

BEGLEITENDE EVALUIERUNG DER ÜBA-
WIEN

Summary of the findings

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Evaluierung der Überbetrieblichen Ausbildung in Wien (18/05)

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Abstract de

Die überbetriebliche Lehrausbildung (ÜBA) ist eine wichtige Säule der beruflichen Erstausbildung für Jugendliche in Wien. Mit rund 6.267 Förderfällen im Jahr 2015 trug sie einen erheblichen Teil der beruflichen Erstausbildung in Wien.

Mit dem Förderjahr 2015 hat die Landesgeschäftsstelle Wien des AMS eine umfassende Reform der ÜBA in allen ihren Formen und den begleitenden Maßnahmen umgesetzt. Diese wurde im Zeitraum von Dezember 2017 bis Ende 2019 begleitend evaluiert. Dabei ging es vor allem um einen Vergleich der Performance der Bildungsträger und der mit der Reform einhergehenden Veränderungen im Bereich der Umsetzung, Durchführung und der Erfolge einer ÜBA-Teilnahme. Darüber hinaus sollte gemeinsam mit den Auftraggebern ein zukünftiges Monitoring-System zur besseren und zeitnahen Steuerung der ÜBA durch das AMS Wien entwickelt werden.

Der vorliegende Bericht fasst die Ergebnisse der Evaluierung und die sich daraus ergebenden Schlussfolgerungen zusammen.

Abstract en

Inter-company apprenticeship training (ÜBA) is an important pillar of initial vocational training for young people in Vienna. With around 6.267 funding cases in 2015, it contributed a significant part of initial vocational training in Vienna.

With the funding year 2015, the Vienna State Office of the AMS implemented a comprehensive reform of the ÜBA in all its formats and the accompanying measures. This was evaluated from December 2017 to the end of 2019. The main aim was to compare the performance of the educational institutions and the changes associated with the reform in the area of implementation, implementation and the success of an ÜBA participation. In addition, a future monitoring system for better and timely control of the ÜBA should be developed by the AMS Vienna together with the clients.

This report summarizes the results of the evaluation and the resulting conclusions.

Schlagworte

Wien

Bildungsentscheidungen und -beteiligung, Evaluationsforschung, berufliche Erstausbildung

Summary¹

Summary of the results

Inter-company apprenticeship training (ÜBA) is an **important pillar of initial vocational training** for young people in Vienna. With around 6,267 funding cases in 2015, she contributed a significant part of initial vocational training in Vienna.

Participation

For the present evaluation, all ÜBA cases that entered a ÜBA measure from 1.1.2010 to 12.04.2019 (i.e. have at least one funding episode) were analysed. A total of 48,046 funding episodes for the preparation and orientation aid types and 43,267 funding episodes for the qualification aid types are documented in the entire data set.

A total of 35,515 people took part in a preparatory or orientation measure for the ÜBA in the observation period from 2010 to 2018. The number of annual participants has more than doubled since the start of the observation period up to 2018. This is also due to the massive expansion of the preparatory measures during the observation period. On average over the observation period, around 63% of them were male 95% were at most 18 years old when they started the preparatory or orientation measures.

In the period 2010 to 2018, a total of 34,003 people completed a ÜBA measure (ÜBA1, ÜBA2, extended apprenticeship period or partial qualification). **Around two thirds (66.2%) were male**, 92.5% were 18 years or older at the time of graduation. From 2010 to 2018, the number of participants in qualification measures more than tripled.

The distribution of participants by gender largely corresponds to that of “regular” company apprenticeships: In the period from 2008/09 to 2013/2014, 62,967 people had an apprenticeship in Vienna (by completing a final apprenticeship examination, by expiry of the apprenticeship period or prematurely) completed. Around 60% of them were men.

Labour market success

The increasing anchoring of the labour market at intervals after the end of the measure can be clearly observed among those who have completed a qualification measure as part of the inter-company vocational training (be it ÜBA1, ÜBA2, extended apprenticeship period or partial qualification). A year after the end of the measure, a little less than half of the participants in ÜBA measures were employed, one quarter were registered as unemployed and one fifth were non-employed. Every ninth person completed a further qualification (inside or outside of ÜBA measures). **Two years after the completion of a ÜBA measure, 48% of the people were employed** (13% as apprentices), six percent were participants in another qualification measure, less than a quarter were unemployed and around a fifth were non-employed.

¹ During the preparation of the evaluation, the framework conditions for ÜBA measures were changed in such a way that the focus of the measures is now even more on teaching in company apprenticeships. This should be taken into account when interpreting the evaluation results. In addition, it is noted that the potential impact of the CoVid19 pandemic on the labour market and education system has not been included in the report.

While the proportion of unemployed and those who are not gainfully employed three years after the completion of a ÜBA measure hardly differed from those two years after the end of the measure, the proportion of ÜBA participants who were employed (without an apprenticeship) in a company rose in the 2015/16 school year, to 43%. Four years after the end of the measure, the comparable proportion of people in the school year 2014/15 was as high as 47%.

The labour market integration after completion of a labour market policy measure in the area of ÜBA **shows significant gender differences**. One year after the end of the measure, 26% of the male participants in the 2016/17 cohort are employed, and 22% for women. The number of those who are in company apprenticeships at this point is 20% lower for women than for men (22%). The lower labour market integration can also be seen as of the cut-off date 24 months after the end of the measure: 36% of the male participants and 33% of the female participants are employed, 15% of the men and 10% of the women in company apprenticeships. Three years after the end of the measure, 51% of the male participants in the 2015/16 cohort are in employment (15% of them in company apprenticeships), and 46% of women (2% of them in an apprenticeship). At this point, 27% of women (but only 17% of men) are out of work. In contrast, the proportion of unemployed men (25%) is higher than that of women (19%).

People with a migration background are well represented among the participants in labour market policy measures as part of the ÜBA: Around 65% of all participants in preparatory / orientation measures and almost 67% of all participants in ÜBA / VLZ / TQ measures have a migration background. In the 2018/19 school year, 45.6% of all students at vocational schools in Vienna had a non-German mother tongue, 27.3% of Vienna's vocational students had non-Austrian citizenship.

One year after the end of the measure, 21% of the people without a migration background in the 2016/17 cohort were employed or in company apprenticeships. For people with a migration background, this is 26% (employment) or 21% (teaching). Two years after the end of the measure, 30% of the people without a migration background, but 37% of the people with a migration background are employed, 13% (without a migration background) or 14% (with a migration background) are in company apprenticeships. Three years after completing a ÜBA qualification, 39% of people without a migrant background in the 2015/16 entry year are employed and six percent as an apprentice in a company; the proportion of company apprentices is the same for people with a migrant background, but that of dependent workers is 46 %.

Dropouts

A longitudinal analysis shows that the **dropout rates from ÜBA measures decreased significantly in the observation period**. If in the 2010/11 school year almost 80% of the participants ended a ÜBA measure prematurely and without being placed in a company apprenticeship, the dropout rate will drop to below 36% by the 2016/17 school year. In the last observation school year 2017/18, the dropout rate was 37.5%. There are only slight differences with regard to gender. On the other hand, there are different drop-out rates according to the age of admission to the ÜBA measure: **People who were at least 18 years old when entering the ÜBA drop out more often** (2017/18: 40.9%) than older people (2017/18: 30.7%). People with a migration background leave a ÜBA less often (2017/18: 35.9%) than people without a migration background (2017/18: 40.9%).

People who drop out of their ÜBA measure prematurely without changing to a company apprenticeship show a significantly lower integration into the labour market than people who successfully complete a ÜBA or can be transferred directly from this to a company apprenticeship. One year after the end of the measure, 2016/17 19% are self-employed and seven percent are in company apprenticeships, 16% are completing a qualification (including 1% are ÜBA), 23% are unemployed and 35% are non-employed. Two years after the early termination of a ÜBA, 20% are employed, 5% in an apprenticeship, 31% marked as unemployed and 36% non-employed. Three years after the end of the measure, a little more than a third were employed by a company in 2015/16, seven percent of them as apprentices, the proportion of those registered as unemployed was over a quarter, and that of those outside the labour force 29%. This underlines the importance of the ÜBA for the sustainable integration of young people into the labour market.

Completion of apprenticeship and success of measures

Apprenticeship training is particularly sustainable when not only the entire apprenticeship period has been completed, but also when the final apprenticeship exam has been successfully completed. This generally recognized, certified professional qualification enables graduates to be employed and paid as specialists in companies. The current publications of the job market service on unemployment risk after qualifications show that people with an apprenticeship qualification have a significantly lower risk of unemployment than people who can only refer to a compulsory school qualification.

Overall, the examined **ÜBA graduates have a relatively high success rate in the final apprenticeship exam:** in the first three years of the study, the proportion of people with a positive apprenticeship qualification was 82% and 83% of all participants, only in the 2018/19 school year was the proportion of people with successful LAP at 75%. This means that the success rate of ÜBA participants is only slightly lower than that of company apprentices: for 2017, the Chamber of Commerce for Vienna apprentices achieved 76.3% of the apprenticeship exams (passed apprenticeship degrees as a percentage of the completed LAP).

Concepts of the ÜBA measures and reform 2015

The concepts of the ÜBA measures (ÜBA1, ÜBA2, extended apprenticeship and partial qualification) and the preceding preparatory and orientation measures **as well as the changes set by the 2015 reform** (8 occupational groups, calls for tenders and awarding per occupational field, summarizing all ÜBA forms and accompanying measures at a carrier) **have proven their worth.** This can be determined on the basis of the evaluated participation data and the quantitative and qualitative surveys. The number of participants has increased, the number of dropouts has dropped significantly, the proportion of successfully completed apprenticeship examinations by ÜBA graduates is comparable to that of company apprentices. More than half of the graduates of preparatory / orientation measures succeed in imparting them sustainably in a company apprenticeship within three years, the proportion of ÜBA graduates who switch from a ÜBA to a company apprenticeship or a job after the measure has ended gain is also around 50%.

Participants

Before entering the measures, participants in ÜBA measures usually already had several negative experiences when trying to enter practical training.

On the one hand, this is due to the gap between the company requirements for applicants and the schooling, personal and social skills of the young people, which are not always sufficient, and on the other hand, due to the insufficient number of available company apprenticeships. In addition, it is particularly difficult for young people with a migration background to find a company apprenticeship. This is also expressed in the participant structure in the ÜBA measures: two thirds of the examined population had a migration background.

In terms of gender, ÜBA measures show roughly the same distribution as in company apprentices: around two thirds of the participants are male. The gender-specific segregation according to occupations, as can be observed in company apprenticeships, is also reflected in the participation in ÜBA measures. However, an increase in female ÜBA participants in so-called non-traditional women's occupations can also be observed over time.

Internships and placement

Internships are an essential element of inter-company vocational training. On the one hand, they serve to gain practical work experience in a company context and, on the other hand, they represent an important mediation platform in company teaching. The input from the internships often has a positive effect on further training and motivation of the young people. The internships also offer young people the opportunity to demonstrate their skills and knowledge.

On the part of the companies², there are clear ideas about which criteria should be used to decide whether to accept long-term interns or apprentices. All companies surveyed consider the indicators work motivation, willingness for further training, learning, additional work, cultivated manners and social competence as well as identification with the position / company to be very important or important aspects when including long-term interns or apprentices company apprenticeship. The cultivated manners and social competence are very important for 81 percent.

The vast majority of companies state that apprentices who have already completed internships have better know-how, and a large proportion (fully) agree with the statement that young people who have additional skills through workshops (e.g. first aid, project work among other things) that are more interesting for them in connection with apprenticeships.

With regard to the current form of company internships, the training facilities critically note that only companies that are authorized to train apprentices may offer internships³.

Optimization potential from the perspective of the actors

Satisfaction of the training areas and their employees with the system of inter-company vocational training is high, even if there is still room for improvement in the administrative and organizational area:

- / **The booking of the participants by the AMS and the testing tool used are mentioned positively, the networking and cooperation of the actors in this regard is also rated as extremely good** by the interview participants. The raising

² The following information reflects the opinions of the companies surveyed. Although the survey is not a representative survey, trends can still be seen.

³ In the BAG amendment 2019, which was published in March 2020, this provision was changed so that internships should be "preferably" be offered by companies that are also entitled to training.

of the age limit for the participants is mentioned as desirable; especially with boys, only young people under the age of 18 would be assigned⁴.

- / With **current group sizes** of up to 15 people, it is often difficult from the respondents' point of view to implement the measure adequately. The opportunity to respond individually to the young people is naturally easier when there are eight to ten participants.
- / **Measures such as career orientation / job preparation or measures to promote women and girls in a targeted manner** meet their requirements for support and qualifications for the labour market. Even though the measures themselves are viewed positively, the respondents also see many difficulties in finding young people, in particular due to the school deficits of the young people, their lack of motivation and low social skills.
- / In the preparation / orientation phases, the sponsoring organizations wish to extend the currently four-day ÜBA test to two weeks in order to be able to determine the suitability of the young people really well and to be able to prepare them.
- / Subjectively, the **workload of the employees is perceived as rather high**, the employees want more time. This affects both the desire for hourly reductions, but also more options for preparing and working out units, tests, etc.
- / In spite of the high level of satisfaction with the system of the ÜBA, there is a desire for an **enhanced dialogue or feedback**⁵ - for example in the form of an institutionalized feedback loop - between the actors who draft the concepts and the people who put them into practice. From the point of view of the respondents, this would be important, since the goals of the conceptual basis with the available resources are sometimes difficult to implement in reality at the moment; a regular exchange could help here.
- / "Problem to convey" is mentioned as a problematic aspect of the current ÜBA model, even if the respective young people may not yet be really suitable for it. If these participants still have to go on internships, they may respond by dropping out of training due to excessive demands.

Conclusions for a reporting system

Targeted control of labour market policy measures **requires sufficient evidence-based information**. The labour market service basically has a database from which indicators for a monitoring system can be created. When creating an **indicator-based monitoring system**, it is important to strike a **balance between the timeliness of the data and the informative value of the sustainable effects of measures**. The following groups of indicators are conceivable:

- / indicators at the level of training institutions
- / Indicators at grant level
- / Personal indicators

⁴ In principle, the ÜBA is also a sensible measure for "older" young people. As there are also other qualification measures (such as intensive training for skilled workers), young people up to the age of 18 are initially assigned to limited resources or measures places.

⁵ This applies both to the communication within the agency as well as between the agency and the AMS.

In order to be able to form personal indicators, funding data, data from the main association and the final apprenticeship statistics from the Chamber of Commerce must be linked using identifiers. The data body obtained in this way can be used for the **ex-post analysis of funding careers** of ÜBA participants **and their subsequent careers**. Two different cohort considerations are possible:

- / Calendar year-related cohort formation: Data of this form can be used primarily for indicators and evaluations that are relevant from an administrative and budgetary point of view (comparison of plan and actual values with regard to participation in measures, completion of measures, placement rates and budget)
- / School-year-related cohort formation: This form is particularly useful for understanding the success of measures and the job market, because the training processes are mostly based on the school year in order to enable the practical training to be carried out in accordance with the vocational school.