p. 264)[1]. From a subjective perspective, habitus describes 'the individual's attitude in the social world, his dispositions, routines, way of life, attitudes, and values' (Fuchs-Heinritz & König, 2014, p. 89)[2]. Individuals interpret and shape social reality through these complex patterns of thinking, perceiving, and acting (cf. Bremer, 2004, p. 264). Thus, the habitus is always milieu-specific and can be understood as an ''inner blueprint' of the milieu'[3] (Bremer, 2005, p. 57). This enables a more systematic and differentiated description of the society or external, formative environment.

Bourdieu (2018 [1987]) argues that the habitus cannot be discarded and can only be modified with enormous effort due to the specific patterns of thinking and acting that come with it. During socialization, the primary habitus is formed in the family. The position of the family in the social environment is decisive: the way of thinking, speaking, and behaving is 'socially inherited'. The secondary habitus is formed through socialization in school, where the primary habitus can be solidified. In summary, for work in educational guidance, one's habitus is strongly shaped by one's milieu of origin (Bourdieu 2018 [1987]).

In social interactions, the social environment, there are various necessities, constraints, resources, and opportunities that are distributed differently between social milieus. In his work 'Distinction. A Social Critique of the Judgement of Taste' (2018 [1987]) Bourdieu points out, that social inequality is essentially shaped by the distribution structure of capital in society. He distinguishes between cultural, social and economic capital. Cultural capital describes the incorporated cultural knowledge, skills and abilities of individuals, which are acquired through educational processes. The acquisition

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[1] translated from the German original: ‚sich ähnelnde Muster sozialer Praxis‘ (Bremer, 2004, p. 264)

[2] translated from the German original: ‚die Haltung des Individuums in der sozialen Welt, seine Dispositionen, seine Gewohnheiten, seine Lebensweise, seine Einstellungen und seine Wertvorstellungen‘ (Fuchs-Heinritz & König, 2014, p. 89)

[3] translated from the German original: ‚innere[r] Bauplan‘ des Milieus‘ (Bremer, 2005, p. 57)

of cultural capital (education) is largely determined by one's own origin (family, upbringing and growing up in a certain milieu) and associated practices. Social capital refers to the social relationships of individuals, such as friendships, relationships of trust, acquaintances, or business connections, which increase the probability of gaining support, mutual esteem or inclusion through the social environment. Economic capital, on the other hand, includes all forms of material property. (cf. Fuchs-Heinritz & König, 2014, pp. 129-133) The acquisition and the form of capital vary depending on the social milieu. This implies that people, depending on the capital available to them, have different possibilities for action. The types of capital acquired through socialization (social, cultural, and economic capital) are very formative for the life course of individuals (Bourdieu, 2018 [1987]).

Lamont and Lareau (1988) understand cultural capital as a reciprocal resource and as the basis for social selectivity. Theoretical approaches to symbolic boundaries can be used to consider class- and milieu-specific inequalities. By symbolic boundaries, Lamont et al. (2015) refer to those boundaries that lead to the inclusion or exclusion of people, groups, or things. Boundary processes, distinctions, and categorizations are created by, among other things, normative expectations, cultural attitudes, and practices, hence by dislikes or preferences (Lamont et al., 2015). Lamont (1992) uses interviews with upper-middle class professionals and managers in France and the United States to show that both cultural and symbolic boundaries vary, and ascriptions of meaning can be defined differently both in a national context and by class and milieu (Lamont, 1992).
Boundaries are defined along three criteria: moral concepts, socioeconomic success, and cultural capital. Moral boundaries are based on notions of honesty, attitudes towards employment, and integrity. Socio-economic boundaries are set along internalized assumptions about an individual's social positioning in terms of property, power, or wealth. As well, success in one's profession or gainful employment is considered a decisive criterion for higher esteem in that field. Finally, cultural boundaries are defined in terms of education, intelligence, cultural preferences, and tastes (Lamont, 1992). In summary, this refers to social selectivity in (educational) guidance processes and to different attributions of meaning to work and (non-)education in the respective milieus.

If the habitus of guidance practitioners and guidance applicants is considered, strong differences between persons from underprivileged milieus and guidance practitioners become apparent. Typically, despite different educational backgrounds, guidance practitioners belong to the post-material milieu (approx. 12 % of the population in Germany and 10 % in Austria) or the adaptive-pragmatic middle-class milieu (approx. 12 % of the population in DE and AT) (SINUS Institute, 2021). Individuals from the underprivileged group often belong to the precarious milieu (approx. 9 % in DE) and the consumerist base (approx. 9 % in AT). They are characterized by lower levels of education and qualification as well as lower participation in educational guidance (Bremer, 2017). In addition, a high proportion has a migration background. People in a particular social milieu are similar in their preferences and attitudes regarding work and education, among other things (Vester et al., 2001).

2.2.   Working people from the underprivileged milieu in European Union

To illustrate the situation in the EU and in selected countries, data from EU-SILC are used. These allow a representation of the share of employed persons at risk of poverty depending on the level of education. The following Figure 1 shows the clear correlations of low educational level with the risk of poverty. Individuals with less than primary, primary, and lower secondary education are most at risk of poverty despite being employed. In 2020, the lowest rate was in Slovenia, at 7.6 %. Other selected countries were close to the Union average. The at-risk-of-poverty rate was 15.4 % in the Czech Republic, 16.9 % in Germany, and 17 % in Austria.

Figure 1

In-work at-risk-of-poverty by education level (2020)
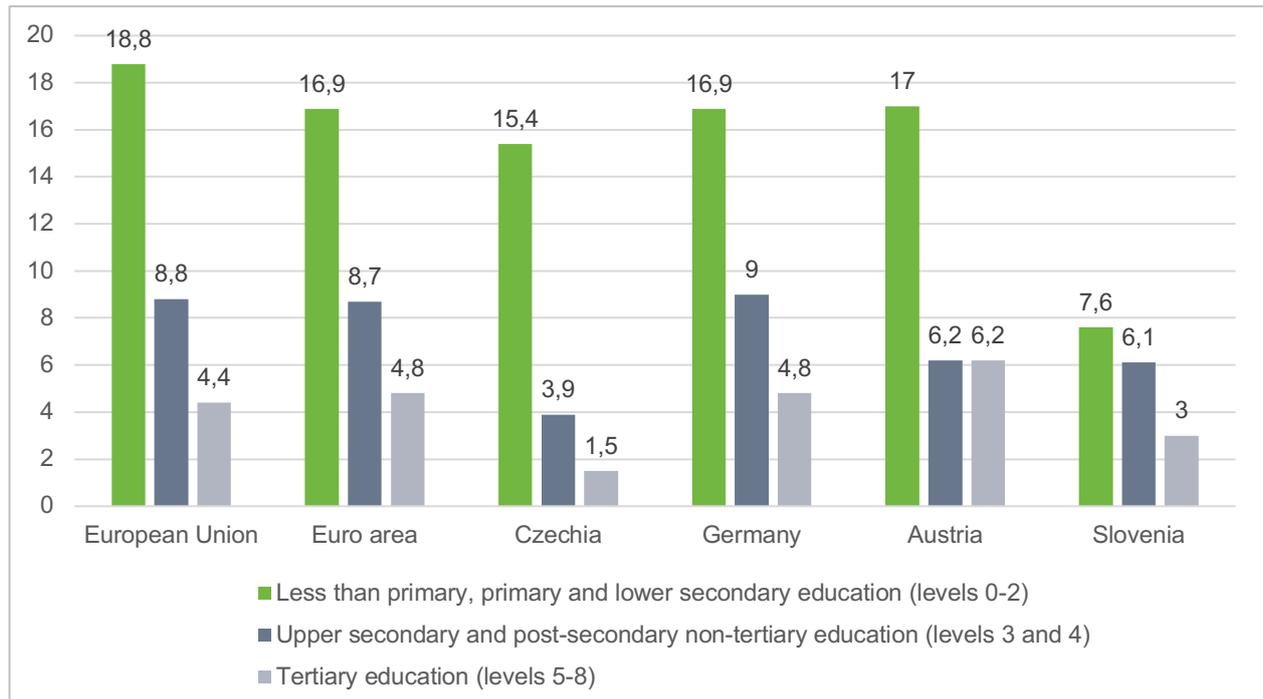
Source: Eurostat, 2022

The proportion at-risk-of-poverty does not decrease linearly with increasing levels of education. At higher levels of education, a difference is observed between the category with the lowest level of education and the other two categories (in 2020, only Slovenia is an exception to this pattern). This finding underlines the importance of qualifications and skills for people from underprivileged milieus. Looking at the previous years, it can be seen in Figure 2 that the rates for people with upper secondary, post-secondary and tertiary education (two higher categories) are quite stable. In the category with the lowest educational level (which is the most relevant for this project), a stronger volatility can be found.

Figure 2

In-work poverty of lowest educational category (2016-2020)
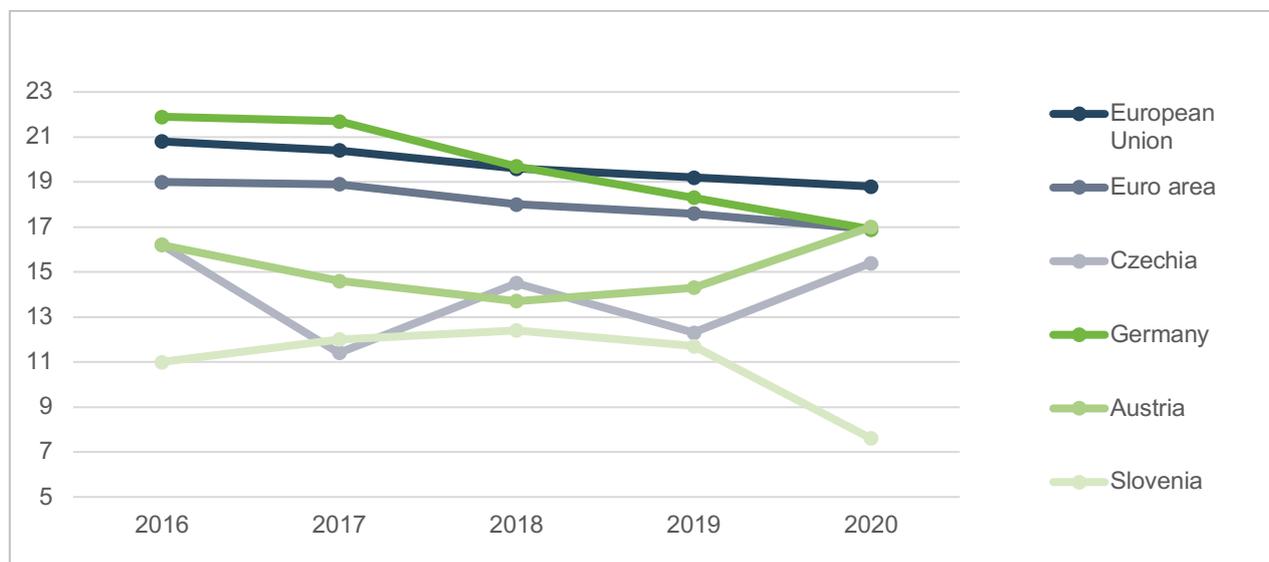
Source: Eurostat, 2022

In the period from 2016 to 2020, working poverty in Germany fell by 5 percent, which is approximately the same level as in the EU and the eurozone. In contrast, the Czech Republic, Austria, and Slovenia experienced stronger dynamics, especially in 2020, the first year of the COVID-19 pandemic. The recorded changes were influenced by the applied social and pandemic policies in terms of compensation.

When comparing and interpreting these data, it should be (critically) reflected that national specificities have to be taken into account in all selected countries. To enable a more differentiated analysis of the situation of employed persons from underprivileged milieus, the situation in Germany is described in detail in the next subchapter.

2.3. National situation of working people from underprivileged milieus

The social selectivity of the education system and of participation in adult education guidance services has been described for years as a central feature of the German adult education system. In particular, people with underprivileged backgrounds face barriers with regard to institutional education and adult education (cf. Bremer, 2017, p. 3). Although this group is very heterogeneous, the people in it demonstrate some common social and cultural characteristics, such as 'origin from families with a low social status, low educational and professional qualifications with employment in corresponding sectors, sometimes precarious professional and family circumstances [and] sometimes [residence] in disadvantaged neighborhoods' (Bremer et al., 2015, p. 17). In addition, they may have a migration background (cf. Bremer et al.). This report focuses on underprivileged employees in this group. These are described below on the basis of empirical studies on their living conditions, employment relationships and participation in adult education. The term *underprivileged* is used to describe employees who have a low income, are in a precarious job and have little education and other qualifications.

According to the European Union Statistics on Income and Living Conditions (EU-SILC), in 2021, 20.1 percent of Germany's population was at risk of poverty and social exclusion.

Population at risk of poverty and social exclusion: 'Sum of persons at risk of poverty or suffering from material deprivation or living in households with very low employment'. All persons are counted only once, even if they are represented in several sub-indicators. Persons at risk of poverty are those with an equivalised disposable income below the at-risk-of-poverty threshold, which is 60% of the national median equivalised disposable income (after social transfers). Material deprivation 'includes indicators of economic strain and durables. People experiencing severe material deprivation have severely limited living conditions due to lack of resources and are unable to pay for at least six of the following nine expenses: i) rent and utilities, ii) adequate heating of the dwelling, iii) unexpected expenses, iv) a meal with meat, fish or equivalent protein intake every other day, v) a one-week holiday elsewhere, vi) a car, vii) a washing machine, viii) a colour television or ix) a telephone. Persons aged 0–59 living in households where the adults (aged 18–59) worked less than 20% in total in the previous year are considered to be living in households with low employment' (Eurostat, 2022, n.p.).

With regard to the group of employees, the EU-SILC data show that in 2021, one-tenth (10.2 %) of all employed persons in Germany were at risk of poverty and social exclusion. This figure has fluctuated slightly since 2015, as shown in Figure 3. In comparison with other EU countries, however, Germany is in the middle. For example, Finland and the Czech Republic have significantly lower numbers (3.2 % and 3.9 %, respectively), whereas Romania has the highest number of employees at risk of poverty and social exclusion (24.1 %).

Figure 3
*Employees at risk of poverty and social exclusion in Germany in 2015–2021 (in %)*

Source: Analysis based on EU-SILC (Eurostat), data code ILC_PEPS02N

Employees with a low educational level (*Niedriger Bildungsabschluss*) have a higher risk of falling into working poverty in Germany. According to EU-SILC data, the at-risk-of-work-poverty rate for employees with a low educational level (International Standard Classification of Education (ISCED)-2011 levels 0–2) was 18.5 % in 2021, which is significantly higher than the rate for employees with a medium or high educational level (*Mittlerer / Hoher Bildungsabschluss*).

Figure 4
Working poverty rate of employees in Germany by educational level in 2021 (in %)
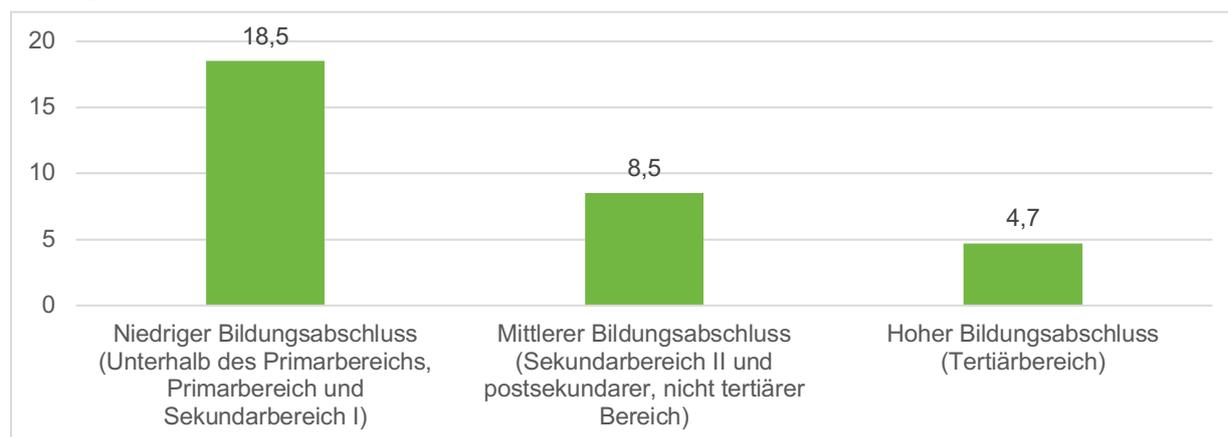
Source: In-house evaluation based on EU-SILC (Eurostat), data code ilc_iw04.

The results of a study by Eichhorst et al. (2019), which focused on the low-skilled (as part of the group of underprivileged employees), showed that from 1985 to 2016, there was an overall decline in the share of the low-skilled in the employable population (cf. Eichhorst et al., p. 22). 'The increased participation of the low-skilled in working life is, however, accompanied by a larger share of low-paid employment as well as more frequent occupational activity within the framework of atypical contracts' (Eichhorst et al., p. 8). In recent years, fixed-term contracts and temporary work in particular have increased (in West Germany, from 3 % in 1985 to 10 % in 2016; cf. Eichhorst et al., p. 26). At the same time, the share of low-wage workers is significantly higher than that of medium-skilled workers and has risen in recent years (in 2016, it was twice as high as the share of medium-skilled workers; cf. Eichhorst et al., p. 29). The results of the study also showed that 'marginal part-time work is an important but rather unstable form of employment for low-skilled workers in the German labour market. It is not only associated with low earnings, but also tends to increase and prolong dependency on social benefits. The chances of stabilising employment and acquiring skills are likely to increase if longer working hours are achieved. The promotion of career advancement thus presupposes more employment beyond the marginal, especially among the low-skilled' (Eichhorst et al., p. 84).

Dettmann et al. (2021, p. 62) showed, based on the Institute for Employment Research (Institut für Arbeitsmarkt- und Berufsforschung) Establishment panel (Betriebspanel) 2020, that low-skilled

persons are unequally distributed across the different economic sectors (cf. Figure 5). Low-skilled persons are most frequently employed in the 'accommodation and catering' sector.

Figure 5

Requirement levels for activities in various companies according to sector in 2020 (in %)
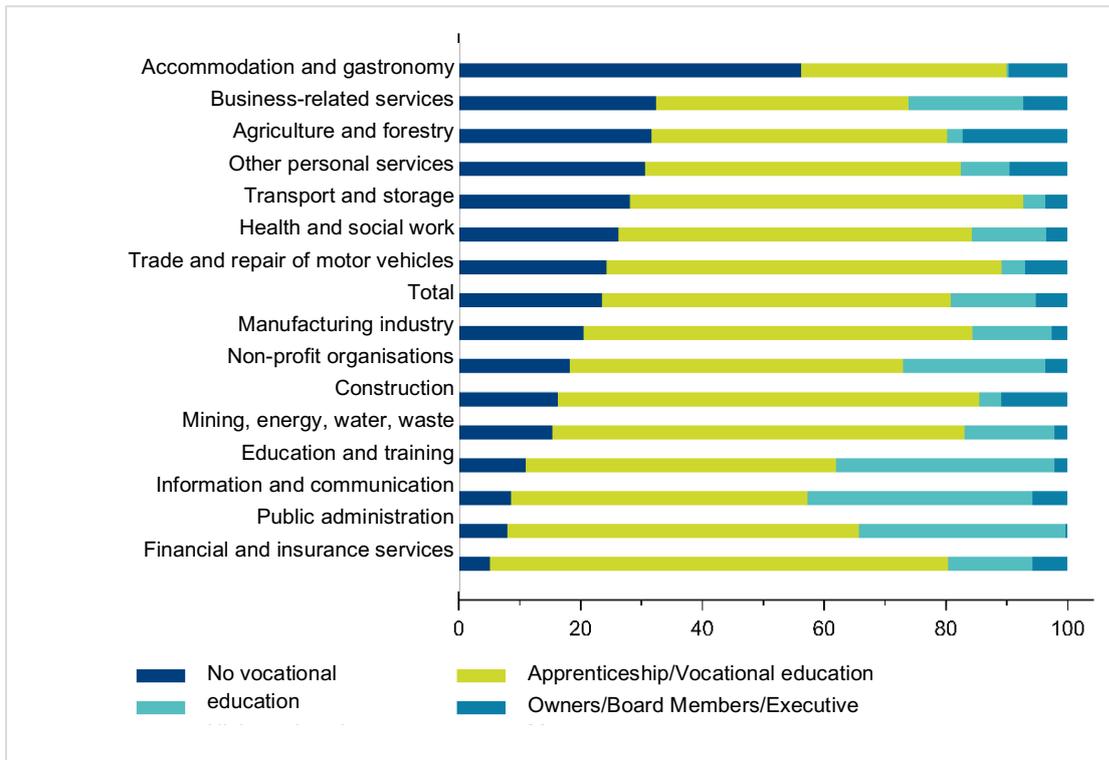
Source: Dettmann et al. 2021, p. 62, own translation

Jaenichen (2022) stated that this largest area of activity of the low-skilled (accommodation and catering) was particularly strongly affected by the pandemic and that minimum-wage employees were more often affected by lower household incomes during the pandemic than other wage groups (cf. Jaenichen, p. 56f).

Both the Adult Education Survey (AES) and the National Education Panel (NEPS) study provided information on aspects of the participation of underprivileged employees in adult education in Germany. For example, the results of the AES (Trend Report of 2020) showed that only 39 % of all adults with a low school-leaving qualification (*Hauptschulabschluss* or below) and only 44 % of all adults with a low vocational qualification participate in adult education (cf. Bilger & Strauß, 2022, p. 36). Thus, such participation is related to the level of education.

In addition, analyses of the NEPS study results indicate that both the frequency and the content of adult education vary greatly depending on the population group (cf. Trahms et al., 2021, p. 1). Low-skilled workers participate significantly less often in non-formal adult education. Participation in informal learning is also significantly lower among the low-skilled than in the population as a whole (cf. Trahms et al., p. 10).

However, participation in adult education is not unconditional; a number of decisions have to be made before participation takes place. An important area of support in this process is guidance. Therefore, the needs and preferences of underprivileged employees with regard to guidance must be considered. For this purpose, selected aspects of a qualitative study conducted by the Organisation for Economic Co-operation and Development (OECD) (2022) are presented. The results of the interviews with low-skilled workers showed that they are 'generally satisfied with their work and do not feel a strong urge to change their job or profession or to develop professionally' (OECD, p. 2). However, they would like to improve the quality of their working conditions, such as

through more days-off, better work–life balance, less work-related stress, more time for further training or more fulfilling tasks. Most of the interviewees stated that 'in principle, they would like to learn more and develop their skills further' (OECD, p. 3). Barriers that prevent the low-skilled from adult education include the lack of knowledge about guidance and adult education opportunities, language barriers for people with a migration background, age or lack of support from the employer (cf. OECD, pp. 3–5). 'A particular challenge when working with the low-skilled is that they often see themselves in a comfortable or at least acceptable situation thanks to their job, even though this is in fact often precarious and vulnerable to changes in the labour market. In many cases, they seem unaware of the risks ahead, which prevents them from finding out about career development opportunities. Often, for example, plant closures or redundancies for operational reasons therefore catch them unprepared' (OECD, p. 3).

In summary, it has become clear that the proportion of the population in Germany that is at risk of poverty and social exclusion is relatively large, at around 20 %, and not a marginal group. From a spatial point of view, the group is very unevenly distributed (from Stuttgart, 13.3 % to Bremen, 26.5 %). One characteristic of this heterogeneous group is that they are more often affected by or at risk of working poverty. Their socio-demographic characteristics, such as their origin, low educational and professional qualifications, precarious employment (marginal employment, temporary work, part-time work, etc.) and employment in specific economic sectors (that are currently particularly affected by the pandemic) occur in a concentrated way. The group seems to be rather satisfied with their job as a whole, which is why they seem to feel little need for adult education, although they cannot always be aware of adult education opportunities, and these are rather limited in their jobs. At the same time, however, there is interest among them in improving the quality and framework conditions of their employment relationships.

After the group has been presented socio-demographically, the educational guidance system in Germany is described in the next section, and challenges arising from the situation of the target group are named.

3. Resulting challenges for the Guidance System

3.1. Structure of the Guidance System

Guidance in Germany is a part of the education system. Accordingly, the education system will first be briefly explained before the field of guidance is outlined with its structures and services.

The basic structure of the German education system is divided into the following hierarchical areas: the elementary level (day care centres); the primary level (primary school: grades 1–4); the secondary level I (lower secondary schools, schools with two or three courses of education such as lower secondary schools, upper secondary schools, middle schools, secondary schools and upper secondary schools: grades 5–9 and 10); the secondary level II (upper secondary schools: grades 5–9 and 10); the upper secondary level (*Gymnasien*, *Fachoberschulen* and *duales System*: grades 10 or 11–13); the tertiary level (colleges and universities and *Fachhochschulen*); and further education (general, vocational and academic education). Despite this nationwide structure, the types of schools vary among Germany's 16 federal states. The Standing Conference of the Ministers of Education and Cultural Affairs of the federal states in Germany (*Kultusministerkonferenz*) is responsible for coordinating education policies in the federal states to achieve a certain degree of comparability across the federal states despite existing differences.

Guidance plays a crucial role in all areas of the German education system and is described as a key element of pedagogical practice (Giesecke, 2015). Guidance for disadvantaged workers, which is the focus of this project, is primarily assigned to the area of adult education.

The structures of guidance in Germany can be described as diverse, complex and, sometimes, confusing. For a long time, a distinction was made between educational and adult educational guidance (in the education system) and career guidance (in training, occupations and the labour market). Due to the increasing importance of lifelong learning as a result of global challenges such as demographic changes and the digital transformation, such distinctions are becoming less important. Instead, the focus is on integrative guidance concepts that take a cross-sectoral view of the entire lifespan of an individual (cf. Schober & Lampe, 2022, pp. 6f.). The structural heterogeneity of guidance is also attributed to the principle of subsidiarity in the German education system, which represents an organisational principle from the combination of the state and the market. This can be discussed as both beneficial and problematic with regard to the heterogeneity of guidance services and structures. For example, the OECD (2021) stated that plurality, on the one hand, promotes target-group and sector-specific guidance, but on the other hand, the system is 'difficult for individuals to understand and hinders equal opportunities between regions' (OECD, p. 15). According to Schiersmann (2021), guidance services in rural regions, for example, are much less comprehensive than in large cities and metropolitan areas, which highlights the challenge and necessity of a comprehensive networking of services (cf. Schiersmann, p. 35). The heterogeneity of the guidance landscape is also a result of the varying legal and institutional responsibilities in the education system between the federal government, the federal states and the municipalities. To enhance the transparency of guidance-services, numerous networking initiatives have been launched in recent years to contribute to the improvement of exchange and coordination at the national, regional and local levels. One example of this is the federal programme of continuing education and training (CET) networks (*Weiterbildungsverbünde*), a networking initiative between companies (with a focus on small and medium-sized enterprises), actors in the CET landscape and social partners, among others, to increase participation in CET in companies. Although comprehensive evaluations to assess the current success of the CET networks are still pending (cf. Bundesministerium für Arbeit und Soziales (BMAS), 2022, n.p.), older evaluations (Alke et al., 2013) pointed to a high potential and future success.

After entering working life, adults in Germany have access to a wide range of educational and career guidance services, which can only be described briefly due to the given framework of this study. Such services include lifelong guidance provided by the Federal Employment Agency (*Bundesagentur für Arbeit*, BA) and its regional agencies; guidance services provided by municipalities; guidance provided by chambers, business associations and social partners; private career guidance; and coaching and organisational guidance.

In summary, the federal government is responsible for out-of-school vocational education as well as labour market, employment and social, with their respective guidance services. The largest nationwide guidance provider for employed adults and employers is BA, which offers guidance as well as labour market and qualification guidance for companies. With regard to the results of Käpplinger et al. (2017) within the framework of the AES survey 2016, the satisfaction of the German population with the guidance services of the BA (category: Employment Agency/Job Centre/ARGE) is below average at 69 % compared to their satisfaction with independent guidance providers (83 %; cf. Käpplinger et al., p. 261). One explanation for this could be the dual role of the BA as a control and sanctioning body, on the one hand, and a guidance provider, on the other hand. Compulsory guidance is 'often viewed critically by people and associated with low expectations. The corresponding expectations and self-motivation can be higher in the case of voluntary guidance' (Käpplinger et al., pp. 261f).

In addition, the Information Telephone for Guidance Practitioners (*Infotelefon Weiterbildungsberatung*) of the Federal Ministry of Education and Research (BMBF) provides information and advice on adult education opportunities throughout Germany. Social partners, for example, the Chambers of Industry and Commerce (*Industrie- und Handelskammer*), professional associations or trade unions, adult education centres (*Volkshochschulen*) and other educational

institutions also offer guidance services nationwide and at the federal state level. However, the guidance services can differ greatly between the individual federal states and their municipalities depending on the provider and the degree of their institutional independence.

The 16 federal states are responsible for the school and higher education system and primarily for (general) adult education, with their respective guidance services. The most central guidance services for employed adults at the federal state level are summarised in Table A1 (see the Appendix). In addition, municipalities offer guidance, mainly through funded pilot projects, and implement measures to increase participation in guidance (cf. Schober & Lampe, 2022, pp. 7f) 'Various federal states have adopted subsidy regulations for the use of CET, which often requires guidance, e.g., the education premium (*Bildungsprämie*) in Hesse (www.bildungspraemie.info/de/hessen) or the education cheque (*Bildungsscheck*) in North Rhine–Westphalia (www.mags.nrw/bildungsscheck)' (Schiersmann, 2021, p. 22).

The guidance services offered by the federal government, federal states, and local authorities (see the Appendix) are supplemented by 'private providers, freelance career counsellors and target-group-specific services, which are mostly carried out on behalf of the public by charitable and non-profit organisations' (Schober & Lampe, 2022, pp. 7f).

These general services are differentiated more widely in Germany for specific target groups, with their respective needs. For example, the network *Integration through Qualification* (IQ Network), which is financed by BA and coordinated by the Central Office for Skilled Crafts (*Zentralstelle im Handwerk*), offers specific guidance for migrants. The aim is to 'improve the professional situation [...] through guidance, qualification and skills assessment, and to provide support in setting up a business' (Schiersmann, 2021, p. 33). The guidance services for population groups in particular need of support often aim to be particularly low-threshold; and some model projects, services and programmes have been established that follow the approach of outreach guidance (i.e., the target groups are visited or actively approached in their respective living environments on-site). For example, in Berlin, the so-called 'learning shops' (*Lernläden*) were set up in 2003 as part of the federal project *Learning Regions – Promoting Networks* (*Lernende Regionen*) for the target group of people disadvantaged in the labour market. People are sought out in their personal environment to promote their confidence and awareness of adult education (cf. Schiersmann, pp. 32f.)

3.2. Description of the situation, challenges and trends of the Guidance System

The focus so far has been on describing the situation of the target group and the guidance landscape in Germany. In this sub-section, after outlining current challenges and trends, educational science and the education policy perspective on challenges and trends in the guidance system, the perspectives of two guidance practitioners and of a guidance expert (who are expressly thanked at this point for contributing their valuable expertise) are presented in detail. The focus is explicitly placed on the target group of disadvantaged employees and the approach of habitus sensitivity and outreach guidance.

Guidance (in adult education) is currently highly relevant at the level of education policy in Germany, which has been strengthened not least by the adoption and implementation of the National Strategy for Adult and Continuing Education (*Nationale Weiterbildungsstrategie*) and the Qualification Opportunities Act (*Qualifizierungschancengesetz*). The comprehensive expansion of guidance services across the entire lifespan, the creation of transparency about CET and guidance services and (low-threshold) accessibility for all people are seen as central focal points and challenges in guidance in Germany at the education policy and association levels (cf. BMBF & BMAS, 2019; European Commission, 2020; Nationales Forum Beratung (NFB), 2020; OECD, 2021). External societal factors in the form of change processes, such as demographic changes, digitalisation,

globalisation and changes in the labour market, also underpin the relevance of guidance (cf. *Autorengruppe Bildungsberichterstattung*, 2020, pp. 25–46). Nierobisch (2014) named the need to professionalise guidance staff and adapt their skills to these changes as a further central challenge (cf. *Autorengruppe Bildungsberichterstattung*, p. 82).

The expansion of the concept of education and learning with regard to lifelong learning also points to the particular relevance of the fit between the guidance practitioner and the guidance applicant as a goal and challenge of guidance. Bremer (2017) stated that the guidance landscape in Germany does not catch all people and is more accessible to people from upper milieus, thus necessitating low-threshold access and accessibility, especially for people from unprivileged milieus (cf. Bremer, p. 7). For example, the Education Report 2020, which focused on the low-skilled, also postulated an increased demand for needs-based services for people with a low educational background. Eichhorst et al. (2019) also concluded in their study on the situation of low-skilled workers that the qualification of unprivileged employees 'is a question of accessibility, active participation and thus, of guidance and support' (Eichhorst et al., p. 83). Thereby, the diversity of existing barriers for people from different milieus must be emphasised (cf. Bremer et al., 2014, pp. 16f).

To address these target groups, there is a need not only for barrier-free, lifeworld-related accessibility but also for transparency about the institutional structures and offers of guidance (cf. Eichhorst et al., p. 12). This central challenge is also indicated by the results of the AES from the year 2020, according to which a downward trend with regard to the transparency of adult education opportunities can be observed at the same time as a rising desire for (more) guidance (cf. Bilger & Käpplinger, 2022, p. 27).

In this context, work with the milieu approach, which understands guidance as the social setting, is highlighted as particularly profitable for increasing the participation of target groups that are difficult to reach (cf. Bremer et al., 2014, p. 9). The concept of outreach guidance is currently particularly important (cf. Kleemann–Göhring, 2022, p. 1). Outreach guidance incorporating habitus sensitivity (Sander, 2014) contributes to the reduction of existing barriers by being integrated into the life reality of the guidance applicants (cf. Bremer, 2017, p. 3f). In this way, it is more likely to succeed in creating a trusting pedagogical guidance relationship (cf. Bremer et al., 2014, p. 19), also by breaking down and rethinking traditional learning environments (cf. Bremer et al., 2015, p. 26). The current OECD report on the structures and status of adult education and guidance in adult education in Germany also recommends focusing even more on the approach of outreach and mobile guidance to reach people from underprivileged milieus (cf. OECD, 2021, p. 12). Therefore, it no longer seems appropriate for the German guidance landscape to offer only one form of guidance but to offer a variety of guidance options (telephone, web, databases, video, chat and social media) in different environments and to encourage those seeking guidance to use them (cf. NFB, 2019, p. 4).

The empirical insights from the expert interviews are presented next, which explicitly refer to guidance-relevant aspects of the target group. The **structure of guidance services** is described and evaluated as follows. Overall, the importance of cooperation is emphasised. This is important to allow the guidance providers to know where guidance applicants can be referred to in good conscience. Another important aspect is interdisciplinarity, especially pedagogy, social work or psychology, as the problems and challenges are often complex and require multi-professional support. However, cooperation is important not only between organisations (day care centres, family education centres, etc.) but also with so-called *bridging people*, such as intermediaries or persons of trust. These can be people from the target group who have already had positive experiences with education or people whom the target group will trust. It is important to qualify and value these people (which also implies remuneration). From project experience, however, there is a high fluctuation in this field, which is why their retention is described as a challenge.

BA, as a central guidance actor. is valued as a cooperation partner, although at the same time, attention is drawn to different institutional logics within BA, which are problematic for the target group (cf. Chapter 3.1).

The structure of guidance services is criticised with regard to its insufficient and often lacking basic structural funding. There are funding possibilities, for example, through the current adult education law in Northrhine Westfalia (NRW; innovation flat rate), but this is also not an explicit programme to support the target group. It is important for a good offer to have constant personnel, as access is possible only if the target group has confidence. Since the target group usually has negative experiences with institutional education and guidance, this is achieved at the personnel level. Since trust is built up through relationships and takes time to develop, the guarantee of staff continuity is a central aspect here. Otherwise, the provider structure—in NRW, for example—is well positioned, as there is a comprehensive network, also through the *Gesellschaft für innovative Beschäftigungsförderung* (GiB; see also Chapter 4).

Good **access to the target group** is possible, for example, through family-related topics (family and parental education programmes), and trust can be built, for example, through day-care centres. Here, too, the importance of networking becomes clear. Classical advertising hardly works with the target group, as they lack research skills, for example. Regionality and public relations are important here, as are tips and recommendations from family or friends. Another means of access is personal advertising (of in-house guidance services but also of cooperation partners) of adult education courses and events in one's own institution, towards the end (of longer courses) of which a basis of trust is usually created, which can be built on well. Finally, access is also made possible through follow-up work in the sense that after guidance, the guidance practitioners actively ask the guidance applicants whether their concerns could be clarified. Even though this is often performed, sometimes follow-up guidance will be necessary. In longer guidance processes, it is considered motivating when small and measurable goals are formulated together. It is also important for access to enable a setting in which the target group really wants to further their education. Here, personal and direct contact with the lecturers, on the one hand, and with the learning group, on the other hand, is very important to break down barriers due to possible negative experiences with teachers and with classmates from school. This requires presence, as it is hardly possible in digital settings.

The **needs of the target group** are usually not primarily of a work-related nature. There is often a problem of fit between the specific goals of the provider or agency and the needs of the guidance applicants. Institutionally, there are often objectives that do not fit the needs of the guidance applicants or fit them only to a limited extent. These objectives are often seen in the areas of life support and social work, which can also be seen as prerequisites or preconditions for achieving institutional goals, for example, in the case of health problems. With regard to the didactic design of adult education, there is a great need to make it practical and to present the learning setting before participation in order to create transparency and break down barriers. In the professional context, it is also important to have a concrete reference to the workplace.

Members of the target group have a wide range of work experience and find themselves in many different life situations. Accordingly, educational needs in the group are very heterogeneously distributed and individually different, although independent learning and self-organisation are difficult for many. As a rule, needs are very concrete, which also leads to a very short guidance period. More abstract topics, such as 'What do I want to achieve in my life?', 'What suits my personality?' and others are more likely to be actively brought up by more highly qualified people. Overall, there is a great need for continuity in the offers, whether conceptually or personally, which is why a fixed and structurally supported guidance network is elementary.

The possibilities of digitalisation for the target group are overestimated in the general discourse. There is often a need for more basic qualifications, such as opening email attachments. This is not distributed age-specifically.

Very often, the target group has **multiple barriers and a so-called *twofold distance***. This means that biographically, negative experiences of failure in institutional educational contexts have often been made with learning and education; but also, on the part of the institutions, for example, the location of the buildings and rooms is at a distance from the living environment of the target group. (For example, a large glass lobby can be perceived as threatening because it creates many opportunities for observation.) The staff there also usually come from different milieus and have different expectations. Against this backdrop, outreach education work offers special potential to reach out to individuals through access in a 'normal' environment (e.g., in the workplace, on the playground or in a café) and avoids significant barriers. Another barrier mentioned is a lack of knowledge, especially with regard to funding opportunities. If this is lacking, the guidance applicants hardly regard various further education and training opportunities and the associated need for guidance as options for action.

One **goal of guidance** of the target group is to support the guidance applicants in the learning process for softening barriers regarding education so that they can develop a positive sense of self-will and of the relevance of the offers for themselves. Within the group of employed people, job security is often a goal, whereby the guidance does not always take place voluntarily, for example, if qualification is required by the company. Especially then, further education can be perceived as a constraint and can be closely linked to a negative educational biography.

Whether these goals are **achieved**, that is, whether guidance is effective, can hardly be reliably determined because there is often a lack of information. Effects are often not directly recognisable and difficult to measure. Critical feedback is also very rare in the evaluation of guidance, which is explained by the fact that this is rarely normal everyday practice among guidance applicants. Furthermore, the effects of guidance are often delayed, and personal changes are more difficult to grasp and articulate, which makes measuring them even more difficult. Internal monitoring allows for the collection of quantitative statistical data, but they are of limited significance in terms of quality. A very positive practice in relation to the gathering of information on effects is the obtaining of permission to contact guidance applicants for follow-up work and guidance, where cases are placed on resubmission if necessary. For about 10 % of the guidance applicants, further contact would result. With regard to evaluating guidance effectiveness, it is important that the underlying understanding of education and guidance be considered, as the understanding of and criteria for 'good' education differ greatly between different target groups.

The **current challenge** for guidance of the target group, combined with the shortage of skilled workers, is seen as the high time pressure in the daily business of work. Despite acute training needs, some guidance practitioners cannot be released because the daily business is so urgent, although there is basically a high willingness to release them.

The special importance of **habitus sensitivity for guidance** of the target group is seen in the fact that sensitivity to different attitudes, values, life worlds and so on can be enabled to better understand the guidance applicants and to make the target group aware of the importance of educational opportunities. For example, an adult who gives a child cola and crisps could be perceived as caring for the child (the child directly reports joy back), or the action could be seen as unsuitable (i.e., as having a possible negative effect on the child's health). An offer that is perceived as *caring* is more likely to meet with a response. The potential of the concept of habitus sensitivity guidance is seen in its ability to compensate for the differences in the interpretation to a certain extent. Even without explicit knowledge of the concept of habitus sensitivity, the importance of the relation to the lifeworld of the individuals is emphasised. The importance of the guidance practitioners' experience in the guidance applicant's lifeworld is emphasised, whether through previous activities in similar companies or through job shadowing. Here, the guidance practitioners can get to know the behaviour of the guidance applicants in their everyday life and concretely in professional situations, which can be very different from their behaviour in guidance situations. To

make this possible, an appropriate time frame for the guidance practitioners is required. Outreach work is particularly suitable for more in-depth guidance needs, which can be better discovered here. This is why it is profitable to go into the companies. In the pandemic, outreach guidance was difficult. The target group rejected the shift to the digital world, for example, because of the risks to their privacy.

In connection with habitus-sensitive guidance, however, a certain need is seen for further training of guidance practitioners as well as for their willingness to become involved and, if necessary, to work on their attitude. The basic goal of habitus-sensitive guidance is to raise awareness of social inequality. Due to the complexity of social inequality, understanding it in education and training contexts can be seen as a challenge. However, this is often already well developed among pedagogues because of disciplinary socialisation.

In summary, it should be noted that the structure of the guidance system in Germany is very heterogeneous and multiple and differs from federal state to federal state. Therefore, a central challenge is seen in making the system clearer and more transparent. To achieve this, cooperation structures have emerged in recent years, such as continuing education and training networks (*Weiterbildungsverbünde*), which can promote transparency. The legal responsibilities for guidance in adult education, occupation and employment are divided between the federal government, the federal states and the local authorities, with the federal government being responsible for non-school-based vocational education, and the federal states, for general adult education. Adults have multiple guidance options and services at their disposal. The largest provider nationwide is BA, although its structures can be critically discussed, for example, as those of a funding and control body. In addition, there are multiple offers from the federal states, municipalities, social partners and private providers. What is striking about the multiple guidance services is that they are often organised in the form of projects and are therefore limited in time (see also Chapter 4). The formats of guidance are also multiple, with an increasing mix of face-to-face and telephone, video and/or chat guidance being offered. Overall, there is an increasing focus on guidance concepts that consider the entire lifespan (i.e., lifelong learning) and not only transitions between phases in life.

In view of the challenges and trends in the guidance system that have been identified, guidance is currently attributed a high relevance in education policy (i.e., in the National CET Strategy and Qualification Opportunities Act). In addition, the empirical results of the AES survey indicate that there is a general desire for more guidance (Bilger & Käpplinger, 2022). Further research results (Bremer et al., 2015) showed that the guidance landscape tends to be more suitable for upper milieus, which is why a central challenge would be to include the entire population. Here, low-threshold offers and approaches of habitual or outreach guidance are gaining importance. They focus on the (social) fit between the offer and the target group. It also becomes clear that participation in education and guidance is not only the responsibility of individuals, but that participation is also socially constituted. Accordingly, a twofold distance from education is assumed here: individually, due to biographical educational experiences, and institutionally, due to the lack of fit between what is offered (i.e., the architecture, staff, approach, topics, etc.) and the lifeworld of the guidance applicant. The concept of habitus sensitivity offers the possibility of sensitising the guidance practitioners to such social inequalities that can have an impact on the guidance situation. The results of the interviews also showed that the problem situations of the guidance applicants are multidimensional and that, in addition to educational needs, problem situations are also addressed in ways that require interdisciplinary treatment. However, this implies that the guidance practitioners should be trained accordingly in the sense of professionalisation.

With regard to the structure of guidance services for the target group of this report, the interview results indicated that overall, the benefit of the multiple services can be assessed positively if the cooperation succeeds, for example, in the form of networks. Another positive aspect is that there are many projects on guidance services for underprivileged groups of the population (see Chapter 4),

although this also reveals an important basic problem in the provider structure, namely, the lack of basic funding. For this target group in particular, continuity in terms of personnel and organisation is extremely important.

A challenge in terms of quality assurance and legitimacy lies in the measurability of the effectiveness of guidance beyond statistical characteristics. A positive example of this is the practice of follow-up work and guidance.

4. Good-practice examples

As described in Chapter 3.2, the concept of habitus sensitivity and approaches to outreach guidance offer special opportunities to better address the needs of working people in underprivileged milieus and to motivate them to participate in adult education and guidance services. The guidance services presented in the Best Practice Template (see the Annex), based on our desk research and interviews with guidance practitioners and experts, show that there are many good-practice examples in Germany with a focus on habitus-sensitive guidance or outreach guidance for working people in underprivileged milieus. Overall, the services are multiple and can be found in metropolitan areas such as Berlin as well as in more rural and less densely populated areas. The services researched often have hybrid forms—outreach and mobile guidance—and, at the same time, have an on-site contact point for guidance applicants. These services are partly supplemented by digital online guidance options and telephone guidance. All the interviewed guidance practitioners positioned themselves as open to all people who need or want guidance, depending on the context and focus of the guidance practitioner's institution.

However, a habitus-sensitive guidance approach (Sander, 2014) was not explicitly mentioned conceptually in the offers we researched, except in the mission statement of the Vocational Institute for Lifelong Learning (*Berufsinstitut für Lebenslanges Lernen*) in the educational and career guidance landscape. On the other hand, in the field of higher education, the approach is well researched both empirically and in its practical implementation in the field of guidance for students, which we will discuss next in more detail. With regard to the implementation and associated requirements of habitus-sensitive guidance, Schmidt (2020) advised that 'concrete guidance practice, a research-based approach and guided reflection' (p. 115) be closely interlinked. For this reason, the following discussion not only looks at good-practice examples in the form of guidance services but also includes research results on habitus sensitivity.

Empirical examination of habitus sensitivity: Explicitly empirically, habitus-sensitive guidance was taken up in the offers we researched, as described, primarily in the area of school and higher education. The research work of Lange–Vester and Teiwes–Kügler (cf. 2004, 2006) on student milieus with a focus on the significance of habitus- or milieu-specific differences of students in relation to dynamics and conflicts in studies should be emphasised here. The results showed that students from families with good academic backgrounds and in upper milieus can cope better with study requirements and associated problems than those without good academic backgrounds, and thus, are more prone to self-doubt (cf. Lange–Vester & Bremer, 2020, p. 95). Beyond these results, the study of Schmitt (2010) should be highlighted, which used 'the habitus-structure concept […] to examine the individual experiences and problems of fit of students from non-academic families in the context of structural inequality' (Lange–Vester & Bremer, 2020, p. 95). Overall, the studies on habitus sensitivity and higher education clarified that 'the choice of subject and study practices must be classified in longer-term educational and life strategies that are essentially based on the schemata of the habitus. In this context, it is multi-layered processes and subtle mechanisms that produce a course of study. At the same time, however, educational paths are not fatefully

predetermined. The habitus should not be seen as a fixed structure; it also has an active potential that can open up scope for change' (Lange–Vester & Bremer, pp. 100f).

Transferring these results to guidance practice, the project *Habitussensible Studienverlaufsberatung* (*Habitussensitive* Course of Study Guidance) at the University of Applied Sciences and Arts Hildesheim/Holzminden/Göttingen under the direction of Dr. David Kergel (Kergel & Heidkamp, 2019) and funded by the Ministry of Science and Culture of Lower Saxony should be highlighted (see the Good Practices Template). It is aimed at examining and sensitising teachers to the possibilities and challenges of habitus-sensitive university teaching to remove hurdles for students from non-academic families or with a migration background. It also places numerous demands on professional staff (Schmidt, 2020).

The project *MyStudy* at the Hanover University of Applied Sciences and Arts also deals with the approach of habitus sensitivity. Its aim is to reflect on and reduce challenges and uncertainties related to origin and socialisation together with the guidance applicants and students. 'MyStudy guidance practitioners aim to facilitate educational processes, especially for students from educationally disadvantaged backgrounds, and to shape them successfully according to their expectations' (Emmerich & Schmidt, 2014, p. 105). These include, for example, guidance for individual development and reflection on learning practices or special offers for different groups of students. Interesting with regard to this present project is the approach of 'understanding interviews', which follows Bourdieu (1997, p. 781) and focuses on the hierarchical and habitual differences between guidance practitioners and clients. To counteract this disparity, the MyStudy project focuses on three aspects as prerequisites for successful guidance: the guidance practitioners, the guidance interaction and the guidance context (cf. Bourdieu, pp. 311–314). With regard to the guidance practitioners, they are trained in self-reflection through supervision or intervision programmes, which include, for example, reflection on their in-house social background and conveyance of contextual knowledge about the habitus and problem situations of the target group. Focusing on the guidance process, MyStudy guidance relies primarily on communication methods such as active listening and reflective language, which are oriented towards the habitus of the relevant target group. The guidance environment or context is seen as a challenge and, at the same time, an important prerequisite for habitus-sensitive guidance. In higher education, for example, organisational framework conditions or personnel structures are changing, making the guidance service difficult to standardise and requiring a high degree of flexibility on the part of the guidance practitioners. Therefore, existing guidance knowledge, for example, in the form of manuals, can quickly become outdated, which is why guidance requires a high degree of experiential knowledge and reflection on in-house guidance activities (cf. Bourdieu)

Systematic empirical review of good-practice examples of guidance and outreach guidance for underprivileged groups: The empirical results of the studies of Bremer et al. (2014, 2015) on the topic of *Guidance in the Socio-Spatial Environment* (2012–2014) provided comprehensive insights into research and practice projects in the field of guidance (i.e., outreach guidance) for the educationally disadvantaged in Germany and, in particular, in the federal state of North Rhine–Westphalia. Commonalities and differences between, as well as the strategies of, the different projects and offers were elaborated. It should be noted that the results are from 2014. All of the projects and services identified have the following aspects: outreach guidance strategies such as access to the target group, networking, socio-spatial orientation and target group-specific orientation of the guidance concepts. Table A2 in the Appendix shows the good-practice examples, which are also analysed there.

Example of a good practice on the infrastructure of guidance services for underprivileged groups: As an example of good infrastructure, the support of the 'Gesellschaft für innovative Beschäftigungsförderung' (GiB) for the North Rhine–Westphalian state government in the implementation of the latter's goals regarding target group-specific employment promotion to combat

unemployment, poverty and social exclusion can be cited. 'The GiB supports the municipalities in North Rhine–Westphalia in small-scale social reporting and the development of cross-departmental and cross-institutional working structures that are suitable for dealing with the complex problem situations in the social spheres, and accompanies project organisers in the implementation of programmes against poverty and exclusion' (GiB a, n.d., n.p.). At the same time, GiB acts as a network partner or interface to the professional support of the state of North Rhine–Westphalia and its regions. 'Regional decision-makers and multipliers are supported in the implementation of state programmes, companies and organisations are assisted in the realisation of projects, and projects and programmes are subjected to qualitative controlling. Conversely, the GiB bundles the experiences and wishes of the regional actors vis-à-vis the state' (GiB a, n.d., n.p.). Especially for the target group of disadvantaged employees, GiB's nationwide *Guidance Centres for Work*, which have been in existence since 2021 and are financed by the Ministry of Labour, Health and Social Affairs of North Rhine–Westphalia and the European Social Fund, can be cited as a good-practice example. Their multiple offers are aimed at the unemployed and people who are affected or threatened by work exclusion and social exclusion. They offer the following support and guidance services for guidance applicants:

- Provision of information on, and support for, qualification and employment opportunities as well as economic, psychosocial and legal issues;
- Low-threshold guidance services and support for workers in exploitative and precarious employment;
- Help in finding legal assistance for workers in exploitative employment relationships;
- Arranging of translation and language services for guidance applicants who speak other languages;
- Piloting of further assistance and guidance services; and
- Provision of a place for unemployed people or people threatened by unemployment to meet' (GiB b, n.d., n.p.).

Another good practice is the evaluations and reports on measures, offers and projects implemented by GiB, which can be viewed on their website. This information includes, for example, statistics and tables on guidance figures or labour market reports for North Rhine–Westphalia.

Example of a good practice for a concrete guidance service on outreach guidance: An example of a concrete regional free guidance service on outreach guidance is the guidance service of the HESSENCAMPUS Darmstadt–Dieburg in Hesse, which is aimed at people with questions on adult education. The service, which is funded by the district of Darmstadt-Dieburg and the state of Hesse, includes guidance services on career development and its requirements and financing. The various target groups include trainees, people returning to work, job seekers and students. 'It is about supporting adults in all phases of their lives in questions of education and integrating lifelong learning into their everyday lives. This can be as much about adult education as it is about literacy. Personal development as well as cultural and political education play an important role here' (Haines–Staudt, 2022, p. 1). The mobile guidance service is designed with a hybrid format—that is, on the one hand, guidance takes place on site at the premises of the guidance applicant or the institution, and on the other hand, digital services (e.g., the vhs.cloud) or telephone guidance are offered regardless of location. Due to the flexibility of the decentralised mobile guidance location, the offer is 'a good opportunity to give many guidance applicants the chance to receive support for their professional development' (Haines–Staudt, p. 1). The mobile guidance services take place at different locations in the district of Darmstadt–Dieburg. These include, for example, educational institutions such as adult education centres (Volkshochschulen), but also places in the respective living spaces of the target group, such as cafés (cf. Haines–Staudt).

5. Conclusions and Main Recommendations

The findings and insights from the science and practice of guidance presented in this report are to be understood as bases for reflection to identify areas for improvement of guidance services and to sound out possibilities for their optimisation. Also, due to the described regional disparities in guidance services, such findings and insights cannot be understood as universally valid prescriptions.

A particular challenge that became visible in the results is the limited accessibility or **low threshold of guidance services** for the target group of underprivileged employees. Although a wide variety of institutions in Germany offer guidance services, they cannot easily reach people from underprivileged milieus. This was shown to be a problem of fit between the offer or institution and the target group. In this context, we also brought up the challenge of a twofold distance—the individual distance due to biographical educational experiences and the institutional distance due to the lack of fit between the services (i.e., their architecture, staff, approach, topics, etc.) and the lifeworld or educational motives or access of the guidance applicants.

In this context, we said that **outreach guidance** plays a special role in reaching the target group in their living environment, to make them aware of education and guidance services and to cultivate their trust in such services. Since the life challenges, and thus, also the guidance challenges, of the target group are complex, as stated in this report, and are thus also characterised by complex and often cumulative problem situations, interdisciplinarity with corresponding networking and cooperation structures is required among the guidance providers. To establish or maintain these structures, time is needed, which should be made available and financed for this purpose. Companies, as part of the living environment, can be seen as central cooperation partners of the target group. Because, on the one hand, they can open up underprivileged workers' access to guidance, and on the other hand, they can also be supported through (organisational) guidance in offering in-company guidance and training services, the entitlement to which is anchored in law [i.e., the Qualification Opportunities Act (*Qualifizierungschancengesetz*)].

In Germany, there are already good offers and thus, valuable experiences for the work of promoting guidance services to the target group of disadvantaged employees. However, the results described here showed that there still seems to be a great **need for structural support**. Many offers were or are designed as projects and are thus limited in time. However, as described, the target group needs structural and personnel continuity, which is why it is advisable to structurally support good-practice projects in terms of sustainability and thus, establish them on a permanent basis.

Besides addressing the needs of the target group, the structural support is also elementary for the **professionalisation of guidance services**, for which professional personnel structures and corresponding employment opportunities should be created. The same applies to adult education offers on the presented concepts of outreach and habitus-sensitive guidance for guidance practitioners, to be able to meet the high competence requirements when working with the target group of underprivileged employees.

Overall, the **establishment of guidance monitoring** seems important, both to increase **transparency in the guidance landscape** and to generate knowledge relevant for further steering guidance services, since new constellations, structures and participation structures are always accompanied by new inclusion and exclusion processes, which could thus be better coordinated. A particular challenge, which also appears important for the legitimisation of funding, lies in the measurement of the effectiveness of guidance, since guidance processes are often open-ended or, depending on the subject of the guidance, effects cannot be directly observed. Accordingly, reflection on and articulation of possible effects appears to be challenging or even presuppositional by the respondents. For a good practical example of guidance monitoring, reference should be made

to the pilot project "Educational Guidance Radar" of the Network Educational Guidance Upper Austria (Dworschak et al., 2016).

6.   References and Appendix

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Table A1: Guidance services for adults by federal states

Federal state	Original name	English name	Actors involved (incl. funders)	Target group	Guidance channel	No. of Guidance offices
Baden-Württemberg	Landesnetzwerk Weiterbildungsberatung	Federal state network on CET guidance	VHS federation Baden–Württemberg; Ministry for Culture, Youth and Sports	Individuals	Face-to-face, chat, telephone, video call	74*
Bavaria	Komm weiter in B@yern	Get ahead in Bavaria	Bavarian State Ministry for Family, Labour and Social Affairs	Individuals, companies	Online	-
Berlin	Berliner Beratung zu Bildung und Beruf	Berlin guidance on education and profession	Berlin Senate Administration for Integration, Employment and Social Affairs; k.o.s. GmbH	Individuals, SMEs	Face-to-face, telephone, video call, chat, e-mail	10
Brandenburg	Weiterbildung Brandenburg	CET Brandenburg	ESF, Wirtschaftsförderung Brandenburg GmbH, Land Brandenburg	Individuals, companies, providers	Face-to-face, telephone, e-mail, chat	1
Bremen	Weiter mit Bildung und Beratung Bremen	Ahead with education and guidance	ESF, Chamber of employees Bremen, city of Bremen, IQ Network	Individuals, companies	Face-to-face, telephone, e-mail, video call	2
Hamburg	Weiterbildung Hamburg	CET Hamburg	Authority for school and vocational training Hamburg	Individuals	Face-to-face, telephone, e-mail, fairs	15
Hesse	Bildungsberatung Hessen	Education guidance Hessen	ESF, Weiterbildung Hessen e.V., Land Hessen	Individuals	Face-to-face	124*
Hesse	Hessencampus (HC)	Hessencampus (HC)	Hessian Ministry for Education and Cultural Affairs	Individuals	Face-to-face	17
Lower Saxony	Bildungsberatung in Niedersachsen	Education guidance in Lower Saxony	Lower Saxony Agency for Adult and Further Education, Association for Free Adult Education, Ministry for Science and Culture	Individuals	Face-to-face, video call, chat, e-mail	12
Mecklenburg–Western Pomerania	Weiterbildung MV	CET in MV	ESF, Verein zur Förderung der Weiterbildungs–Information und Beratung e.V.	Individuals, companies	Face-to-face, telephone, chat	1
North Rhine–Westphalia (NRW)	Weiterbildungsberatung in Nordrhein–Westfalen	CET guidance in North Rhine–Westphalia	ESF; NRW Ministry for Labour, Health and Social Affairs; Gesellschaft für innovative Beschäftigungsförderung mbH (G.I.B.)	Individuals, SMEs	Face-to-face, telephone, webmail, events	250+
Rhineland–Palatinate	Weiterbildungsportal Rheinland-Pfalz	CET portal Rhineland–Palatinate	Rhineland-Palatinate Ministry of Science, Continuing Education and Culture; Ministry for Economics, Transport, Agriculture and Viticulture	Individuals, companies	Online resources	-
Saarland	Weiterbildungsportal Saarland	CET portal Saarland	Saarland Ministry for Economic Affairs, Labour, Energy and Transport; Ministry for Education and Culture; Saarland Chamber of Labour	Individuals, companies, providers	Online resources	-
Saxony	Bildungsmarkt Sachsen	Education market Saxony	Saxon State Ministry for Economic Affairs, Labour and Transport; Sandstein Neue Medien GmbH	Individuals, providers	Online resources	-
Saxony–Anhalt	Fachkraft im Fokus	Skilled worker in focus	ESF; Saxony–Anhalt Ministry of Labour, Social Affairs and Integration	Individuals, companies	Online resources	-
Schleswig–Holstein	Beratungsnetz Weiterbildung Schleswig–Holstein	Guidance net CET Schleswig–Holstein	European Regional Development Fund; Schleswig–Holstein Ministry for Economy, Transport, Labour, Technology and Tourism; ver.di-Forum Nord, oncampus GmbH; Arbeit und Leben Schleswig–Holstein e.V.; FuE–Zentrum FH Kiel GmbH; etc.	Individuals	Face-to-face, phone, e-mail, WhatsApp	7
Thuringia	Bildungsportal Thüringen	Education Portal Thuringia	Thuringian universities	Individuals	Online resources	-

Source: Internal representation based on OECD, 2022b, n.p.

Table A2. Overview: Research and practice objects on continuing education/guidance and 'educationally distant' people (not translated to English)

Regional/Nordrhein–Westfalen

Titel	Laufzeit	Adressat_innen/Zielgruppe	Regionaler Bezug	Literatur und Internet[4]
StädteRegion Aachen Die StädteRegion Aachen ist ein Teilnehmender aus dem Bundesprojekt 'Lernen vor Ort'	2009 bis 2014	Unabhängig vom Alter, Geschlecht, Herkunft, für alle Zielgruppen einen besseren Zugang zu qualitativ hochwertigen Lern-, Bildungs- und Bildungsberatungsangeboten ermöglichen	Aachen und Umgebung	https://www.lvo.transferinitiative.de/ zuletzt geprüft: 04/10/2022. https://www.staedteregion-aachen.de/fileadmin/user_upload/A_43/Dateien/Kubis/Gesamtkonzept_KuBiS.pdf zuletzt geprüft: 04/10/2022.
GenRe – Weiterbildungssituation bildungsferner und bildungsbenachteiligter älterer Menschen in ausgewählten Stadtteilen der Modellregionen	07/2010 bis 04/2012	'bildungsferne' und 'bildungsbenachteiligte' ältere Menschen	Ausgewählte Stadtteile in Essen, Gelsenkirchen und Monheim am Rhein	https://www.die-bonn.de/id/32288/about/html zuletzt geprüft: 04/10/2022.
Zugänge zur Weiterbildung für Bildungsferne – Projekt des DGB Bildungswerk	08/2011 bis 05/2012	Multiplikator_innen	NRW	https://kipdf.com/werkstattbericht-zum-projekt_5ac79fb41723dde4839805b7.html zuletzt geprüft: 04/10/2022.
Stadtteilmütter in NRW	2011 bis 2012	Familien mit und ohne Migrationshintergrund	Ruhrgebiet; Bochum, Dortmund, Essen	https://www.econstor.eu/bitstream/10419/178110/1/regional_nrw_1302.pdf zuletzt geprüft: 04/10/2022. https://www.nrw-denkt-nachhaltig.de/stadtteilmutter-nrw/#:~:text=Das%20Projekt%20E2%80%9EStadtteilm%C3%BCtter%20in%20NRW,ausgew%C3%A4hlten%20Stadtteilen%20%C3%BCber%20gesellschaftliche%20und zuletzt geprüft: 04/10/2022.
Potenziale der Weiterbildung durch den Zugang zu sozialen Gruppen entwickeln ('Potenziale I') / Bildungsferne – ferne Bildung: Transferprojekt neue Potenziale für die Weiterbildung ('Potenziale II')	01/2009 bis 12/2009 ('Potenziale I') 05/2010 bis 12/2010 ('Potenziale II')	'Potenziale I': Bildungsferne soziale Milieus/ 'Potenziale II': Träger und Organisationen der öffentlich geförderten Weiterbildung, Beschäftigte im Weiterbildungssektor sowie Entscheidungsträger aus Landes- und Weiterbildungspolitik.	Vlotho/Herford, Herzogenrath/ Aachen (je zwei Weiterbildungs einrichtungen an einem Standort)	https://www.uni-due.de/biwi/politische-bildung/potenziale zuletzt geprüft: 04/10/2022.
Erschließung individueller Zugänge zu bildungsfernen Beschäftigten aus KMU durch Nutzung kirchlicher Strukturen und Verbände bei der Implementierung Bildungsscheck NRW	09/2006 bis 12/2007	'Bildungsferne' Gruppen Besonders im kirchlichen Zusammenhang: Menschen mit Migrationshintergrund, Frauen (im Familienkontext)	NRW	Bremer, Helmut; Kleemann–Göhring, Mark; Wagner, Farina (2015): Weiterbildung und Weiterbildungsberatung für 'Bildungsferne' Ergebnisse, Erfahrungen und theoretische Einordnungen aus der wissenschaftlichen Begleitung von Praxisprojekten in NRW., Bielefeld: Bertelsmann Verlag

Außerhalb von NRW

Titel	Laufzeit	Adressat_innen/Zielgruppe	Regionaler Bezug	Literatur, Internet
LEIF (Lernen Erleben in Freiburg)	2009 bis 2014	Keine konkreten Zielgruppen angegeben, im Rahmen der Qualifizierung vom RQZ 'bildungsferne Zielgruppen'	Freiburg	http://www.leif-freiburg.de/ zuletzt geprüft: 04/10/2022.
Die 'Dresdener Bildungsbahnen' ist eine Teilnehmende aus dem Bundesprojekt 'Lernen vor Ort'	2009 bis 2014	Keine konkreten Zielgruppen angegeben	Dresden	https://www.dresden.de/media/pdf/bildung/Projektbericht_IAB.pdf zuletzt geprüft: 04/10/2022.
Lernen im Quartier – Bedeutung des Sozialraums für die Weiterbildung (LIQ)	10/2010 bis 06/2013	Keine konkreten Zielgruppen angegeben	Berlin und Hamburg	Kil, Monika; Mania, Ewelina; Tröster, Monika; Varga, Vesna (2011): Erfolg für Individuum und Gesellschaft. Das Forschungs- und Entwicklungsprogramm 'Inklusion/Lernen im Quartier'. In: Weiterbildung 6/2011, S. 24–27.

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[4] Not all literature references from Bremer et al. could be taken over, as some of the website links are no longer available. These have been replaced by new links or the book by Bremer et al. is used.

Außerhalb von NRW

Titel	Laufzeit	Adressat_innen/Zielgruppe	Regionaler Bezug	Literatur, Internet
				https://www.die-bonn.de/id/32402/about/html zuletzt geprüft: 04/10/2022.
LernNetz Berlin–Brandenburg e.V.	Seit 2006	Besonders schwer zugängliche Gruppen, diese waren am Anfang des Projektes 2006 vor allem Jugendliche unter 25 und Ältere über 45	Berlin und Umgebung	https://www.lnbb.de/ zuletzt geprüft: 04/10/2022.
Relevante Projekte des LernNetz Berlin–Brandenburg e.V. Die Lernläden	Seit 2001, erster Lernladen 2003	Zielgruppenoffen, erreicht werden sollen insbesondere: Menschen mit problematischer Bildungs- und Berufsbiografie, Menschen ohne reguläres Beschäftigungsverhältnis sowie Migrant_innen	Berlin und Umgebung	https://land-der-ideen.de/projekt/lernlaeden-1047 zuletzt geprüft: 04/10/2022.
Relevante Projekte des LernNetz Berlin–Brandenburg e.V. Mobile Beratung (LernLadenmobil)Das LernLadenmobil ist ein Teilnehmender aus dem Bundesprojekt 'Lernende Regionen'	Seit 2006		Berlin und Umgebung	Dietel, Sylvana (2009): Mobile Bildungsberatung und nachhaltige Entwicklungschancen. Berlin: Kramer. Kühnapfel, Susanne (2008): Mobile Bildungsberatung. Ein Handlungsleitfaden für die Praxis. Berlin: Kramerhttps://www.edu.lmu.de/apb/forschung/forsch_projekte/jugendliebe/lernende_regionen/anhang/ip_bba_berlin.pdf zuletzte geprüft: 04/10/2022.
Weiterbildung in Niedersachsen – Aufsuchende Bildungswerbung für bildungsferne Gruppen	1994	Bildungsbenachteiligte (in Weiterbildungsmaßnahmen)	Niedersachsen (nicht näher bezeichnet)	Griesbach, Karin (1994): Weiterbildung in Niedersachsen. 19. Aufsuchende Bildungswerbung für bildungsferne Gruppen.

Projekte mit einer bundesweiten Ausrichtung

Titel	Laufzeit	Adressat_innen/Zielgruppe	Regionaler Bezug	Literatur, Internet
BibeP- Bildungsberatung Professionalitätsentwicklung von Berater/inne/n in der Weiterbildung	04/2010 bis 12/2012	Berater_innen	bundesweit	Bremer, Helmut; Kleemann-Göhring, Mark; Wagner. Farina (2015): Weiterbildung und Weiterbildungsberatung für 'Bildungsferne', Ergebnisse, Erfahrungen und theoretische Einordnungen aus der wissenschaftlichen Begleitung von Praxisprojekten in NRW, Bielefeld: Bertelsmann Verlag.
Bildungsberatung im Dialog – Bildungsberatung in den Lernenden Regionen	03/2007 bis 09/2008	keine konkrete Zielgruppe angegeben	bundesweit	Arnold, Rolf; Gieseke, Wiltrud; Zeuner, Christine (Hg.) (2009): Bildungsberatung im Dialog. Band I: Theorie – Empirie – Reflexion. Baltmannsweiler: Schneider–Verl. Hohengehren (Grundlagen der Berufs- und Erwachsenenbildung, 60). Arnold, Rolf; Gieseke, Wiltrud; Zeuner, Christine (Hg.) (2009): Bildungsberatung im Dialog. Band II: 13 Wortmeldungen. Baltmannsweiler: Schneider–Verl. Hohengehren (Grundlagen der Berufs- und Erwachsenenbildung, 61). Arnold, Rolf; Gieseke, Wiltrud; Zeuner, Christine (Hg.) (2009): Bildungsberatung im Dialog. Band III: Referenzmodelle. Baltmannsweiler: Schneider Verlag Hohengehren (Grundlagen der Berufs- und Erwachsenenbildung, 62).

Bundesprogramme

Titel	Laufzeit	Adressat_innen/Zielgruppe	Regionaler Bezug	Literatur, Internet
Lernen vor Ort	2009 bis 2014	Unabhängig vom Alter, Geschlecht, Herkunft für alle Zielgruppen einen besseren Zugang zu qualitativ hochwertigen Lern-, Bildungs- und Bildungsberatungsangeboten	Bundesweit 40 Kommunen (17 Landkreise und 23 kreisfreie Städte werden gefördert)	https://www.lvo.transferinitiative.de/ zuletzt geprüft: 04/10/2022.

Bundesprogramme

Lernende Regionen – Förderung von Netzwerken	2001 bis 2008	Keine konkrete Zielgruppe angegeben	76 Regionen deutschlandweit	https://www.bildungsserver.de/innovationsportal/lernende-regionen-5540-de.html zuletzt geprüft: 04/10/2022.
Outreach Empowerment and Diversity (OED) European Network on outreach, empowerment and diversity	11/2011 bis 10/2014	Bildungsbenachteiligte Gruppen, insbesondere Migrant_innen	Europa (Bulgarien, Dänemark, Deutschland, England, Estland, Finnland, Frankreich, Griechenland, Irland, Schweden, Österreich, Spanien, Türkei)	https://www.die-bonn.de/id/32294/about/html zuletzt geprüft: 04/10/2022.
Back to work – Guidance Returning Migrants and Unemployed	02/2011 bis 11/2013	Migrant_innen und Arbeitslose	Europa (Orte nicht näher bezeichnet)	https://www.die-bonn.de/id/32295/about/html zuletzt geprüft: 04/10/2022.

Projektauswahl außerhalb Deutschlands

Titel	Laufzeit	Adressat_innen/Zielgruppe	Regionaler Bezug	Literatur, Internet
Open-Up (Österreich)	2011 bis 2013	Zielgruppen mit erschwertem Zugang zu Bildung bzw. Beratung	Österreich	Zit. n. Bremer et al. (2015): Weiterbildung und Weiterbildungsberatung für 'Bildungsferne', Ergebnisse, Erfahrungen und theoretische Einordnungen aus der wissenschaftlichen Begleitung von Praxisprojekten in NRW, Bielefeld: Bertelsmann Verlag.
Vernetzungstreffen 'Auf den Menschen zugehen' Mobile und aufsuchende Ansätze in der Bildungsberatung (Österreich)	03 bis 07/2013	Bildungs- und Berufsberater_innen	Österreich	https://erwachsenenbildung.at/aktuell/nachrichten/6809-auf-den-menschen-zugehen.php zuletzt geprüft: 04/10/2022.

Source: Internal presentation, based on Bremer et al. (2015), pp. 105–144.