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**YOUNG\_ADULLLT**

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**National Report on LLL policies**

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PP	Restricted to other programme participants (including the Commission Services)	
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CO	Confidential, only for members of the consortium (including the Commission Services)	

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## Executive Summary – National reports

The project YOUNG\_ADULLLT focuses on lifelong learning (LLL) policies for young adults, in particular those in situations of near social exclusion. Against a recurrent criticism of high fragmentation and persistent weakness and ineffectiveness of adult education policies across Europe, YOUNG\_ADULLLT enquires into the specific embeddedness of these policies in different regions across the European Union. In the context of this research project, the present National Reports on LLL policies assembled in this document (D 3.1) present the findings of the mapping, review and analysis of LLL policies in the nine countries participating in the YOUNG\_ADULLLT project. In order to allow for the later comparability of the national findings, the project partners agreed on specific theoretical concepts, selection criteria and structural agreements, which shall be explained in the first section before the results of the national mappings and analyses in each country are very briefly summarized in the second section. The cross-national analysis of LLL policies and the synthesizing of the findings of the nine National Reports are reserved for the second deliverable in WP 3, the International Report on LLL Policies (cf. D 3.2).

### *Theoretical Concepts, selection criteria and structural agreements*

The analysis of LLL policies in the project and in the national reports is based on three different but complementary theoretical perspectives. Firstly, the data is analysed from a Cultural Political Economy (CPE) perspective, which allows analysing the relationship between economic constraints, political regulation and social relationships without giving preference to one particular dimension. Secondly, LLL policies are analysed from a Life Course (LC) perspective that is important for an understanding of biography management on an individual level while simultaneously taking the structural framing of individual biographies into account. Thirdly, the analysis is based on the governance (GOV) perspective, which is helpful to understand the inherent logic of the local and regional dimensions regarding political regulation in general and the implementation of LLL policies in particular.

Based on the assumption that it is by looking into the specific regional and local contexts that policies are best understood and assessed, the YOUNG\_ADULLLT-project gives the regional level a prominent role in the YOUNG\_ADULLLT-project and thus enquires into the specific local embeddedness of LLL policies in different regions across the European Union. For this purpose the theoretical concept of 'functional regions' (FR) was employed in the project and in the National Reports. A FR can be described as a territorial unit, which may be defined as a central place and the surrounding places affected by it defined by business or economic activities.

A second important conceptual distinction concerns the use of the term LLL 'policy' in the YOUNG\_ADULLLT-project. Compared to the traditional use of the term 'policy' in political sciences, the policy term in YOUNG\_ADULLLT is based on a much broader definition, in order to be able to capture the wider scope of LLL activities in each functional region. Thus, 'policies' in YOUNG\_ADULLLT do not only include different forms of policies ranging from a low level of materiality and concreteness such as discourses to very concrete measures. In addition, the underlying understanding of 'policies' also includes policies, which are formally initiated and run by a single or a group of institutions (e.g., Ministry of Labour and/or Ministry of Education) and also those policies, which are more informally initiated and run by networks, which are justified by broader societal interests. Finally, based on the assumption that LLL policies will go beyond the field of education and encompass other related policy sectors, the National Reports are not only restricted to the Educational Policy Sector, but also review and analyse LLL policies which have been initiated in Labour Market Policy Sector and/or the Social/Youth Policy Sector.

Following the agreements outlined in the WP 3 proposal all consortium partners were

required during the first stage of the research process to select two 'contrasting' FRs in each country in order to capture as many intended and unintended effects of LLL policies, which will vary significantly in different contexts. Partners were then required to systematically map and concisely describe within each selected FR LLL policies according to pre-determined criteria (e.g. perceived relevance of LLL policy in public discourse, political actors/stakeholders involved etc.). In the second stage of the research process, the partners were asked to select three LLL policies in each FR and to provide a 'thick description' of the three policies and of their embedding in the specific contexts. Finally, in the third stage of the research process, the research required interpretive and analytical work based on the three theoretical perspectives of the project with special reference to the research questions identified in the proposal. According to the WP 3 proposal the analysis was supposed to focus on the following four issues in particular:

1. Mutual compatibility and integration with other social policies;
2. Assessing the impact of these LLL policies on young people's life courses (potential implications and intended and unintended effects on young adult life courses);
3. Embedding and interactions in the policy landscape(s);
4. Best practices and patterns of coordinating policy-making at local/regional level.

The national reports assembled in this document have taken different approaches to study the issues outlined above. Thus, we can differentiate between five different approaches which

- a) present the issues through an overview of LLL policies in the FRs (Croatia and Portugal);
- b) explicitly contribute an individual section for each issue in the analytical part of their report (Bulgaria, Germany, Scotland, and Spain);
- c) group and deal with the above mentioned issues by themes (Austria);
- d) analyse the issues explicitly in relation to the three theoretical perspectives (Finland);
- e) examine the issues through the analysis of specific policy programmes (Italy).

The following summary will present the national reports in five groups according to their chosen approach because this will allow presenting their general structure as well as their characteristic features with regard to the analysis of LLL policies in the FRs selected.

#### *National Mapping, Review and Analysis of LLL policies*

Following the *first approach*, the main objective of the national reports from Croatia and Portugal is to examine the LLL policies of the FRs Istria County and Osijek-Baranja County, and Alentejo Littoral and Vale do Ave respectively. To accomplish this objective, the reports are divided into three parts: a first introductory chapter presenting the context of LLL policies in the two selected FRs; a second chapter focusing on the mapping of LLL policies, in particular in the labour market, social policy and youth policy sector at national and regional level; and a third analytical chapter, based on the research questions suggested in the WP3 proposal of the YOUNG\_ADULLLT project. However, unlike most National Reports, instead of examining each of these issues, the analysis is done through an 'overview' of the FRs in each country.

**Croatia:** The Croatian National Report examines the LLL policies in the two chosen FRs through the analysis of national documents, which serve as the basis for regional LLL programmes taking into account the high degree of centralisation in Croatia. Through this approach it is possible to identify the regional differences between the two FRs in economic,

educational, and employment terms. The Croatian report does not only confirm the absence of harmonisation between existing policies and the actual needs of young adults (in education and work), but also the lack of strategies and mechanisms to systematically assess the impact of LLL policies.

The report is characterised by two central aspects in particular: firstly, the National Report highlights the importance of intertwining Life Course Research with the Cultural Political Economy perspective in order to explain how a holistic vision of LLL policies and LLL of young adults must take cultural differences at both national and regional level into consideration (e.g. the time young adults spend in their family homes together with their parents as it happens in Italy, Portugal, and Spain). Secondly, the National Report explicitly and severely criticises the current system of higher education in Croatia, which obstructs social mobility and thus contributes to social inequality.

**Portugal:** The Portuguese National Report on LLL policies was written with a specific reference to three LLL policies for young adults in the two FRs (Alentejo Litoral and Vale do Ave). These two FRs were selected for their economic differences, their distance to major urban areas, their similar administrative functioning and their provisions regarding educational qualifications and employment. The report gives an account not only of how LLL policies have mainly a national scope, but also how LLL policies in Portugal are primarily focused on improving the educational levels of the population through vocational education and vocational training programmes after an accentuated period of economic austerity between 2011 and 2015.

The report is based on two central arguments or observations respectively. The first argument points to the observation that the lack of sufficient funding, apart from the ESF, weakens the continuity of LLL policies, mainly at a regional level. The second argument points to the fact that the country is going through a fundamental change towards more decentralisation and deregulation. In addition, the report claims that training and vocational education policies constitute 'magic solutions' to deal with young adults' LLL structural problems (such as unemployment or early school leaving).

Following the *second approach*, the national reports of Bulgaria, Germany, Scotland and Spain analyse the LLL policies in their respective FRs trying to follow the research questions suggested in the WP3 proposal of the YOUNG ADULLLT project. These reports are mostly divided into three chapters: a first introductory chapter presenting the context of LLL policies in the two selected FRs; a second chapter focusing on the mapping of LLL policies not only at national level but also in each of the chosen FRs; and a third analytical chapter, which tries to provide answers to the above-mentioned research questions.

**Bulgaria:** In the Bulgarian report, the answers to the research questions allow the reader to see how at national level and in the two FRs of Plovdiv and Blagoevgrad, LLL policies are mainly focused on the social inclusion of early leavers from education and training, ethnic minorities, long-term unemployed and other vulnerable groups. The Bulgarian report is clearly focused on the study of the development of vocational guidance and employability of graduates, the introduction of dual training, and the need to improve the link between LLL and the labour market in terms of qualifications and skills of young adults.

The report stresses two main observations in particular. On the one hand the report claims that LLL policies in Bulgaria in general and specifically for young adults are less related to the personal development of human beings and their LLL, and more to a neoliberal discourse based on life achievements. On the other hand, the report provides a critical assessment of the ability of LLL policies to improve educational opportunities of young adults, due to their orientation at standard life courses and the mismatch between qualifications acquired through education and qualifications required in the labour market.

**Germany:** The National Report is focused on the analysis of LLL policies in the two FRs Bremen and Rhein-Main. The report concentrates on the study of nine LLL policies for each FR (mainly selected for their differences in socio-economic terms). In comparison with other

reports, this work makes a particular emphasis on the complexity existing when it comes to compare LLL policies at national and regional levels.

The report looks closely at how different policy sectors relate to each other in order to integrate young adults into the labour market, to assure the future provision of skilled workers, and to reduce the rate of early school leavers. A clear example of the above is the stronger predominance of the vocational orientation in the school system in the last 15 years. In addition to this, the report makes two important analytical observations: the identification of five phases that mark the transition from school into the world of work (each of them presenting different challenges to young adults); and a critical analysis of vocational education in Germany and the widely held assumption that the responsibility for failure in LLL lies with the individual.

**Scotland:** The National Report focuses on the analysis of LLL policies in the FRs Glasgow City Region, and Aberdeen/shire City Region. The report follows the structure outlined above for this group of countries examining those LLL policies and programmes that cover three specific criteria: The age range (18 to 29); the time frame (2010 - 2016) and the relation between education and skills policies, labour market policies and social policies. The report gives account of both the complexity of the policy landscape and the existence of various national policies / strategies (as stated in the case of Germany) and the lack of clarity about how national, regional and local LLL policies interact. According to the National Report, this lack of clarity can lead to a duplication of effort and to confusion.

The report highlights two central aspects: firstly, it argues that the government should not only encourage young adults to participate in the building of LLL policies, but also promote the active involvement of employers in LLL policies. Secondly, it states that since the economic crisis of 2008, the aim of LLL policies in Scotland is more focused on employability, rather than the democratic and broader values of LLL.

**Spain:** The National Report is focused on the study of LLL policies in the FRs Girona (Catalonia) and Malaga (Andalusia). The report partially reformulates the analytical part by focusing on three points in particular: young adults and policy reforms in Spain, the questions whether there is an integrated LLL policy in Spain and whether LLL policies produce a positive impact in the country. To examine these questions the report is centred on studying vocational education and vocational training 'for employment' (and on the debate on how to relate vocational education to the traditional education system) as well as the measures implemented to tackle early school leaving, the difficult social conditions of young adults and one of the highest NEET youth rates in Europe.

Besides, the report makes two important observations or conclusions: it concludes that the study of the impact of LLL policies is very difficult to estimate at this stage of the YOUNG\_ADULLLT project. The second observation is related to the fact that despite the increasing level of decentralisation and regional autonomy in Spain, the central government still plays a significant role in both, the implementation of LLL policies and the limited financial means invested in vocational education and training.

Following the *third approach*, the national report of **Austria** examines the LLL policies of the FRs Vienna and Upper Austria. To accomplish this objective, the report is divided into three chapters: the first chapter presents the context of LLL policies at both the national and regional levels (emphasising the specific study of the two selected FRs); a second chapter focuses on the description of some of the most relevant LLL policies in these regions; and a third chapter is of more analytical nature, the basis of which responds in a thematic manner to the research questions suggested in the WP3 proposal of the YOUNG\_ADULLLT project (see above).

The selection of the FRs of Vienna and Upper Austria responds to both, structural differences and similar challenges (e.g., economic issues related to youth unemployment). In particular, the report gives account of two main ideas: on the one hand, the central role of education and labour market policies within the Federal State in contrast to other social

policies, which are mostly subjected to the regional administration; on the other hand, the report is rather critical of an education system which is based on early selection mechanisms which lead to a lack of social permeability.

Following the *fourth approach*, the national report of **Finland** examines the LLL policies of the FRs Southwest Finland and Kainuu. The report is mainly divided into two chapters: a first chapter dedicated to presenting the LLL policies in the two selected FRs; and a second chapter focused on the analysis of these policies based on the three theoretical perspectives that underpin the YOUNG\_ADULLLT project: cultural political economy, life course perspective, and governance perspective. This is the only national report of the nine presented in the project that follows this methodology of analysis, achieving a deep understanding of the fundamental aspects of LLL policies.

The study of the selected FRs is carried out through the analysis of six specific projects, which respond to the general objectives of the national LLL policy programmes, namely: to raise the employment of young people and to tackle social exclusion, equality in education, and improvement of LLL skills. In analysing the achievement of these national objectives the report is rather critical and particularly questions the following two points: firstly, how the definition of LLL associated with an 'education for all' has lost its meaning to the point of being seen as part of a business directed at a group of consumers; secondly, how the responsibility to find a job depends on the individual, and not on a multiple series of factors that affect the individual life course trajectory. In addition to the above, the report highlights not only that societal expectations related to standardised 'normal' life-course are strongly present, but also that certain fundamental skills, which are needed to actively participate in society, are being replaced by skills that mainly respond to increase (economic) productivity.

Finally, the *fifth approach* is represented by the National Report of **Italy**, which analyses the LLL policies in the FRs Liguria and Lombardia. To accomplish this analysis the report presents, after a brief introduction in the first part, in a second part the mapping of LLL initiatives and programmes in the labour market, youth, educational, and social policy sector. In a third chapter, and unlike the other national reports, the analysis is less focused on WP3 research questions, but rather on the study of three specific LLL policy programmes in each FR.

The study of the selected FRs takes into account not only the description of each policy, but also its relevance with respect to the YOUNG\_ADULLLT project and the emerging issues related to it. The policies state the evolution of vocational training in Italy as well as the recognition of non-formal and informal learning and the process of competencies certification. In addition to the above, the report highlights two central aspects: the tendency to examine the applicability of LLL policies in the context of the FRs, (as well as their relevance in relation to the actors to whom they are addressed); and the network of Youth Information Centers in the country, which aims to provide information on opportunities for education, work, leisure, and social participation.

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Work Package 3 – Policy Mapping, Review and Analysis

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## Work Package 3

### Lifelong Learning Policies: Mapping, Review and Analysis

#### National Report: Austria

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Work Package 3 – Policy Mapping, Review and Analysis

Deliverable D 3.1

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## Summary

This report depicts the 'landscape' of lifelong learning (LLL) policies for young adults in vulnerable situations in the two Austrian regions of Vienna and Upper Austria. The report is divided into three main chapters. In chapter 1, we first provide contextual information on national and regional lifelong learning strategies and the relevant legal framework in Austria. Subsequently, we describe the regions of Vienna and Upper Austria. We selected Vienna and Upper Austria as case studies as the two regions show structural differences (e.g. economic structure) on the one hand but also face similar challenges on the other hand (e.g. youth unemployment). The first chapter closes with contextual information on the Austrian school and vocational education and training (VET) system, important actors in the field of lifelong learning and participation in LLL in Austria. In chapter 2, we describe selected LLL policies for young adults. Thereby, we concentrated on lifelong learning policies in the following policy sectors: labor market policy (LMP), education policy (EDP), and social youth policy (SYP). We first provide a short description of twelve policies we identified as relevant. The selection reflects the overall foci of lifelong learning policies for the respective target group in Vienna and Upper Austria. In a second step, we select three policies for each region and describe them in more detail. In chapter 3, we subsequently analyze the selected policies. In particular, we are interested in the underlying problem definitions, causal explanations, and proposed solutions of the policies, their potential effects on young adults and their governance regimes. The objectives identified are foremost facilitating integration into the labor market and promoting career advancement, meeting the needs of the labor market and reducing young adults' dependency on social security. The means to achieve these objectives focus predominantly on the enhancement of different types of skills and on assistance regarding the acquisition of formal education and training attainments. The policies analyzed do address pressing problems. Anyway, it is questionable to what extent and in which scope these policies can counteract structural problems that have other and more complex causes than just a lack of skills.

## 1. Contextual Information

Chapter 1 is divided into three paragraphs that provide contextual information on lifelong learning initiatives, programs and measures for young people in Austria. First (§ 1.1.), we give an overview on the lifelong learning policy framework on national and regional level. For a more in-depth description of lifelong learning policies, we concentrate on two Austrian regions – Vienna and Upper Austria. In § 1.2. we provide basic information on the characteristics of these two regions in terms of geography, population and social and economic indicators. We close this chapter (§ 1.3.) by looking at the engagement in education and training beyond compulsory school by young people.

### 1.1 Policy Framework

In the following paragraphs, we give a concise overview on the lifelong learning policy framework in Austria. In particular, we outline two national and two regional strategies in respect to lifelong learning. Besides, we address the Compulsory Education and Training Act until the age of 18, the Training Guarantee, and publically funded training projects. A basic understanding of the policy framework is relevant in order to understand the more concrete lifelong learning programs, initiatives and measure depicted in chapter 2.

#### 1.1.1 National Lifelong Learning Strategies

The most relevant actors in respect to lifelong learning policies at national level in Austria are the Ministry of Education (*Bundesministerium für Bildung*, BMB), the Ministry of Labor and Social Affairs (*Bundesministerium für Arbeit, Soziales und Konsumentenschutz*, BMASK), the Employment Service (*Arbeitsmarktservice*, AMS) and the social partners (*Sozialpartner*). In the field of labor market policies BMASK, AMS and the social partners are the most important actors. The relationship between

the federal state (*Bund*) and the regional states is characterized by a weak federalism by constitution (e.g. legislative power) on the one hand, but a rather strong federalism in practice (e.g. implementation of federal policies, influence of regional sections of the parties etc.) on the other hand (Fallend 2006). Education and labor market policies are subject matter of federal state, while social policies are partly subject matter of the regional states. Besides this, the Austrian political system in general and the policy fields of labor market and education and training in particular, are characterized by a strong involvement of interest representatives into the political decision making process (Bodenhöfer 2006). This is due to the subject matter of labor market policies, touching upon the interests of employees and employers at the same time. In the education and training system, the dual apprenticeship system also constitutes a cross sectional field of interests, in which most of the social partners are very much engaged.

In 2007, the representatives of the Trade Union Confederation (*Österreichischer Gewerkschaftsbund*, ÖGB), the Chamber of Commerce (*Wirtschaftskammer Österreich*, WKÖ), the Chamber of Labor (*Arbeiterkammer Österreich*, AK) and the Chamber of Agriculture (*Landwirtschaftskammer*) signed the position paper “Chance Education” (*Chance Bildung*) comprising their demands regarding the implementation of the European Lisbon Strategy at national level and the re-orientation of Austrian education and training policies. The demands related to the fields of pre-school education, the compulsory school system, vocational education and training (VET), continuing education and tertiary education. The cornerstones of the interest representative’s demands are the focus on the learner, age-independency, permeability, transparency, professional orientation and educational counselling. Major objectives mentioned in the position paper are: 1) Increasing the engagement in continuing learning and training activities throughout the population in general and particularly for teachers, 2) promoting all-day schools, 3) fostering the acquisition of basic competences, 4) increasing the number of apprentices who conduct a *Berufsreifeprüfung*<sup>1</sup> 5) as well as the number of extra-occupational students and 6) graduates in STEM subjects 7) while at the same time reducing the number of young people with compulsory school as their highest educational attainment. Most claims

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<sup>1</sup> “Berufsreifeprüfung” is a combination of dual vocational training and comprehensive education. Apprentices have the opportunity to conduct an apprenticeship and simultaneously take classes and exams to gain an upper-secondary school-leaving certificate that allows them to enroll at universities.

put forward by the interest representatives were four years later translated into the Austrian Strategy for Lifelong Learning (*Strategie zum lebensbegleitenden Lernen in Österreich – LLL:2020<sup>2</sup>*).

In 2011, the ministers for education, science and research, labor and social affairs as well as economic affairs signed a national lifelong learning strategy. This strategy is based on the various European Strategies for Lifelong Learning, an expert report (Donau Universität Krems, 2007) and the position paper put forward by the interest representatives. The objective behind the development of this strategy was to reach a better coordination of lifelong learning policies between the different ministries beyond the formal areas of responsibility, and the better use of existing resources. The focus of the strategy are ten lines of actions that build upon four basic principles, five guidelines, and eight key competences (see figure 1).

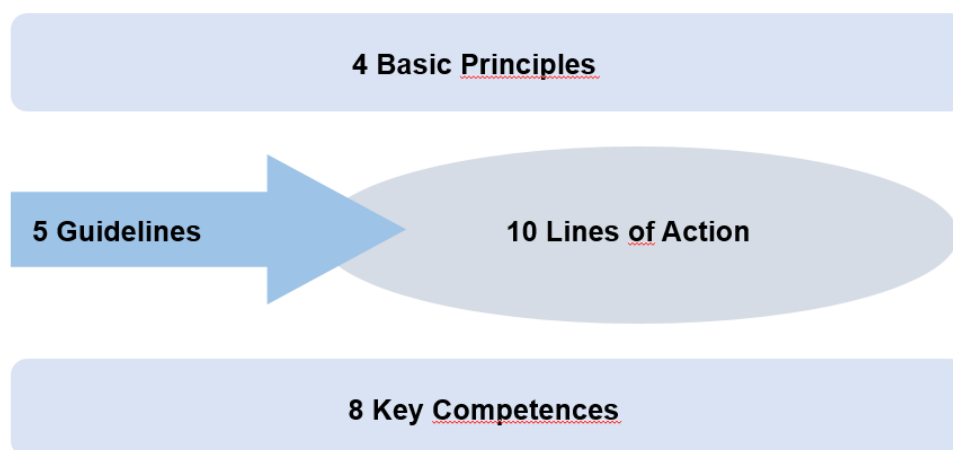


Figure 1: Structure of the Austrian Lifelong Learning Strategy

Gender and diversity, equal opportunities and social mobility, quality and sustainability, and efficiency and innovation are the strategy's basic principles. Its five guidelines are life stage adequacy, the central position of the learner, lifelong guidance, focus on competences, and fostering participation in lifelong learning. The objective of the strategy is to strengthen the following eight central competences: 1) communication in the mother tongue, 2) communication in foreign languages, 3) mathematical competences and basic competences in natural sciences, 4) ICT (Information and Communication Technologies) competences, 5) learning competences, 6) social and intercultural competences, 7) entrepreneurial

<sup>2</sup> In Austria the term "lebensbegleitendes Lernen" (life accompanying learning) is more common than „lebenslanges Lernen“ (lifelong learning).

competences and 8) cultural competences. To achieve this, the responsible ministries have agreed upon the following ten lines of action:

- Strengthen pre-school education
- Foster basic education and equal opportunities in the formal school and training system
- Providing free of cost opportunities for completing compulsory education in the non-formal education sector and safeguarding of basic competences in adulthood
- Expanding alternative transition programs for labor market integration for young people
- Providing measures for better educational and professional re-orientation and considering work-life balance
- Strengthen community education approaches via community centers and organized civil society
- Foster learn- and training-friendly working environments
- Support continuing education and training to guarantee employability and competitiveness
- Enrich quality of life through education during the post-professional life stage
- Ease procedures for the recognition of non-formally and informally acquired skills and competences in all education sectors

Some of the strategy's strategic goals to be reached by 2020, which are of interest regarding the objectives of the YOUNG\_ADULLLT project, are:

- Reducing the ESL (*Early School Leaver*) rate to 6 % (2009: 8.7 %)
- Increasing the number of young adults who attain a *Berufsreifeprüfung* up to 10 % (2008: 2 %)
- Reducing the rate of NEETs (*Not in Employment, Education or Training*) between 15 and 24 years to 6.4 % (2009: 7.8 %)
- Increasing the general engagement of the Austrian population in lifelong learning activities up to 20 % (2010: 13.7 %)

Regarding the objective of reducing the number of ESL and NEETs, a particular strategy has been set up by the Federal Ministry of Education in 2012, which refers to the overall Austrian LLL strategy and can be situated within its broader framework.

The national strategy for the prevention of early school leaving (*Nationale Strategie zur Verhinderung frühzeitigen (Aus-)Bildungsabbruchs*) is build up around three pillars of action and three levels. Actions focus on: 1) prevention, 2) intervention and 3) compensation and target the: a) macro (the education and training system), b) meso (the specific education or training institution) and c) micro level (the individual). Measures proposed for prevention are education and career guidance, increasing literacy, supporting pupils with migration background, fostering the professionalization of teachers and trainers (especially in dealing with cultural diversity and multilingualism) and implementing early-warning mechanisms as well as early information systems. Examples for intervention activities are youth coaching in general and particularly at the transition from school to work as well as coaching for apprentices and training companies. In the field of compensation, providing opportunities for adults to attain their compulsory school leaving certificate, the education and training guarantee until the age of 18 years, the expansion of funded training projects and production schools as well as facilitating the formal recognition of non-formally or informally acquired skills are explicitly incorporated into the strategy<sup>3</sup>.

#### 1.1.2 Regional Lifelong Learning Strategies

In 2010, the Upper Austrian government set up the regional lifelong learning strategy *Strategie Oberösterreich – Impulse und Ziele für Erwachsenenbildung* (Strategy Upper Austria – Impulses and Goals for Adult Education). The Upper Austrian LLL strategy has three overall objectives: 1) focus on the learner, 2) fostering basic education, the acquisition of key competences and specialized professional trainings and 3) intensified cooperation between education and training institutions. With its focus on the learners, the strategy aims at creating interest and motivation for lifelong learning in all age and population groups, by means of target group customized programs. A specific focus, however, is on people with low educational attainments. Due to Upper Austria's dispersed settlement structure, the objective of strengthening peripheral institutions and networks that provide education and training in close

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<sup>3</sup> For detailed information on the education and training guarantee until the age of 18 and funded training projects, see this chapter. For detailed information on production schools see chapter 2.3.2.



proximity to the place of residence is key in fostering an increased engagement in education and training activities throughout the population.

For Vienna, the municipality introduced the *Vienna Qualification Plan 2020* in 2013. This plan focusses very much on labor market qualifications, was set up in cooperation with employees and employers interest group representatives, the Service Department of the Ministry of Labor and Social Affairs (*Sozialministeriumsservice*, SMS) and the Municipal Education Authority. Its main objective is reducing the number of formally low qualified people. Particularly, the reduction of people with a compulsory school leaving certificate as their highest formal education attainment. The qualification plan is based on the following guiding principles: 1) embeddedness into corresponding strategies on Austrian and European level, 2) intensified cooperation between relevant actors and institutions and the bundling of existing resources, 3) the combination of new programs with existing ones, 4) the evaluation and if necessary realignment of programs, 5) adequate reaction to changing labor market demands and 6) the principles of gender mainstreaming and diversity management. Strategic fields of actions stated in the plan are schooling and formal VET, professional adult education, and information and motivation activities. This translates – among others – into the following quantified goals:

- The reduction of young people who do not engage in further education or training after completing nine years of compulsory education to 7 % by 2020 (2009: 9 %)
- The reduction of ESL to 8.1 % by 2020 (2009: 11.8 %)
- The increase of non-formally attained apprenticeship certificates up to 3.590 until 2015 (2011: 2.244)

### *1.1.3 Compulsory Education and Training until the Age of 18*

In July 2016, the Austrian parliament passed an act on compulsory education and training until the age of 18 (*Ausbildungspflichtgesetz, APfIG*). From autumn 2017 onwards, youngsters are obliged to engage in training or education up to the age of 18. The law's objective is to foster the acquisition of educational attainments beyond compulsory school and to reduce the number of ESL. Responsible for the

implementation of the law – if a young person faces the risk of dropping out or has dropped out – are the Regional Coordination Platforms for the Transition from School to Work (*Koordinationsstellen Übergang Schule-Beruf*). Therefore, the Coordination Platforms mainly engage in communication and coordination between the various actors involved (e.g. youngster, legal guardian, youth coaching etc.) and by that support the (re-)integration into the education and training system. The law has been criticized due to its too narrow reach, as it does not include young asylum seekers (Bundesjugendvertretung 2016). This might prevent asylum seeker's overall integration and – among others – reduced their chances on the labor market.

The *Ausbildungspflichtgesetz* has been passed as it is widely recognized that nine years of compulsory schooling are too short for young people to acquire labor market relevant skills. Additionally, the Act complements the since 2008 existing Training Guarantee until the age of 18 (*Ausbildungsgarantie*). The regional states provide positions in funded apprenticeship projects (*Überbetriebliche Berufsausbildung, ÜBA*) for those young people who are not able to find a company-based apprenticeship position. Intervening into the training system by public authorities has become more relevant as company-based apprenticeships have been decreasing. Two types of apprenticeship contracts are available within funded apprenticeship projects. Within the first option (ÜBA 1) young people are employed as apprentices at the training institution for the entire period of their apprenticeship. However, an integration into the first labor market is possible and desirable. Within the second option (ÜBA 2) young people receive a contract with the training institution only for the first year of their apprenticeship but acquire their professional experience at partner companies. Due to its set-up, more funded apprenticeship positions are offered as ÜBA 2. It is estimated for 2016 that 91 % of all apprentices have company-based apprenticeship positions and 9 % of them are trained in funded apprenticeship programs. Anyway, there exist strong regional differences. In 2015, 8.850 funded apprenticeship positions were available in Austria. 3.680 in Vienna and 1.300 in Upper Austria. Whereas in Upper Austria only 6 % of apprenticeship positions fall into the category of ÜBA, it is more than 20 % of apprenticeships in Vienna (Gregoritsch et al. 2016).

Steiner et al. (2015) estimate that the primary target group of the *Ausbildungspflichtgesetz* amounts to approximately 16.000 youngsters a year, who leave the education and training system after compulsory school. The authors state

that even though many measures do already exist, that aim at compensating missing skills and formal education attainments, there are still certain gaps. Besides a simply broader offer in quantitative terms, there exists currently a lack in low-threshold programs that allow for a gradual reintegration (e.g. hourly employment). Particularly measures for specific target groups like refugees and youngster with mental problems, intensive coaching and support, and measures that are based on an holistic view that do not reduce the young person to their role as pupil or job-seeking are lacking (Steiner et al. 2015).

## 1.2 Selected Regions

Austria is a relatively small country with a population of around 8.5 million inhabitants that comprises nine regional states (*Länder*). Vienna is the capital of Austria and at the same time a separate regional state<sup>4</sup>. For Austria, we chose the regional states of Vienna (*Wien*) and Upper Austria (*Oberösterreich*, OÖ) (see figure 2) as case studies for a national and subsequently European comparison between lifelong learning policies supporting young adults in their life course. We selected the two regions because they share some characteristics but differ in other dimensions. We are interested in finding out how the two regions, within the same federal regulatory framework, but with a different economic structure and labor market, political tradition, degree of urbanization, and educational structure of the population react to common challenges like youth unemployment, early school leaving or the decrease in company-based apprenticeship positions.

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<sup>4</sup> This means that the regional state of Vienna is at the same time the municipality of Vienna.

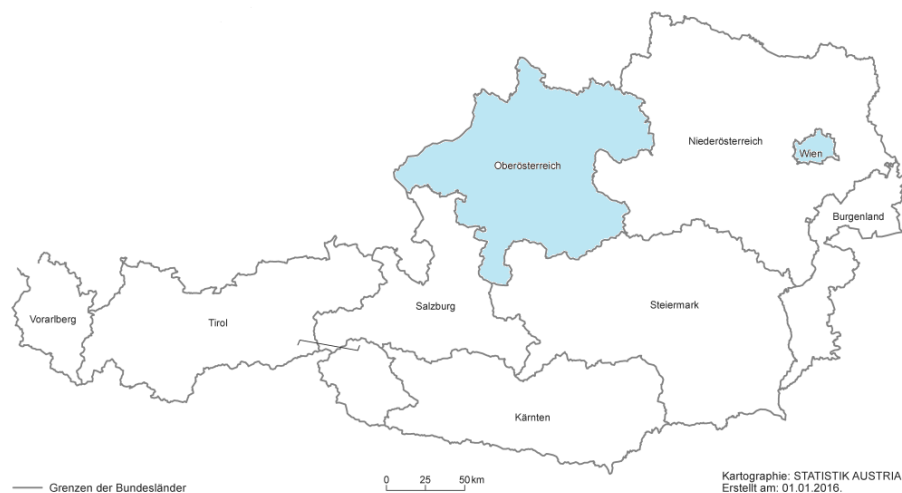


Figure 2: Austrian federal states and selected regions

In the following, we give a short overview on the two selected regions by providing some information and on their geography, population, the educational structure of the population, their economy and labor market as well as their political traditions. At the end of the chapter, we provide a succinct comparison of the two regions and lay out our rationales for selecting Vienna and Upper Austria as our case studies.

### 1.2.1 Vienna

Vienna is situated in the northeast of Austria and surrounded by the regional state of Lower Austria (*Niederösterreich*) and in close proximity to the regional state of *Burgenland*. For example regarding employment, Vienna plays a significant role in the regional, national and international context. The Hungarian and Slovak border are only 60 kilometers away, the Czech border around 90 kilometers. Regional trains connect middle size cities beyond the national borders quite well to Vienna. Yet alone from within Austria approximately 180.000 people commute to Vienna on a daily basis (Brezina et al. 2015). Vienna has approximately 1.8 million inhabitants and is the 7<sup>th</sup> largest city within the European Union, the 2<sup>nd</sup> largest German speaking city (after Berlin) and by far the largest city in Austria<sup>5</sup>. Vienna is at the same time – speaking of population – the largest federal state. More than one fifth of the Austrian population lives in Vienna. Especially due to migration, Vienna's population is

<sup>5</sup> The second largest city in Austria is Graz with slightly more than 270.000 inhabitants, which makes it six times smaller than Vienna.

supposed to grow up to two million inhabitants until 2025. Currently 42 % of the Viennese population have a migration background<sup>6</sup> and more than 25 % of the Viennese inhabitants are non-Austrians (Statistik Austria).

Vienna hosts nine public universities, four private universities and a teacher training college. In 2013, around 170.000 students were enrolled in these institutions. Another 13.300 students were enrolled at the six universities of applied sciences (Stadt Wien 2015). In 2013 the highest educational qualification of nearly 24 % of the Viennese population between 25 and 64 years was compulsory school, 23 % had completed an apprenticeship, around 30 % had finished a secondary school or secondary high school and 22 % held a university degree (Statistik Austria). During the school year 2013/2014, Viennese pupils in their last compulsory school year were distributed over the different school types as follows: 37 % of them attended a secondary academic school (*Allgemeinbildende höhere Schule*, AHS), 29 % a secondary technical and vocational high school (*Berufsbildende höhere Schule*, BHS), 15 % a secondary technical and vocational school (*Berufsbildende mittlere Schule*, BMS) and 13 % did a pre-vocational year (*Polytechnische Schule*, PTS) (Stadt Wien 2015).

In 2012, Vienna's economy contributed for 26 % to the overall value creation in Austria. 85 % of the Viennese gross product was made in the tertiary sector, and 15 % in the secondary sector. In 2014, 66 % of the work force in Vienna were employees, 27 % of them workers and 7 % of them public officials (Stadt Wien 2015). The Viennese economy has gone through structural changes during the last decades. This is reflected particularly in the growing amount of people employed in the service sector. In some of the sub-sectors of the service sector, like accommodation and gastronomy, finance and insurance services, knowledge-intense corporate services, education and teaching as well as health and social services, an increase in employment of 25 % has taken place over the last decade (Eichmann/Nocker 2015, Stadt Wien 2015). While the amount of jobs in production has been more or less stable over the last ten years, jobs in the trade and retail sector decreased strongly. What is particularly visible, besides the structural shift, is the significant rise of jobs with a high qualification profile. There has been a massive trend towards a strong request for a high-qualified and high-skilled workforce, in

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<sup>6</sup> The term "migration background" refers to first and second generation migrants. A person is considered to have migration background if she or both her parents were born abroad.

production as well as in services. Currently around 50 % of all employees work in high-qualified jobs (with at least A-level standards). Only in 20 % of all current jobs, the focus lies on manual activities (Eichmann/Nocker 2015).

Vienna's labor market benefits from the fact that Vienna as the capital of Austria offers a relative high amount of civil service jobs. Apart from that, the city functions as a hub for business with Eastern European countries and is still a major tourist destination. For the near future the Viennese job market might also benefit from the following developments: 1) further growth in population, that will bring with it an increased demand in most of the sectors, 2) the creation of green jobs due to the advancement of the low carbon economy; 3) and the further development of Vienna as a center for higher education and services in the fields of ICT, the Life Sciences, and research and development (R&D) (Eichmann/Nocker 2015).

Anyway, the main challenge regarding the Viennese job market is and will be to provide sufficient jobs for Vienna's growing population. In 2015, Vienna was the federal state with the highest unemployment rate in Austria (13.5 % in Vienna, Austrian average: 9.1 %<sup>7</sup>). 11.7 % of all unemployed in Vienna were between 15 and 24 years old (AMS Wien 2016). In 2013, 10.4 % of young people<sup>8</sup> between 15 and 24 years in Vienna were NEET. The Austrian average was 6.9 % (AK OÖ 2015). Noticeable, is also the mismatch between the supply and demand for apprenticeship positions. In 2015, 338 company-based positions were vacant while 2.078 young people were looking for a training position. In general, the mismatch between job vacancies and unemployed is quite high, with 27.4 job seekers per vacancy (Austrian average: 12.1) (AMS online). 8 % of the Viennese or 141.600 people received needs-orientated basic subsidies in 2014 (*Bedarfsorientierte Mindestsicherung*, BMS) (Stadt Wien 2015). In June 2016, approximately 21.000 asylum seekers in Vienna were dependent on primary care (*Grundversorgung*) (ÖIF 2016).

Vienna has a strong social-democratic tradition and history. Since the city became a separate regional state in 1922, Vienna has been governed by the Social Democrats (*Sozialdemokratische Partei Österreichs*, SPÖ) (except from the fascist period

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<sup>7</sup> According to the national definition, which includes all non-self employed job-seeking persons registered at the Austrian Employment Service (*Arbeitsmarktservice*, AMS), but does not include unemployed persons participating in AMS training measure.

<sup>8</sup> We use the term "youngsters" for 15 to 17 year olds, the term "young adult" for 18 to 29 year olds, and the term "young people" for overlaps between these two categories.

between 1934 and 1945). Until the regional elections in 2010, the Social Democratic Party had an absolute majority in the regional state government. Since 2010, Vienna is governed by a coalition of Social Democrats and the Green party.

### *1.2.2 Upper Austria*

Upper Austria is located in the northern part of Austria and shares its borders with the regional states of Salzburg, Styria (*Steiermark*), and Lower Austria as well as a national border with Germany and the Czech Republic. Upper Austria is the third largest Austrian regional state in terms of its population (1.43 millions) and the fourth largest in terms of size. The regional state consists of fifteen districts that are further divided into 442 municipalities. The regional capital of Linz has a little less than 200.000 inhabitants and is the third largest city of Austria. Linz attracts more than 100.000 job commuters (Land Oberösterreich 2015). Wels (around 60.000 inhabitants), and Steyr (around 38.000 inhabitants) are the largest urban areas besides Linz. Gmunden, Vöcklabruck, and Ried im Innkreis are smaller regional centers with up to around 13.000 inhabitants. Upper Austria's population is supposed to grow up to 1.51 million people until 2025. In Upper Austria, 17.1 % of the population have a migration background, and 9.3 % have a citizenship other than Austrian (Statistik Austria).

Upper Austria hosts two public universities, two private universities (all in Linz), two universities of applied sciences and a public and a private teacher training college. In total, the number of students enrolled in 2014 was approximately 30.000 (Land Oberösterreich 2015). In 2013, the highest educational qualification of 20 % of the population in Upper Austria between 25 and 64 years was compulsory school, almost 40 % had completed an apprenticeship, around 28 % had completed a secondary school or a secondary high school, and around 10 % held a university degree (Statistik Austria). In 2010, the distribution of pupils attending school beyond the 8<sup>th</sup> grade over different school types was as follows: 15 % of them attended a secondary academic school, 31 % a secondary technical and vocational high school, 16 % a secondary technical and vocational school (Lassnigg 2010). In 2013, 5.8 % of all young people between 15 and 24 years were not in employment, education or training (AK OÖ 2015). In absolute numbers, most young NEET in Upper Austria in

2012 held an Austrian citizenship. Anyway, the rate among Austrian young people was 5 %, among Ex-Yugoslavians 14 %, 21 % among Turkish, and 40 % among other nationalities (Land Oberösterreich 2014).

Although Austria's regional economies show some heterogeneity, employment trends throughout the regional states are quite similar. The general Austrian trend points towards a decrease of jobs in agriculture, mining and manufacturing on the one hand and an increase of service jobs. Upper Austria is one of the centers of industrial production in Austria. Around 25 % of the industrial production is based in Upper Austria. Particularly steel production and automotive supply are two important branches. Against the national trend, the manufacturing sector in Upper Austria has developed and will develop positively in the next years. At the same time, structural changes in favor of the service economy are also visible in Upper Austria. In 2010, 5.5 % of the gross product of Upper Austria was made in the primary sector, 30.3 % in the secondary, and 64.3 % in the tertiary sector. In Linz, the secondary sector accounted for slightly more than 20 % and the tertiary sector for close to 80 % of the gross product (Land Oberösterreich 2015).

The unemployment rate in Upper Austria was 6.1 % in 2015, with 5.6 job seekers per vacancy. 16.2 % of all unemployed were between 15 and 24 years old (AMS online). In 2015, 19.587 people in Upper Austria received needs-oriented basic subsidies, accounting for 6.9 % of all recipients in Austria (Statistik Austria). Employment in general is supposed to grow by 1 % per year in Upper Austria between 2013 and 2020. Because of the creation of approximately 34.400 new jobs between 2013 and 2020, the secondary sector will account for 65.6 % of all jobs by 2020 (2013: 64.4 %). In manufacturing, a rise in employment of 0.5 % per year is forecasted. The predominance of professions that require a medium skills level characterize the occupational structure in Upper Austria. In 2020, 75.1 % of the work force will be employed in medium-skilled jobs (Austrian average: 70.5 %). Above Austrian average are in this respect the importance of manual and industrial tasks and the share of technical specialists among the entire working population (8.9 % in Upper Austria versus 6.3 % in Austria.) (Fink et al. 2014). In comparison to 2014, the number of apprentices in Austria has dropped by 4.4 % in 2015. Upper Austria has the highest share of apprentices in Austria. In 2015, 21.5 % of all apprentices in Austria were trained in Upper Austria (Vienna: 15.4 %), but only 34 % of apprentices



were female (Land Oberösterreich 2016). The supply and demand of apprenticeship positions is characterized by huge regional differences within Austria. In a few regional states, the supply exceeds the demand, like in Salzburg or Tirol. In Upper Austria supply and demand were balanced in 2015, with 594 apprenticeship offers and 555 young people registered as seeking an apprenticeship position. Anyway, in the other regional states, like Vienna, as well as in Austria in general, the demand exceeds the supply by large. Countrywide, in 2015, there were 3.334 positions available and 6.256 young people trying to find a training position (AMS online).

Since 1945, the conservative party (*Österreichische Volkspartei*, ÖVP) has been the strongest party in Upper Austria, although it has been losing votes since the end of the 1980s, foremost to the far-right Freedom Party (*Freiheitliche Partei Österreichs*, FPÖ) and to a much smaller extend to the Green Party. Between 2003 and 2015, the regional government was formed by a coalition of Conservatives and Greens. The latest regional elections were held in 2015. Since then, Upper Austria is governed by a coalition between ÖVP and FPÖ.

### 1.2.3 Why Vienna and Upper Austria?

We opted to have a closer look at the regions of Vienna and Upper Austria for a variety of reasons. We chose for the region of Vienna because of its relevance within Austria. Vienna is the largest city in Austria; policies implemented in Vienna have an effect on around 20 % of the Austrian population. Although Vienna covers a large share of the Austrian population it is at the same time an exception in many ways. There are no cities of comparable size in Austria, and no other urban areas is growing as fast as Vienna and faces the challenges that come with growth in this dimension. Geographically speaking, Upper Austria on the other hand is comprised of medium and small cities as well as rural areas. The main reason for opting for Upper Austria is its importance as an industrial region. Even though the manufacturing sector is still growing, structural economic change towards an increasing importance of the service sector is also visible in Upper Austria. Therefore, Upper Austria might face different challenges than other Austrian regions where structural changes might be less severe, due to the relative small importance of their secondary sector.

SIMILARITIES	DIFFERENCES
<ul style="list-style-type: none"> <li>— National education and labor market policies</li> <li>— Unemployment rate: Share of young people between 15 and 24 years</li> <li>— Size of population</li> </ul>	<ul style="list-style-type: none"> <li>— Economic structure and labor market</li> <li>— Political tradition and current regional government</li> <li>— Educational structure of the population</li> <li>— Unemployment rate</li> <li>— Availability of jobs and apprenticeship positions</li> <li>— Number of migrants</li> <li>— Number of needs-orientated basic subsidies recipients</li> <li>— Degree of urbanization</li> </ul>

*Table 1: Similarities and differences between Vienna and Upper Austria*

It is especially interesting for us, that the two regions share some similarities but are quite different in most of the parameters addressed (see table 1). By investigating two quite different regions, we aspire to grasp the various nuances of the Austrian characteristics in the field of lifelong learning policies for young adults. Besides that, we expect that through our selection we might gain insights if and – if so – in which ways and to which extend factors like the regional economic structure influence the concrete “design” of lifelong learning policies for young adults.

### 1.3 Education and Training in Austria

The following chapter provides a short overview of the school and VET system and Austria on the one hand and basic information on the organization of adult education and lifelong learning in Austria on the other hand. Additionally, we indicate that the participation in lifelong learning has increased over the last two decades.

#### 1.3.1 School System and VET

The Austrian education system is characterized by early selection mechanisms and a lack of social permeability. Selection takes place not so much in accordance with talent and skills but especially along the lines of social background. 64 % of all Austrians between 25 and 44 years attain the same (49.9 %) or a lower (14.1 %) formal qualification than their parents (Statistik Austria 2016). Especially the effects of the missing efforts to integrate the first and second generation of guest workers and refugees that arrived in the 1990s into the education system is still visible today (Biffl 2007). Whereas in 2006 27 % of the population with Austrian nationality attained no further qualification than compulsory school, it was 47.5 % of people with a nationality from Ex-Yugoslavia and even 73.9 % among the Turkish population (Schneeberger 2008).

Compulsory school in Austria starts at the age of six and takes nine years. After four years of primary school, the first differentiation into tracks takes place at lower secondary level when pupils change to the New Secondary School (*Neue Mittelschule*, NMS) or to the lower cycle of the Secondary Academic School (*AHS-Unterstufe*). Transition from primary to lower secondary school requires a positive final certificate of the last grade of primary school. To enter the lower cycle of AHS certain grades have to be met. To complete compulsory education young people have to add another school year after completing four years of lower secondary schooling. The final year can be completed in whatever school type and is at the same time the first year of the upper secondary cycle. The options for young people at this point are the following (see also appendix 1 on the Austrian education system):

- 1) Secondary Academic School (upper cycle, four years)
- 2) Secondary Technical and Vocational High School (five years)
- 3) Secondary Technical and Vocational School (one to four years)
- 4) Pre-vocational School (one year)
- 5) Apprenticeship training (*Lehre*, from year 10 onwards)

The existing options show the importance of VET in Austria, as only the Secondary Academic School does not fall under this category. At the same time, the numbers indicate the attractiveness of VET for young people. In the school year 2015/16 almost 70 % of all Austrian pupils in their last compulsory school year attended a VET school. In Upper Austria, it was 76.5 % and in Vienna 57.6 % (see figure 3).

Due to the apprenticeship system and the VET sector, Austria has a higher employment rate in the age group from 15 to 24 years than the EU-28 average (51.3 % in comparison to 32.6 % in 2014.) (OECD Data).

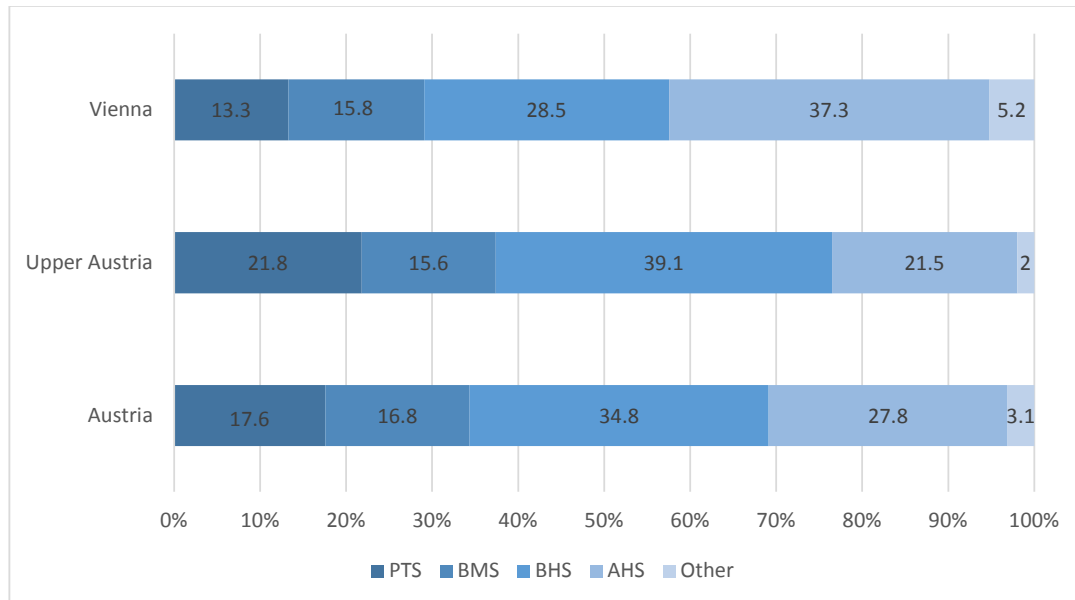


Figure 3: Share of pupils on the different school types in the 9th year of compulsory school in the school year 2015/16 (data: Statistik Austria)

Approximately 40 % of young people of one age groups opt for conducting an apprenticeship training (Tritscher-Archan et al. 2012). In 2015, close to 110.000 young people were employed as apprentices. Slightly more than one third of them were women. 42.2 % of apprentices did their apprenticeship in the field of trades and craft, 14.4 % in industry and 14.1 % in retail (WKO 2016). Regularly, apprenticeships are concluded after three years of training and completing the apprenticeship-leave examination (*Lehrabschlussprüfung*, LAP). Training takes place at the respective training company and a vocational school. The company-based training makes up for about 80 % of the apprenticeship (Tritscher-Archan et al. 2012). Engaging in VET is also possible at post-secondary and tertiary level as well as in funded training projects (see chapter 1.1.3) and via special education and trainings offers. Some of these offers are depicted in more detail in chapter 2.

### 1.3.2 LLL and Adult Education in Austria

Since the 1970s, the umbrella associations of the most important adult education institutions are organized in the Austrian Conference on Adult Education (*Konferenz der Erwachsenenbildung Österreich*, KEBÖ). Besides the engagement of public authorities on national, regional, and local level, there is also a strong involvement of interest representatives and religious communities in adult education in Austria. In general, the Austrian political system is characterized by the strong involvement of interest groups into the political decision making process (*Sozialpartnerschaft*). Via their own educational institutions and associations, interest representatives actively shape the field of adult education and lifelong learning on street-level as well as the general policy outline in this field (Schneeberger et al. 2008). Positive implications of interest groups' involvement, like the extensive discussion of policies and eventually broad consensus, are contrasted by a high degree of immobility and resistance to change of the (adult) education system (Bodenhöfer 2006).

In 2015, 14.4 % of the Austrian population between 25 and 64 years participated in lifelong learning<sup>9</sup> activities (see figure 4). The likelihood to engage in training or education correlates with the level of education. Within the group of people with compulsory school as their highest educational attainment 4.5 % participated, while university graduates participated in 31.7 % (Statistik Austria). The costs for education and training pose an additional barrier to the engagement of poorer strata of the population in lifelong learning (Biffl 2007).

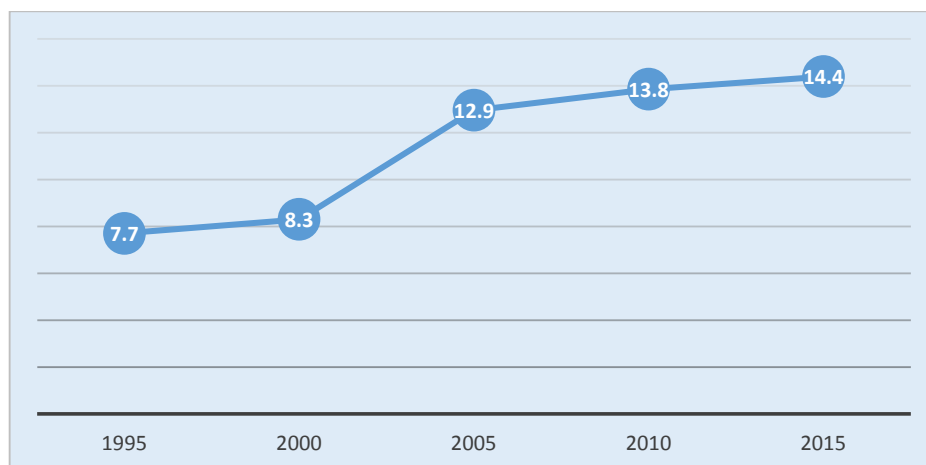


Figure 4: Participation in LLL in Austria from 1995 to 2015 (data: Statistik Austria)

<sup>9</sup> Participation in education or training measures within four weeks prior to the survey.

Of particular relevance in the field of adult education and lifelong learning are also labor market training measures funded by the Employment Service. The AMS is supposed to foster labor market (re-)integration by placing unemployed in vacant positions on the one hand and the placement in training measures on the other hand. Engagement in AMS trainings has strongly increased from close to 32.000 participants in 2001 to more than 73.000 participants in 2010 (AMS online). This can be explained by the rise of the number of unemployed on the one hand and an increasing emphasis on active labor market policies since the 1990s on the other hand (Hofer/Weber 2006). After a decline in 2011, participation has been on the rise until 2014 with a maximum of more than 75.000 participants. In 2015, the number declined again to approximately 65.000 participants, due to cutbacks in the training budget of the Employment Service (AMS 2016) (see figure 5). The number of people in AMS training measures deserves attention, as they these people are not in employment but are not counted as unemployed, according to the national calculation.

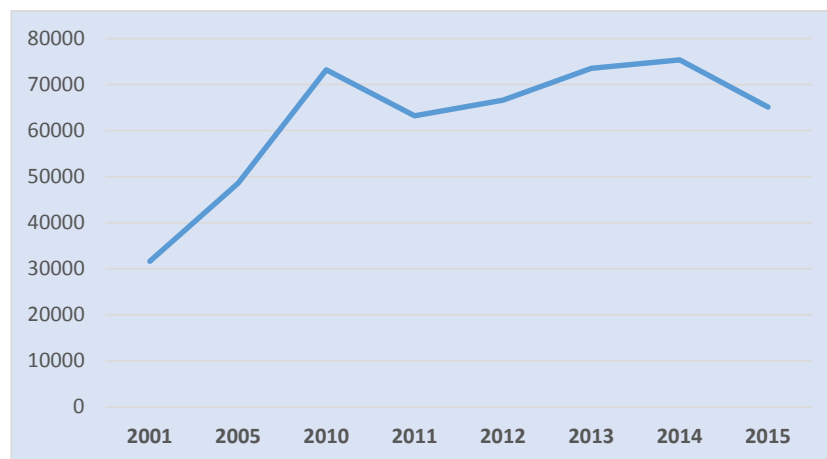


Figure 5: Participants in AMS measures since 2001 (data: AMS, Arbeitsmarktdaten Online)

There are large differences in participation in AMS training measures between the different regional states and between age groups. Participants in Vienna make up for 38 % of all participants. Upper Austria has a share in training participations of 16.8 %. In 2015, 54 % of the participants in AMS measures were between 15 to 29 years old. 21.5 % of the participants were below 19 years of age and 32.5 % are between 20 and 29 years.

In this chapter, we gave some contextual information on the lifelong learning policy framework, the two regions of Vienna and Upper Austria and the education and

training system in Austria. The information provided here serves as background to better understand the specific lifelong learning programs, initiatives and measure that are subject of the following chapter.

## **2. Policy Mapping**

This chapter is dedicated to the mapping of concrete lifelong learning policies for young people in Vienna and Upper Austria. We use the term “policy” in a very broad sense and refer to measures, programs, initiatives, interventions, actions and strategies as policies. Policies differ at least in two dimensions, 1) in their level of “concreteness” or materiality and 2) in the number of actors involved and the degree of formal institutionalization of these actors or actor constellations (see figure 6). We use the term “mapping” for providing an overview on lifelong learning policies and classifying them according to their primary policy sector orientation, underlying problem definition, objectives, proposed solution, target group, underlying success criteria, governance regime and funding source. We also classify the policies selected according to their “concreteness” and actor constellations involved in their realization.

In § 2.1., we provide an overview on twelve policies we identified as most relevant. Some of these policies are implemented at national level, others only on regional level. Subsequently, we depict three of these policies for each region in more detail. At the end of the chapter, we provide a short review on the policies described.

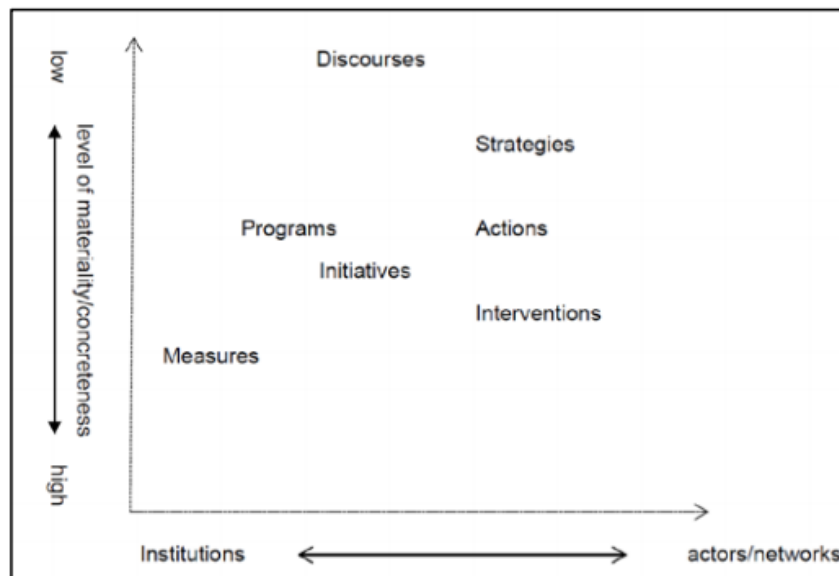


Figure 6: Coordinate system for the classification of policies

## 2.1 Overview on LLL Policies in Vienna and Upper Austria

In Austria, policies in the field of LLL for young people are quite well documented. Institutions like the Employment Service and the Regional Coordination Platforms for the Transitions from School to Work provide a concise overview on options and offers for young people in this field. In depicting the “policy landscape” in Austria and the two selected regions, we mainly draw on the mapping that has already been conducted by other institutions. On the websites of relevant ministries, other public institutions and education and training providers, we found more in depth information on the respective policies and programs. Additionally, for several policies and programs own websites or information booklet – mainly directed towards the target group – exist. For rather established and wide-ranging policies, we also found evaluation reports providing us with relevant number and background information. The relevant policies have been identified by looking at the reach of the policies and programs, i.e. the degree of institutionalization of the policy, the actors involved in its implementation and particularly the number of participants – in so far as these numbers were available. In this report, we give an overview over the most relevant categories of policies and try to further explain them by drawing on specific examples. Due to limitations regarding space, we are not able to provide an overview



on all existing policies<sup>10</sup>. Particularly policies with a limited reach have not been included. As the subject of this report are lifelong learning policies, we also concentrated mainly on education and training offers and not so much on coaching and career guidance policies. Anyway, coaching and guidance are often included in the policies depicted here.

In Vienna, the initiative *Back to the Future* was implemented because of the high number of young needs-oriented basic subsidies recipients. This policy is situated at the intersection of social youth and labor market policy. Its target group are young people from Vienna between 18 to 24 year olds dependent on basic subsidies and the policy's objective is the reduction of the number of young basic subsidies recipients. The initiative aims to do so by increasing the "employability" by means of transitional employment, coaching and training and through this fostering the integration into the first labor market of the target group. *Back to the Future* is funded for 55 % by the Municipality of Vienna (via MA 40 and AMS) and by 45 % by the European Social Fund (ESF). Further institutional partners are the Vienna Municipal Department for Health Planning (*Magistratsabteilung Gesundheitsplanung und Gesundheitsberichterstattung*, MA 24), the Vienna Employment Promotion Fund (*Wiener ArbeitnehmerInnen Förderungsfond*, WAFF) and the BMASK. AMS allocates young people to the program.

\**peppa Mädchenzentrum* (girls center) is a Vienna-based project in the field of social youth policy offering counseling, education and leisure activities for girls and young women between 10 and 20 years. The project – consisting of a café and a counselling center for girls – is based on an integrated and intercultural approach and deals with all kinds of life situations and problems young women might face, in particular problems related with gender concepts and discrimination. Its objective is to support the social participation of young women and foster their self-determination and their opportunities. Via the girls café \**peppa* provides an open space for exchange between girls, learning support, a library, self-defense workshops, etc. Besides the café, \**peppa* offers individual counseling in different languages and

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<sup>10</sup> As mentioned before, lifelong learning policies for young people have been mapped by other institutions before. For Upper Austria a Youth Map ([www.youthmap.at](http://www.youthmap.at)) providing information on all offers in the fields of professional orientation, coaching, assistance, training courses and apprenticeship options has been implemented. For Vienna the offers for young people have been depicted by the Vienna Coordination Platform for the Transition from School to Work: [http://www.koordinationsstelle.at/wp-content/uploads/2016/03/20160309\\_projektlandschaft\\_wien.pdf](http://www.koordinationsstelle.at/wp-content/uploads/2016/03/20160309_projektlandschaft_wien.pdf)

advice in difficult situations, regarding educational and professional decisions, apprenticeship or job search, health issues etc. *\*peppa* is run by Caritas Vienna and receives funding from OMV (Austrian oil and gas company), the Ministry for Europe, Integration and Foreign Affairs (*Bundesministerium für Europa, Integration und Äußeres*, BMEIA), the Vienna Health Promotion Organization (*Wiener Gesundheitsförderung*, WIG) and the district of Ottaking, where the center is located.

*Jugendwerkstatt – Zentrum für Berufsorientierung* („Youth Workshop – Center for Career Guidance“) is an education and training offer addressing the transition from school to vocational training or work. Its target group are young people from Vienna, who have completed compulsory school and are searching for an apprenticeship position or who have dropped out of an apprenticeship. The project is based on the idea, that many young people – just after completing school – have little knowledge about their strengths and capabilities. *Jugendwerkstatt* therefore offers three workshops in Vienna where young people can try out their skills in 27 occupational fields in order to find a suitable apprenticeship. During their participation in the project (30 hours per week), young people additionally engage in job counseling and orientation, application trainings, social skills training as well as sports and cultural activities. Access to the *Jugendwerkstatt* is only possible via the Employment Service. The education and training institutions of the Chamber of Labor, the *Berufsförderungsinstitut* (BFI), and the Chamber of Commerce, the *Wirtschaftsförderungsinstitut* (WIFI), together with another training provider, run the project. The Employment Service and the WAFF commissioned the project and provide funding. *Jugendwerkstatt* can be classified as a project containing elements from the fields of social youth policy, education policy and labor market policy, with a focus on the last-mentioned.

*Neue Wege* (“New Ways“) is a Vienna-based labor market policy implemented by various training institutions and funded by the Employment Service. There are two versions of the project, one for people below and the other for people above the age of 25 years. In general, the project addresses unemployed people who are registered at the Employment Service. The project tries to counteract the mismatch between skills demand and supply on the labor market and foster labor market integration of unemployed. Its objective is to support the professional reorientation and labor market reintegration of young people by means of improving their professional and

social competences. Therefore, the 12-weeks program offers information, individual trainings and assistance during training, job search and the application process. The goals of the program is to place at least 20 % of participants directly in vacant job positions, ensure that 40 % are employed within three months after participation and that 80 % of the participants who take a final exam as part of a training, do so successfully.

*JUST Integration* is an in-placement foundation that assists young people in finding employment and helps companies to fill vacant positions. It can be labeled as labor market policy. Its target group are young adults from Vienna between 18 and 30 years who face difficulties entering the labor market due to overlapping disadvantages in general and young people who have been granted asylum in particular. The program's underlying problem definition is that young people in difficult situations face obstacles when entering the training and/or labor market on the one hand and that companies have difficulties filling certain vacant positions. By means of shortened apprenticeships and additional training – if necessary –, young people receive the opportunity to acquire relevant skills at the training company and after completion take up a regular position at the same company. An association set up by the Confederation of Trade Unions and the Austrian Chamber of Commerce is responsible for the management of the program, which is realized in cooperation with various training providers, the BMASK, AMS and the Regional Authorities. The project is funded by the Employment Service, WAFF (in Vienna) and the Insolvency Contingency Fund (*Insolvenzentgeltfond*, IEF).

*JUBIZ – Jugendbildungszentrum* ("Youth Education Center") is a measure in the field of language learning, basic education, and lower secondary education and therefore can be classified as education policy. The two branches of *JUBIZ* are counselling and education; its target group are 15 to 25 year old young people from Vienna. Young people with none or low formal educational attainments face higher difficulties entering the training system and the labor market. *JUBIZ* aims at increasing the level of basic skills education and the number of young people attaining a compulsory school leaving certificate. Therefore, *JUBIZ* offers an integrated overall concept to support learning in the field of basic education, German language and obtaining a school leaving certificate. *JUBIZ* is a measure funded within the Austrian Initiative Adult Education (*Initiative Erwachsenenbildung*, IEB), which is funded by the

Municipal Department for Education and Youth Services (MA 13), the BMB and the ESF. *JUBIZ* is institutionally integrated into and its services are provided by the Vienna Adult Education Centers (*Wiener Volkshochschulen*, VHS)

*For you Jugend Braunau* is a labor market policy directed to young people between 15 and 25 years living in Braunau in Upper Austria, searching for an apprenticeship position or a job. The project has been commissioned and is funded by the AMS Upper Austria and realized by the Association for the Support of Work and Employment (*Verein zur Förderung von Arbeit und Beschäftigung*, FAB). *For you* is a transitional training offer with the objective to support young people's integration into the first labor market. Its set-up is based on the assumption that young people after completing compulsory school, still lack skills necessary on the labor market or for conducting an apprenticeship successfully. Participation in the project is only possible via the Employment Service and for a period up to six month. The project is set up as a weekly 36-hours course, which comprises the acquisition of specialist skills in the fields of metal and wood processing, IT trainings, internships, counseling and career guidance. A strong focus, however, is on "stabilization" and the training of personal and social skills like stamina and assuming responsibility.

*DO IT* is another labor market policy offered by FAB, directed towards job-seeking young people between 18 and 25 years living in Wels in Upper Austria. *DO IT* is set up as transitional qualification measure that provides training in the fields of wood processing, green space maintenance and contract manufacturing, supplemented by personal development measures. The objective of the project is the integration of young people into the first or second labor market. Hands-on training is supposed to contribute to the young person's skill profile and increase their chances on the labor market. AMS Upper Austria, the Regional Authorities and the Municipality of Wels fund the project. The Employment Service conducts the allocation of young people to the project; participation is possible for up to nine month.

In 2012, BMASK and the Federal Ministry for Science, Research and Economic Affairs (*Bundesministerium für Wissenschaft, Forschung und Wirtschaft*, BMWFW) has commissioned the implementation of the *Lehrlings- und Lehrbetriebscoaching* (coaching for apprentices and training companies). The program has been implemented by a federal coordination platform managed by the WKO. As it is based on the objective to diminish the number of young people who drop out of

apprenticeships, as this decreases their opportunities on the labor market and involves costs for the training company. The program offers coaching for apprentices on the one hand, and training companies on the other hand regarding problems in relation with the apprenticeship. The aim is to motivate young people to stay in the dual system by counteracting problems before they lead to a dropout. Therefore, the program also includes special offers for young people with migration background, women and small enterprises. The program has been financed by the IEF in the first phase and is currently funded by the AMS.

The action *Du kannst was!* (You can something!) was implemented in Upper Austria to facilitate the official recognition of informally acquired professional skills. Its target group are people who are 22 years or older, who possess sufficient professional experience but have not attained an apprenticeship certificate. The reason behind the implementation is the fact that people who have only completed compulsory school face a higher risk of becoming unemployed in comparison to higher educated or trained people. At the same time, the action was launched with the argument to counteract the shortage in specialized workers on the Upper Austrian labor market. After a skills evaluation, eligible persons acquire missing skills – if necessary – in training courses and subsequently conduct a practical test. The Chamber of Labor, the Chamber of Commerce and the Upper Austrian authorities, initiated the action. Further project partners are the *Forum for Adult Education* (Erwachsenenbildungsforum, EB Forum OÖ), VHS Linz, the Employment Service and the Upper Austrian Trade Union Confederation. *Du kannst was!* is funded by the ESF, the Ministry of Education, the regional state of Upper Austria and the Upper Austrian Chamber of Labor.

*Produktionsschulen* (production schools) target young people who have completed compulsory school but have to compensate a backlog regarding basic skills or social competences, and need assistance before choosing an option for their next training or education steps. These measures supports the transition from compulsory school to the VET system and is situated at the interface of education, labor market and social youth policy. Production schools exist through Austria. They do not offer education or training that ends with the attainment of a certificate but rather serve as support for further decisions regarding training or employment. Young people between 15 and 21 (respectively 24 years if they are disabled) are eligible for

participating in a production school if they want to engage in vocational training or a vocational school and if they have a clear career wish. The curriculum of production schools comprise training, theoretical knowledge, coaching and physical activities. Social skills, like appropriate conduct at the work place and with others are also part of the curriculum. The objective behind production schools is the reduction of the dropout rate in vocational training and vocational schools due to demands young people cannot live up to. Production schools are run by non-profit education and training providers and coordinated by the Network for Professional Assistance (*Netzwerk Berufliche Assistenz*, NEBA); AMS conducts the allocation of young people to production schools. Production schools are funded by ESF and BMASK.

In 2003, an amendment to the Vocational Training Act (*Berufsausbildungsgesetz*, BAG) was passed, that provides the opportunity to conduct non-standardized apprenticeships. If the apprentice is not able to complete her/his apprenticeship successfully within the regular time of three years but nevertheless, is likely to do so, the training period can be extended for one year (and in exceptional cases up to two years) (*Verlängerte Lehre*). The second alternative offers the possibility to conduct a one to three year apprenticeship to acquire a partial qualification of a specific occupational profile (*Teilqualifikation*). Both options include Vocational Training Assistance (*Berufsausbildungsassistenz*, BAS). The target group for these programs are young people who have attained a special needs school, who have not completed compulsory school or have done so without success, who are disabled or for whatever other reason not able to start a regular apprenticeship. Their objective is to prevent dropouts due excessive demand and at the same time support the integration of young people with special needs into VET. ESF and BMASK finance BAS; access to the program is regulated by AMS and SMS.

## 2.2 Selected Policies – Vienna

For Vienna we opted for describing the following three policies in more detail: 1) The initiative *Back to the Future* with its objective of reducing the number of young adults dependent on needs-based basic subsidies fosters the (re-)integration into the first labor market by providing temporary transitional employment opportunities. 2) The in-placement foundation *JUST Integration* facilitates shortened apprenticeships for

disadvantaged young adults in companies that are not able to fill their vacant positions. 3) The project *Jugendbildungszentrum* provides basic skill courses and the chance to attain a compulsory school leaving certificate for young people during the regular course of education. All three policies selected are regional policies, although *JUST Integration* is a regional sub-policy of a national policy and *Jugendbildungszentrum* is funded within the national *Initiative Erwachsenenbildung*.

### 2.2.1 Back to the Future

The main objective of the initiative *Back to the Future* is to diminish the number of young adults between 18 and 24 years who are dependent on needs-orientated basic subsidies by integrating them in the labor market via transitional employment. On May 24, 2016 the Vienna Municipal Council decided to fund the initiative with 5.5 million Euro. While Social Democrats, Greens and the liberal party NEOS (*Neues Österreich*) voted for the funding of the initiative, Conservatives and the extreme-right FPÖ voted against (Wiener Gemeinderat 2016). The foci of the initiative lie on the sustainable and active integration of young basic subsidies recipients into the first labor market and the improvement of their employability by means of intensified coaching, training and transitional employment. *Back to the Future* aims at reducing individual obstacles regarding labor market integration by engaging young adults in specific employment projects. Therefore, 200 transitional positions in socio-economic employment projects are funded via the initiative.

The target group of the initiative are young adults between 18 and 24 years who receive needs-orientated basic subsidies and are registered at the Employment Service but did not manage to find a job despite the engagement in trainings and active job search. The Employment Service conducts the allocation of young adults to the initiative. Young adults who are assigned to the initiative can participate for the maximum duration of two years. The first eight weeks serve as preparation phase. This phase – already embedded within the specific employment project – serves to find out more about the young adult's individual needs, skills, work experience, and obstacles in finding long-term employment. During the preparation phase orientation, activation, clearing, qualification and health promotion measures are applied and,

participants receive financial means from the Employment Service to cover their living costs.

After completing the preparation phase, participants take up transitional employment and take over individually suited tasks that are supposed to differ regarding difficulty and working field. This is supposed to encourage the employment and improvement of already existing skills, support the acquisition of exploitable skills and prepare the participants for higher qualified tasks. Coaching and the engagement in additional basic skills measures is supposed to contribute to a stable working environment and prevent dropout. If, as a result of the preparation phase, the young adult is not deemed suitable for further participation in the initiative his participation ends with an written report with recommendations for further steps which is forwarded to her or his relevant contact person.

During transitional employment, young adults benefit from regular social security standards and receive payment according to the sector specific collective agreements. Due to their supposedly reduced performance, the young adults are employed via part-time contracts. This allows them also to engage in further training and job-seeking activities. Anyway, employment is set up in form of a two-step model. Participants start with low skilled task and reduced working hours but have the possibility of taking over more skilled tasks and increasing their working hours, both contributing to an increase in salary. The limited duration of their contract should function as an incentive to search for employment on the regular labor market.

The ESF, AMS and Vienna Municipal Department for Social Affairs (*Magistratsabteilung Soziales, Sozial- und Gesundheitsrecht*, MA 40) cover the funding for *Back to the Future*. The total funding sum is 10 million Euro. The municipality of Vienna (via AMS and MA 40) covers 5.5 million Euro. Further institutional partners are the Municipal Department for Health Planning, the Vienna Employment Promotion Fund and the Ministry for Labor and Social Affairs. The funding of the initiative had only been decided in May 2016. Following this, WAFF published a call (closing: end of August 2016) that was directed towards social economy enterprises to propose concrete projects for the realization of the *Back to the Future* initiative. Projects are eligible for funding if they offer at least 35 transitional working places and fulfil the general criteria of the program. Participation for young adults is supposed to start in December 2016 latest. The policy is run by a



broad network of actors and can be classified as an initiative as it shows a medium level of “concreteness”.

The reason behind the introduction of the initiative is the high number of young adults dependent on needs-orientated basic subsidies in Vienna. In general, between 2010 and 2015 the number of basic subsidies recipients has risen from 106.675 to 153.434 or by 43 %. The rise is partly due to the introduction of higher minimum standards, especially for minors and the increasing difficult situation on the labor market. In 2013 19 % of the recipients were between 19 and 29 years. This is among others the result of a massive decline in apprenticeships. Since 2003 the number of young people looking for apprenticeships outnumbers the immediately available positions. However, even if young adults make a successful transition from education or training into the labor market, the risk of poverty is still quite high. Even in employment, young adults in Vienna face a 21 % risk of poverty (Stadt Wien 2016).

### 2.2.2 *JUST Integration*

*JUST Integration* is an in-placement foundation that assists adults between 18 and 30 years in finding employment and helps companies to fill vacant positions in Vienna. *JUST Integration* is a sub-program of the countrywide program *JUST Jugendstiftung* (Youth Foundation). The overall and the sub-program differ slightly in certain aspects but are based on the same principles. The primary target group of *JUST Integration* are unemployed young adults between 18 and 30 years who have been granted asylum or subsidiary protection. However, *JUST Integration* is also directed towards young adults in general, who face difficulties entering the labor market due to overlapping disadvantages. *JUST Jugendstiftung* on the other hand focusses on young adults between 19 and 24 years who have a low level of formal training and/or education.

Young adults are eligible for the program if they have tried finding an apprenticeship or regular employment but their endeavors have not been successful, if they have not completed an apprenticeship that is usable on the labor market or if they have not obtained a comparable school-leaving qualification. Anyway, they are expected to have acquired professional experiences in the respective working field already. The intended period of participation for young adults is half of the duration of a regular

apprenticeship. Prolongation for another six months is possible for young adults with asylum status or granted subsidiary protection as well as in justified exceptional cases. Subsequently, after completing the apprenticeship, participants are supposed to take up a regular position in the training company.

The Austrian Confederation of Trade Unions and the Austrian Chamber of Commerce set up the association AUFLEB (*Verein zur Ausbildung, Unterstützung von Arbeitslosen und Bildungsförderung Zeitarbeit GmbH*). AUFLEB is responsible for the management of the foundation *JUST Jugendstiftung*. On the public institutional level, AUFLEB cooperates with the Ministry of Labor and Social Affairs, the Employment Service and the regional public authorities. Participation in the foundation is possible in all Austrian regional states. Besides that, AUFLEB has private cooperation partners in all regions that take over the operational tasks. As the policy's level of "materiality" is rather high, it can be classified as a program.

The objective of the foundation is twofold. First, to help young adults to increase their professional qualifications by means of shortened apprenticeships and based on their previously acquired work experiences and subsequently, to foster their reintegration into the labor market. Second, to support private companies in filling job vacancies they are not able to fill otherwise. Benefits for young adults are the possibility to complete a shortened apprenticeship, receive continuous support and coaching during the apprenticeship from sides of the cooperation partners, the coverage of subsistence needs by the Employment Service and a financial contribution of 60 Euros per months (in Vienna) from the training company. An advantage for participating training companies is foremost the omission of wage costs as the Employment Service covers the subsistence costs of participating young adults<sup>11</sup>. Besides that, the Employment Service evaluates the qualifications and language skills of the participants beforehand, vacancies are filled quickly with suitable candidates, the acquisition of further qualifications by the participants is funded, and cooperation partners take over the organization of accompanying and additional trainings (e.g. vocational school, language courses and preparation courses for the final apprenticeship examination). The program is funded by the Employment Service, the regional states (in the case of Vienna via WAFF), and the Insolvency

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<sup>11</sup> In regular apprenticeships apprentices receive a monthly compensation (*Lehrlingsentschädigung*) paid by the training company. The amount depends on the occupational profile and the experience of the apprentices but ranges between approximately 500 and 1.500 Euros (WKO NÖ 2016).

Contingency Fund. Participating training companies have to pay a monthly fee of 180 Euro (in Vienna) to the foundation to cover administrative costs and 60 Euro per month (in Vienna) to the participating young adults intended as training contribution.

Participation in the foundation functions as follows: If companies have vacancies they are not able to fill, they contact the foundation. The foundation commissions its regional cooperation partners to evaluate the staff requirement in the respective company and set up minimum demands for potential participants. If the vacant job position – after reporting it to the Employment Service – cannot be filled in the conventional way the three parties (company, cooperation partner and AMS) conduct a personnel selection within the pool of eligible young adults registered at the Employment Service. The Employment Service conducts an evaluation of relevant prior knowledge and necessary language skills of the selected candidates. Subsequently a training plan and a training agreement are set up in cooperation between the young adult, the training company and the cooperation partner. This plan contains details about the skills that are necessary to require for the participant to be granted an apprenticeship certificate and to find subsequent employment in the training company. Training starts after AMS has approved of the training plan. After completion of the training period, participants of the program should be granted regular employment at the training company.

### 2.2.3 JUBIZ – Jugendbildungszentrum

*JUBIZ* is the acronym for Youth Education Center (*Jugendbildungszentrum*). The center was established in 1992 within the framework of the Vienna Adult Education Centers and is located at the VHS Ottakring<sup>12</sup>. *JUBIZ* is active in the field of language learning, basic education, and lower secondary education. Its aims are to support, counsel, and coach adolescents and young adults between 15 and 25 years in the following fields:

- Integration or re-integration into the Austrian education or training system
- Learning to read and to write in German and to acquire basic education in order to being able to complete compulsory schooling

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<sup>12</sup> Ottakring is a district in Vienna. Almost all of the 23 districts in Vienna have their own Adult Education Center.

- Learning German language and orientation in a new living environment
- Preparation for the compulsory school-leaving certificate taken as external students
- Planning of their further education, training or professional career
- Acquisition of key qualifications

*JUBIZ* offers an integrated overall concept to support learning and transitions in the field of basic education and obtaining compulsory school leaving certificates. The two branches of *JUBIZ* are counselling and training. Participation in the courses is framed by various professional coaching offers and general guidance and support by social workers. Within the field of training *JUBIZ* offers various courses that prepare – on different levels – for obtaining a compulsory school leaving certificate. According to their needs young people have the opportunity to participate in the following courses, that are based on one another in this specific sequence: basic language course, general basic education (German, math, ICT, ), bridging courses, and preparatory course for obtaining a school leaving certificate. Young adults interested in participating in the courses offered have a counselling interview at the beginning and are assigned to a suitable course subsequently.

*JUBIZ* is a measure funded within the Austrian Initiative for Adult Education that was founded as a cooperation between all Austrian federal states and the Federal Ministry of Education in 2012. The objective of the initiative is to enable adults who lack basic skills or did not graduate from a lower secondary school to continue education and obtain a compulsory school leaving certificate. The novelty about the initiative in the Austrian context is that its realization allows for a consistent implementation of quality guidelines in the field of basic skills training and non-formal lower secondary education throughout Austria. Besides this, all courses are free of charge. Every federal state has its own budget for funding programs within the initiative. In Vienna financial means are distributed via the Municipal Department for Education and Youth Services (MA 13). Since 2015, 25 % of the funding for the program area basic education is covered by the regional stage, 25 % by the Ministry of Education and 50 % by the ESF<sup>13</sup>. The costs for the program area for attaining a compulsory school leaving certificate are covered for 50 % by the Ministry of

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<sup>13</sup> The exception is the federal state of Burgenland where the federal and the national state both cover 50 % of the budget.

Education and for 50 % by the regional states. Training providers (like VHS) hand in specific education measure (like *JUBIZ*) for accreditation by the initiative. After successful accreditation, they can apply for funding in the corresponding federal state. *JUBIZ* is run by only one institution, shows a high level of “concreteness” and can be classified as “measure”.

The initiative was launched as the results of PIAAC (Programme for the International Assessment of Adult Competencies) indicated that more than 17 % of the Austrian population lack literacy skills (Bönisch/Reif 2014). In the age group of 16 to 29 year olds 10.7 % lack reading skills and 11.1 % do not possess sufficient everyday life calculating skills (Lentner/Bacher 2014, 282). There is a strong connection between a lack in skills and a lack in formal educational attainments as well as between lower socio-economic status (and migration background) and a lack in basic skills (Lentner/Bacher 2014, 285). Besides that, every year around 3.000 youngsters leave compulsory school without attaining a certificate. In 2011/2012, the percentage of adolescents without compulsory school leaving certificate was 3.9 % in one cohort<sup>14</sup> in Austria. In Vienna – compared to the other federal states – the rate was the highest with 5.6 % (Upper Austria: 3.5 %). Within the group of adolescents who use German as their everyday language 2.7 % left compulsory school without certificate while it were 9.6 % of young people speaking another language than German in their day-to-day life (Steiner 2014). Besides that, young people living in urban areas (5.2 %) face a higher risk of not completing compulsory school than young people in rural areas (2.8 %). Young people with migration background on the other hand experience better school integration in urban areas (Steiner 2014).

Not attaining a compulsory school leaving certificate does not necessarily mean to end ones education career. Around one fourth of the young people without compulsory school leaving certificate commence an apprenticeship<sup>15</sup> and 8 % attend further schools (e.g. special needs schools). Anyway, 64.4 % of young people without compulsory school leaving certificate end their school career and count as ESL (Steiner 2014). As regional differences are strongly visible here as well, Steiner

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<sup>14</sup> Youngers who were 14 years old in 2008/2009 and who could have obtained a compulsory school-leaving certificate at that time but had not achieved to do so by 2010/2011.

<sup>15</sup> Further participation in the formal education system is possible as the condition for attending vocational school is a valid apprenticeship contract with a training company and not previous educational achievements.

(2014) speaks of “double selection” respectively “double integration”. Regions with high rates of young people without compulsory school leaving certificate also have high rates of ESL, respectively the other way round. Young people with migration background (up to 26 %), with less-educated parents (18.2 %) or unemployed parents (17.7 %) face the highest risk of early school leaving. Even though the ESL rate in Austria has declined from 10 % in 2008 to 7.9 % in 2012, the risk of early school leaving has increased for young adults who are part of the three most disadvantaged groups mentioned above (Steiner 2014).

## 2.3 Selected Policies – Upper Austria

For Upper Austria, we decided to have a closer look at the following policies: 4) *Du kannst was!* offers the chance to have informally acquired skills that fit a certain job profile formally recognized. The attendance in additional training courses is funded. 5) *Produktionsschule* prepares young adults by means of an integral approach for taking up vocational training or education. 6) *Berufsausbildungsassistenz* assists young adults in finding, taking up and completing customized apprenticeships. *Du kannst was!* is a regional policy whereas *Produktionsschule* and *Berufsausbildungsassistenz* are national policies. We opted to look at these two national policies in the Upper Austrian context as they play a much more important role in Upper Austria than in the other regional states. 35 % of all young people engaging in *Berufsausbildungsassistenz* are from Upper Austria (16 % are from the regional state of Styria and 7 % from Vienna). Participation in *production schools* is higher in Vienna (31 %) but still plays an important role in Upper Austria with 19 % of all participant being from that region (BundesKOST 2016).

### 2.3.1 *Du kannst was!*

The action *Du kannst was!* (You can something!) was implemented to facilitate the official recognition of informally acquired professional skills. Its target group are

people who are 22 years or older, who possess sufficient professional experience but have not gained an apprenticeship certificate or who have not been employed in the trained profession for more than five years. Besides that, the action is also directed towards immigrants whose educational attainment has not been officially recognized in Austria. The project applies to the following 17 professions respectively working areas: backer, operating logistics, retail, electrical engineering, operating electrical technology, disposal/recycling/sewage, heating engineering, IT, cook, landscape gardening, painter, bricklayer, metalworking, metal and welding technology, process technology, restaurant service employees and carpenters. These professions were selected because of the high number of semiskilled people employed in the respective working fields.

People interested in participation in the action contact the department for educational coaching at the Chamber of Labor and in a first interview receive information on opportunities, requirements, and possibly information on alternatives if the project does not suit their profiles. If eligible, the participants attend three workshops held by especially skilled trainers during which their professional skills, knowledge and capabilities are evaluated. Participants and professional experts review the results of the assessment. To acquire missing skills and knowledge participants are requested to participate in targeted training courses or acquire these by means of self-study. In a last step, the department for apprenticeships institutionally located within the Chamber of Commerce verifies the achieved training success and issues an apprenticeship certificate.

The action was first realized in Upper Austria. Because of its success, other regional states have initiated similar projects. Anyway, the degree of institutionalization has been the highest in Upper Austria. *Du kannst was!* is funded by the ESF, the Ministry of Education, the regional state of Upper Austria and the Upper Austrian Chamber of Labor. The training cost for the participants in the action vary according to their training needs. 70 % of the training costs (but not more than 2.400 Euro) are covered by the Regional Authorities. The Chamber of Labor covers another 110 Euro in form of an education bonus. The Upper Austrian Corporate Training Association (*Firmenausbildungsverbund*, FAV), which is a cooperation between the Chamber of Labor, the Chamber of Commerce and the regional state, initiated the project. Further project partners are the *Forum for Adult Education* (Erwachsenenbildungsforum, EB

Forum OÖ), VHS Linz, the Employment Service and the Upper Austrian Trade Union Confederation. The policy is based on the cooperation of a broad network of actors and due to its rather high level of “concreteness” can be classified as “action”.

*Du kannst was!* was implemented to formally acknowledge the already existing skills people without apprenticeship certificate have and to allow people who have already been conducting specialized tasks but were employed as auxiliary staff to officially gain the status of a specialist. In many cases, this means also a reclassification of their salary level. The reason behind the implementation is the fact that people who have only completed compulsory school face a higher risk of becoming unemployed in comparison to higher educated or trained people (AMS 2016). Even though the number is in gradual decline, in 2014 close to 20 % of the Upper Austrian population between 25 and 64 years had only completed compulsory school and not formally attained any further schooling or training (Statistik Austria). By awarding sufficiently skilled people formal educational attainment, their chances on the labor market increase. In addition, the project allows to better make use of already existing workforce potential. Furthermore, the formal recognition of skills is especially relevant for migrants who often face difficulties in getting their education and training attainments formally recognized in Austria and therefore often work in underqualified positions (Biffl et al. 2012).

At the same time, the action was launched with the argument to counteract the shortage in specialized workers on the Upper Austrian labor market. If there really exists a shortage in specialized workers is a much-debated topic. Employers' representatives stress that filling vacancies with sufficiently qualified staff is often not achievable. Employees' representatives, on the other hand argue that the problems are rather a shortage in vacant positions, the missing increase in salaries and the growing reluctance from the side of companies to offer apprenticeships (Böck 2015).

### 2.3.2 *Produktionsschule*

*Produktionsschule* (Production School) and *Berufsausbildungsassistenz* are two of the five measures coordinated by NEBA. NEBA's focus is on programs that foster labor market integration for special needs groups. NEBA was set up by the Service Department of the Ministry of Labor and Social Affairs. NEBA's strategic partners are



the Ministry of Social Affairs, the Ministry of Education and the Employment Service. NEBA does not provide training and coaching directly but coordinates and funds corresponding providers (in most cases non-profit organizations or social enterprises). Production schools and BAS are run by single institutions (even if their coordination is regulated via a network) and in terms of “materiality” can be labeled “measures”.

We opted to have a closer look at the measures *Produktionsschule* and *BAS* because these two measures focus the strongest on the YOUNG\_ADULLLT target group. NEBA services are available throughout Austria. Anyway, in 2015 35 % of all participations in BAS and 19 % of all participations in production schools were from Upper Austria (BundesKOST 2016, KOST OÖ 2016). The other programs run by NEBA are youth coaching (individual coaching for young people up to 19 years that face the risk of social exclusion), job assistance (assistance for the professional integration of disabled people), and job coaching (hands-on acquisition of labor skills for people with learning disabilities). All five measures coordinated by NEBA are concerned with labor market integration and are partly entwined but focus on different target groups and stages of the integration process. More than 200 training providers have realized projects within the five measures in all of the nine Austrian regional states. The measure are funded by the ESF and the Ministry of Labor and Social Affairs.

“Wir machen Jugendliche ausbildungsfit!” (“We make young people fit for vocational training!”) says the slogan on an information flyer for the production school. Production schools target young people who have completed compulsory school but have to compensate a backlog regarding basic skills or social competences, and need assistance before choosing an option for their next training or education steps (vocational school, apprenticeship, or work). Production schools do not offer education or training that ends with the attainment of a certificate but rather serve as support for further decisions regarding training or employment. Young people between 15 and 21 (respectively 24 years if they are disabled) are eligible for participating in a production school if they want to engage in vocational training or a vocational school and if they have a clear career wish. Participating in youth coaching and the registration at the Employment Service are prerequisites for participation in a production school. Participation in production schools is voluntary, free of charge,

and possible for a period between three months up to one year. Participants are eligible for Employment Services subsidies that cover their living costs (*Deckelung des Lebensunterhalts*, DLU).

The curriculum of production schools consist of four different modules. Within the training modules, the focus is on activation, exercise, skills specialization, and career guidance. During knowledge workshops, participants enhance their basic skills and media competences. As production schools follow an integral approach, physical activities and coaching during the entire period of participation complement the skills modules. Throughout all modules production schools focus specifically on conduct at the work place (e.g. ability to concentrate, diligence, punctuality, independence), conduct with others (e.g. good manners, outer appearance, handling of criticism and conflicts) and career choice maturity (assessment of own skills and abilities). Young people conclude their participation in production schools with a recommendation from a coach pertaining to the subsequent engagement in education, training, or work.

The objective behind production schools is the reduction of the dropout rate in vocational training and vocational schools due to demands young people cannot live up to. Productions schools are therefore an important pillar in assisting school-to-work transition in Austria. In 2015 in Upper Austria, nine different training providers offered 223 available places in production schools distributed over 15 different locations. In total 414 young people were enrolled in productions schools in Upper Austria (around 40 % of them had already been enrolled before 2015). 56 % of them were male and 44 % female. Around one third of all participants were 16 years and approximately 37 % were between 18 and 25 years old. 70 % of them indicated that German was their first language. Hardly none of the participants had attended school beyond compulsory level (nine years). 25 % had completed compulsory school successfully while 42 % had not completed the 8<sup>th</sup> school year or had done so according to the special needs curriculum. In average young people participated nine month in the production school (KOST OÖ 2016).

In 2015, 168 young people have successfully attained production school. Coaches recommended the option “prolonged apprenticeship” in more than one fourth of the cases as further training step. Conducting a regular apprenticeship was recommended in 16 %, taking up employment in 15 %, and further schooling in 9 %

of the cases. Especially in the last option, a huge difference between male and female participants is visible. While 16 % of the female participants got the recommendation to attend a vocational school, only 3 % of the male participants did so. The dropout rate in Upper Austria in 2015 was 23 %. In more than half of the cases was the reason for dropping out that young people did not want any further support or were not reachable anymore. In 18 % of the cases, the training provider refused to further support the participant (KOST OÖ 2016).

### 2.3.3 Berufsausbildungsassistenz

In 2003, an amendment to the Vocational Training Act was passed, that provides the opportunity to conduct non-standard apprenticeships. These non-standard apprenticeships have been called Integrative Vocational Training (*Integrative Berufsausbildung*, IBA) but have been renamed to “Apprenticeships according to § 8 BAG”. At the same time, Vocational Training Assistance was implemented as an accompanying measure. § 8 apprenticeships aims at integrating disadvantages young people into the labor market by offering two training alternatives to regular apprenticeships. If the apprentice is not able to complete her/his apprenticeship successfully within the regular time of three years but nevertheless, is likely to do so, the training period can be extended for one year (and in exceptional cases up to two years) (*Verlängerte Lehre*). The second alternative offers the possibility to conduct a one to three year apprenticeship to acquire a partial qualification of a specific occupational profile (*Teilqualifikation*). Young people who conduct an extended apprenticeship or a partial qualification apprenticeship receive assistance from social workers and coaches via BAS. They get assigned one particular social worker who assists the young person in conducting her/his apprenticeship and who is responsible for organizing more specific coaching or guidance if necessary. Participation in § 8 apprenticeships can be arranged via the Employment Service.

The target group for § 8 apprenticeships/BAS are young people who have attained a special needs school, who have not completed compulsory school or have done so without success, who are disabled or for whatever other reason not able to start a regular apprenticeship. The Employment Service and the Service Department of the Ministry for Labor and Social Affairs proof the young person's eligibility for attaining vocational training and qualification via § 8 apprenticeships. Additionally, their

professional development opportunities are assessed by means of youth coaching. BAS provides assistance to young people in § 8 apprenticeships as well as to training companies throughout the whole period of vocational training. At the very beginning, BAS supports finding appropriate training opportunities and the conclusion of the training contract. During the entire period of training BAS maintains contact with the participants, the training company and the vocational school on a regular basis. If necessary, teaching aids or the involvement of special coaches are also organized via BAS. At the end of the training period BAS provides specially offers to helps young people to prepare for the final exam. The assigned social worker and a specialist from the respective working field together conduct the customized final apprenticeship exam for young people who want to attain a partial qualification. For young people in § 8 apprenticeships it is also possible to change between the two options or to change to a regular apprenticeship. Together, § 8 apprenticeships and BAS offer individual customized support for disadvantages young people to successfully obtain an apprenticeship certificate.

Since the introduction in 2003 the number of participants in § 8 apprenticeships has been increasing (Heckl et al. 2008, WKO OÖ 2016). In 2015 almost 7.000 young people received BAS in Austria. 71 % of them conducted a prolonged and 29 % a partial qualification apprenticeship. 26 % of them were between 19 and 24 years when they first received BAS. 35 % (or 2.416 persons) of all BAS recipients were from Upper Austria (BundesKOST 2016). According to the Upper Austrian Chamber of Commerce 7 % of all apprentices in 2015 did their training in the framework of § 8 apprenticeships (WKO OÖ 2016).

## **2.4 Review of Selected Policies**

The policy landscape in the field of lifelong learning for young people in Austria is comprised of six pillars. Counseling in the school context (1) is offered in different school types and partly in combination with work assistance with the aim of supporting labor market integration of young people. This is done by providing support during the general orientation phase, the application process and the initial stage at the training company or work place. General counseling outside the school

context (2) is partly directed towards particular groups like girls and young women, migrants and refugees or young people with disabilities and partly not addressing particular target groups. A further field of action is accompanying support (3) by social workers to foster the (re-)integration into the vocational training system or the labor market. In the sector of vocational training (4) a few options to conduct non-regular apprenticeships as well as coaching offers for apprentices and training companies exist. The field of educational lifelong learning policies (5) centers on extra tuition and learning aid, basic skills programs and the acquisition of formal educational qualifications. Policies in the last of the six areas deal with labor market orientation and accession as well as transitional VET offers (6) (Koordinationsstelle 2016).

We selected the six policies described above (see table 2) because in our opinion they reflect very well the Austrian policy landscape regarding lifelong learning policies for young adults. Lifelong learning policies for young adults are situated at the intersection of education, labor market and social policy. Most policies described combine elements of all of the three relevant policy sectors. This intertwining is also reflected in the institutions involved in their realization and the funding schemes of the selected policies. In Austria, these three policy fields are predominantly subject matter of the federal state. Depending on the specific focus of adult education or lifelong learning policies, the main responsibility lies at the Ministry of Social Affairs or the Ministry of Education. While for example basic skills education falls into the area of responsibility of the Ministry of Education, the Ministry of Labor and Social Affairs is responsible for policies that foster labor market integration more directly. Anyway, especially the distinction between labor market policies and social policies is hard to draw as the two policy fields are institutionally combined in one ministry. Responsible for labor market policies directed towards special needs groups is the Service Department of the Ministry of Labor and Social Affairs. Another important actor in the field of lifelong learning in general and particularly in labor market policies is the Austrian Employment Service. The Employment Service is a public enterprise and comprised of a federal, nine regional and 99 local organizations. Interest representatives are engaged in the activities of the Employment Service on all levels. The Employment Service's main tasks are the disbursement of various unemployment benefits and the (re-)integration of unemployed persons into the labor market. Through the placement of unemployed in vacant positions on the one hand

and the placement in training measures on the other hand the Employment Service fosters labor market (re-)integration. AMS is not an education provider itself but assigns unemployed to courses that are supposed to enhance their employability and funds labor market related trainings.

	Selected Policy	Policy Sector	Main Objective & Means
1	Back to the Future	SYP/LMP	Reduction of young basic subsidies recipients by means of transitional employment
2	JUST Integration	LMP	Labor market integration by means of shortened apprenticeships and subsequent employment in the training company
3	Jugendbildungszentrum	EDP/SYP	Catching up on basic skills and attaining a compulsory school leaving certificate
4	Du kannst was!	LMP	Enhancing individual chances on the labor market by recognition of informally attained skill
5	Produktionsschule	LMP/SYP/EDP	Preparation for further vocational education via basic skills and pre-apprenticeship trainings
6	Beraufsausbildungsassistenz	SYP/LMP	Assistance of disadvantaged young adults attaining vocational qualification

Table 2: Selected policies in Vienna and Upper Austria

Even though most policies could be classified as belonging to at least two different policy fields, we identified the labor market dimension as prevalent. This is also reflected by the involvement of the Employment Service in almost all policies described. Only one of the policies selected focusses mainly on basic skills education and not directly on labor market integration (no. 3). Whereas one policy focusses directly on the (re-)integration of young adults into the labor market (no. 1) and one on enhancing individual chances on the labor market for employed (no. 4). We also identified a strong focus on vocational training and education, as three out of the six selected policies lay the focus on the integration of young adults into the dual system (no. 2, 5, and 6). Besides, it is noticeable that coaching and assistance plays role in

all of six policies. In three of them, it is a crucial part of the policy (no. 3, 5, and 6). The target groups – partly overlapping and not exclusively – of the selected policies are needs-based basic subsidies recipients (no. 1), disadvantaged young adult interested in engaging in vocational training (no. 2, 5, and 6), young adults lacking basic skills (no. 3 and 5) and ESL (no. 3 and 5), migrants or asylum seekers (no. 2, 3, 4) and employees working in underqualified jobs (no. 4).

We could identify a few difference between lifelong learning policies for young adults in the two regions. The focus of the policies seems to depend on the regional context and on structural factors. For Vienna, we identified policies that directly address the target group of needs-oriented basic subsidy recipients while we did not find policies with the same target group in Upper Austria. The explanation for this might be the relatively high number of basic subsidy recipients in Vienna. The same is true for policies directed towards young people with migration background. Even though the share of young people with migration background in Upper Austria is not low, it is much higher in Vienna. For Vienna, we could also identify more policies directed towards this group. In most policies described for Vienna, young people with migration background were mentioned explicitly as target group, but not exclusively. For Upper Austria, on the other hand we could identify a strong focus on VET in LLL policies. This finding corresponds with the relatively high number of young people participating in the dual system in Upper Austria.

The policies described in this chapter strongly harmonize with the national and regional LLL strategies depicted in chapter 1. The strategic focus on promoting engagement in education and training for young adults beyond compulsory school corresponds very much with the objectives of the policies selected. This is also true for the strategic goal of providing non-formal options to acquire education and training attainments. Only the strategic objective for which we did not find any translations into concrete policies is the one of increasing the number of apprentices who at the same time try to attain an upper-secondary school leaving certificate.

### 3. Analysis of Selected Policies

Chapter 3 is comprised of three paragraphs. In § 3.1, we depict the underlying problem definitions and proposed solutions inherent in the policies described in the previous chapter. We continue in § 3.2. with an estimation of the effects of the policies described on young adults. Finally, in § 3.3. we have a look at the governance regimes of the selected policies and the actors involved in the implementation and funding of the respective policy.

#### 3.1 Problem Definitions and Proposed Solutions

The underlying problem definitions of the selected policies are – more or less explicitly – the social exclusion of a critical share of the population and in close connection with that, high government spending on social welfare and unfavorable circumstances for economic growth. Almost all selected policies are directed towards target groups that have been identified as socially excluded or that face a direct risk of social exclusion. The exception is *Du kannst was!* which addresses a target group that is integrated into the labor market. Anyway, it is still a measure to contain the risk of future social exclusion. Another dimension of *Du kannst was!* and more directly of *JUST* reacts explicitly to economic needs. *Back to the future* explicitly aims at reducing the high number of social welfare recipients in Vienna and with it the government spending in this field. The underlying aim of the program is to strengthen the quid pro quo principle by introducing stronger conditions to the reception of basic subsidies, foremost the willingness to engage in training measures and active job search. By this means, the municipality wants to counteract possible further social costs.

From the selected policies point of view the main cause for identified problems is the low level of qualification of the workforce. Therefore, further education and training are proposed as solutions for the identified problems. All policies selected are targeted towards enhancing the skills level of the target group. Although at different education or career stages and focusing on different skill sets. These include social



skills, motivation, conduct at the work place, basic skills, directly exploitable skills and specialized skills. Missing skills have been identified as the cause for a lack of specialists, school and training dropout, early school leaving, unemployment, dependency on social benefits, and precarious employment. By means of further training, the selected policies try to facilitate the (re-)integration into the education and training system, the integration into the labor market, professional advancement, independency from social benefits, and meeting the companies need for skilled employees.

Anyway, there are several structural deficits in the Austrian education and training system that are relevant in this respect. One of the most problematic features of the Austrian education system<sup>16</sup> is the early tracking into different school careers, starting at lower secondary level. School careers are strongly influenced by the pupils' social background. Especially the parents' education level, profession and income determine their education path. Migration background and one's place of residence also have an influence. Gender imbalances exist in the sense that more girls tend to attend upper secondary schools (vertical inequality), and boys are underrepresented in non-technical schools (horizontal inequality) (Bacher 2008). Another structural problem is the decrease in company-based apprenticeship position. Therefore, since 2012, the number of young people commencing apprenticeships has been declining. In 2015, countrywide 3.330 registered positions (about 75 % of all apprenticeship positions) were available while 6.260 young people were looking for a training position. In Vienna 340 positions were available and 2.080 people wanted to commence an apprenticeship while in Upper Austria there were 590 positions available and 560 persons looking for a training position (Gregoritsch et al. 2016).

In their focus on missing skills and qualifications, the selected policies focus predominantly on the individual level. They try to compensate structural deficits like the high degree of social selectivity of the Austrian education system, discrimination and missing efforts to integrate migrants into the education system and the labor market as well as missing training opportunities for young people.

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<sup>16</sup> For a detailed overview, see appendix 1.

### 3.2 Potential Effects on Young Adults

Various structural deficits have a negative effect on certain groups of young people and impede their participation in the education system and the labor market. Anyway, the policies selected and analyzed here might compensate in some of the cases and to some degree for some of these structural deficits and their consequences.

Vogtenhuber et al. (2010) evaluated employment measures for young people (15 to 19 years) in Upper Austria and the career path of former participants in training measures. The researchers found out that more than 25 % of all young people had participated in at least one employment measure before turning 21. Around half of them participated in at least one further measure. At the age of 21/22 60 % of the former participants were employed and 10 % still conducting their apprenticeship. Participating successfully in training measures has been identified as crucial as a feeling of success had a positive effect on the further career path. Female participants achieved better labor market integration than male ones after participating in training, although female young adults with migration background faced double disadvantages as they were underrepresented in training measures and had more difficulties entering the labor market in comparison to their male counterparts. In general, the strongest risk factors for a failed labor market integration were lack of basic skills, gender, and national as well as social background. Females and non-Austrians have more difficulties finding regular apprenticeship positions but are more successful integrating into the labor market after participation in training measures (Vogtenhuber et al. 2010).

There is a strong connection between low formal education and training attainments on the one hand and the risk of unemployment and poverty on the other hand. In Austria, the risk of facing unemployment is five times higher for people with a compulsory school leaving certificate as their highest formal qualification than for people with a university degree. Whereas the risk of facing poverty in Austria is 14.1 % people with a compulsory school leaving certificate as their highest formal qualification have a 21.5 % risk of facing poverty (Statistik Austria 2016). Regarding the importance of labor market integration for social integration ESL face a high risk of social exclusion as 12.4 % of ESL are employed, three-fourth of ESL who find employment carry out ancillary activities, and almost 30 % of ESL are part of the out-

of-labor force (Steiner 2014, 20). All policies selected have the objective to enhance the skills of their target groups. In this regard, they might have a positive influence on young people who successfully participate in these measures by raising their skills level and thereby reducing their risk of unemployment and poverty.

One example for which the improvement of skills has been evaluated are production schools. In all the skills and capabilities tested, the participants scored higher after attending production school. After participation, twice as many participants had sufficient stamina, power of concentration, pace of work, and motivation than before. Capabilities of dealing with stress, conflict ability, punctuality, complying with agreements, as well as writing, reading, oral expression and calculation had increased more or less around 15 % (KOST OÖ 2016, 13-20).

### 3.3 Governance Regimes

The involved actors and institutions in the selected policies can be distinguished by type, level and function within the policy. The types of institutions include government institutions<sup>17</sup>, public institutions<sup>18</sup>, interest representatives and educational or training institutions. The levels include the local, the regional, the federal and the supra-national level and the different functions are main responsibility, partner and financier (see table 3).

	POLICY	IMPLEMENTATION	PARTNERS	FUNDING
1	Back to the Future	Municipality of Vienna (MA 40)	— AMS Wien — MA 24 — WAFF — BMASK	— ESF — Municipality ○ AMS ○ MA 40
2	JUST Integration / JUST Jugendstiftung	AUFLEB ○ ÖGB ○ WKO	— BMASK — AMS — Regional states	— AMS — WAFF/Regional States — IEF
3	JUBIZ	VHS	— AMS Wien	— ESF

<sup>17</sup> Governmental institutions = Ministries, Regional Departments and Municipal Departments

<sup>18</sup> Public institutions = public offices; In our case WAFF, AMS and SMS

		Ottakring/Vienna		— BMB — Municipality
4	Du kannst was!	FAV <ul style="list-style-type: none"> <li>○ Land OÖ</li> <li>○ AK OÖ</li> <li>○ WK OÖ</li> </ul>	— EB Forum OÖ — VHS Linz — AMS OÖ — ÖGB OÖ	— ESF — BMB — Land OÖ — AK OÖ
5	Produktionsschule	SMS (via NEBA)	— BMASK — BMB — AMS	— ESF
6	BAS/§ 8 apprenticeships	SMS (via NEBA)	— BMASK — BMB — AMS	— ESF

Table 3: Involved actors and institutions in selected policies

Concerning the selected policies, the European level is only relevant in the field of funding and the only European institution included is the ESF. Anyway, five out of the six policies selected receive funding from the ESF (except no. 2). All of the selected policies are put into practice by education or training institutions on the local level. Anyway, we focused here predominantly on the programmatic and organizational level of the policies and not so much on their implementation. An exception is the project JUBIZ (no. 3). Its program is implemented through the VHS Ottakring and receives funding in the frame of the Initiative Adult Education. Therefore, the only training institution include here – as mainly responsible for the implementation of the policy – is VHS Ottakring. This is also the only institution included that operates at the local level<sup>19</sup>.

Regarding the involvement of government institutions, public institutions and interest representatives at regional and local level the situation is more complex. The Federal Social Office and the Employment Service are federal institutions but have sub-organizations in all regional states (AMS also has 99 sub-organizations at local level.). The same is true for the interest organizations. For example: *Produktionsschule* and *Berufsausbildungsassistenz* are federal projects implemented by the Service Department of the Ministry of Labor and Social Affairs. Anyway, the regional branches of the Service Department are responsible for their implementation at the regional level.

<sup>19</sup> VHS Linz is also a local education provider involved in “Du kannst was!” but does not play a predominant role within that policy.

In five of the selected policies, institutions from regional, federal and supra-national level are involved. The exception is *JUST Integration/JUST Jugendstiftung* (no. 2) because the project does not receive funding from the ESF. *Du kannst was!* is the only policy selected that includes governmental, public and educational institutions as well as interest groups. *JUST Integration/JUST Jugendstiftung* also includes interest groups. *Back to the Future*, *Produktionsschule*, and *BAS* have been set up by governmental or public institutions.

In general, the important role played by the Employment Service is noticeable. In five of the policies selected participation has to be approved and is administrated by AMS (exception: *Du kannst was!*). Besides that, it is also worth mentioning that we did not include any programs that were conceptualized by non-governmental (NGO) or non-profit organizations (NPO). NGOs and NPOs play an important role in the practical implementation of most of the selected policies by offering education, training, assistance, coaching or transitional employment opportunities. Besides that, they play an important role in adult education networks. Anyway, we did not come across policies or programs with a wide coverage that were conceptualized by NGOs or NPOs. In summary, it can be stated that the policies selected are characterized by strong cooperation between different actors at different levels and by a high degree of formal institutionalization.

#### 4. List of Abbreviations

AMS	Arbeitsmarkt Service	Employment Service
AHS	Allgemeinbildende höhere Schule	Secondary Academic School
AK	Arbeiterkammer	Chamber of Labor
BAG	Berufsausbildungsgesetz	Vocational Training Act
BAS	Berufsausbildungsassistenz	Vocational Training Assistance
BHS	Berufsbildende höhere Schule	Secondary Technical and Vocational High School
BFI	Berufsförderungsinstitut	Institute for Vocational Promotion (education and training institution of the Chamber of Labor)
BMASK	Bundesministerium für Arbeit, Soziales und Konsumentenschutz	Federal Ministry for Labor, Social Affairs and Consumer Protection
BMB	Bundesministerium für Bildung	Federal Ministry for Education
BMEIA	Bundesministerium für Europa, Integration und Äußeres	Federal Ministry for Europe, Integration and Foreign Affairs
BMS	Bedarfsorientierte Mindestsicherung	Needs-oriented basic subsidies
BMS	Berufsbildende mittlere Schule	Secondary Technical and Vocational School
BMWFW	Bundesministerium für Wissenschaft, Forschung und Wirtschaft	Federal Ministry for Science, Research and Economic Affairs
DLU	Deckelung des Lebensunterhalts	Coverage of Living Costs
EDP		Education Policies
ESF		European Social Fund
FAB	Verein zur Förderung von Arbeit und Beschäftigung	Association for the Support of Work and Employment
FAV	Firmenausbildungsverbund	Corporate Training Association

FPÖ	Freiheitliche Partei Österreichs	Austrian Freedom Party
IBA	Integrative Berufsausbildung	Integrative Vocational Training
ICT		Information and Communication Technologies
IEB	Initiative Erwachsenenbildung	Initiative Adult Education
IEF	Insolvenzentgeltfond	Insolvency Contingency Fund
JUBIZ	Jugendbildungszentrum	Youth Education Center
KEBÖ	Konferenz der Erwachsenenbildung Österreich	Austrian Conference on Adult Education
LAP	Lehrabschlussprüfung	Apprenticeship-leave examination
LLL		Lifelong Learning
LMP		Labor Market Policies
MA	Magistratsabteilung	Municipal Department
NEBA	Netzwerk Berufliche Assistenz	Network Professional Assistance
NEET		Not in Education, Employment or Training
NEOS	Neues Österreich	Austrian Liberal Party
NGO		Non-Governmental Organization
NMS	Neue Mittelschule	New Secondary School
NPO		Non-Profit Organization
OÖ	Oberösterreich	Upper Austria
ÖGB	Österreichischer Gewerkschaftsbund	Austrian Confederation of Trade Unions
OMV	(formerly) Österreichische Mineralölverwaltung	Austrian oil and gas company
ÖVP	Österreichische Volkspartei	Austrian Popular Party
PIAAC		Programme for the International

		Assessment of Adult Competencies
PTS	Polytechnische Schule	Pre-vocational School
R&D		Research and Development
SMS	Sozialministeriumsservice	Service Department of the BMASK
SPÖ	Sozialdemokratische Partei Österreichs	Austrian Social Democratic Party
SYP		Social Youth Policies
ÜBA	Überbetriebliche Lehrausbildung	Apprenticeship in funded training projects
VET		Vocational Education and Training
VHS	Volkshochschule	Adult Education Centers
WAFF	Wiener ArbeitnehmerInnen Förderungsfond	Vienna Employment Promotion Fund
WIFI	Wirtschaftsförderungsinstitut	Business Promotion Institute (education and training institute of the Chamber of Commerce)
WIG	Wiener Gesundheitsförderung	Vienna Health Promotion Service
WKO	Wirtschaftskammer Österreich	Austrian Chamber of Commerce



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## Legal Texts

- Ausbildungspflichtgesetz, APfIG
- Berufsausbildungsgesetz, BAG

## Statistical Data

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## Online Sources – Policies

- General
  - Overview policies Vienna  
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  - Overview policies Upper Austria  
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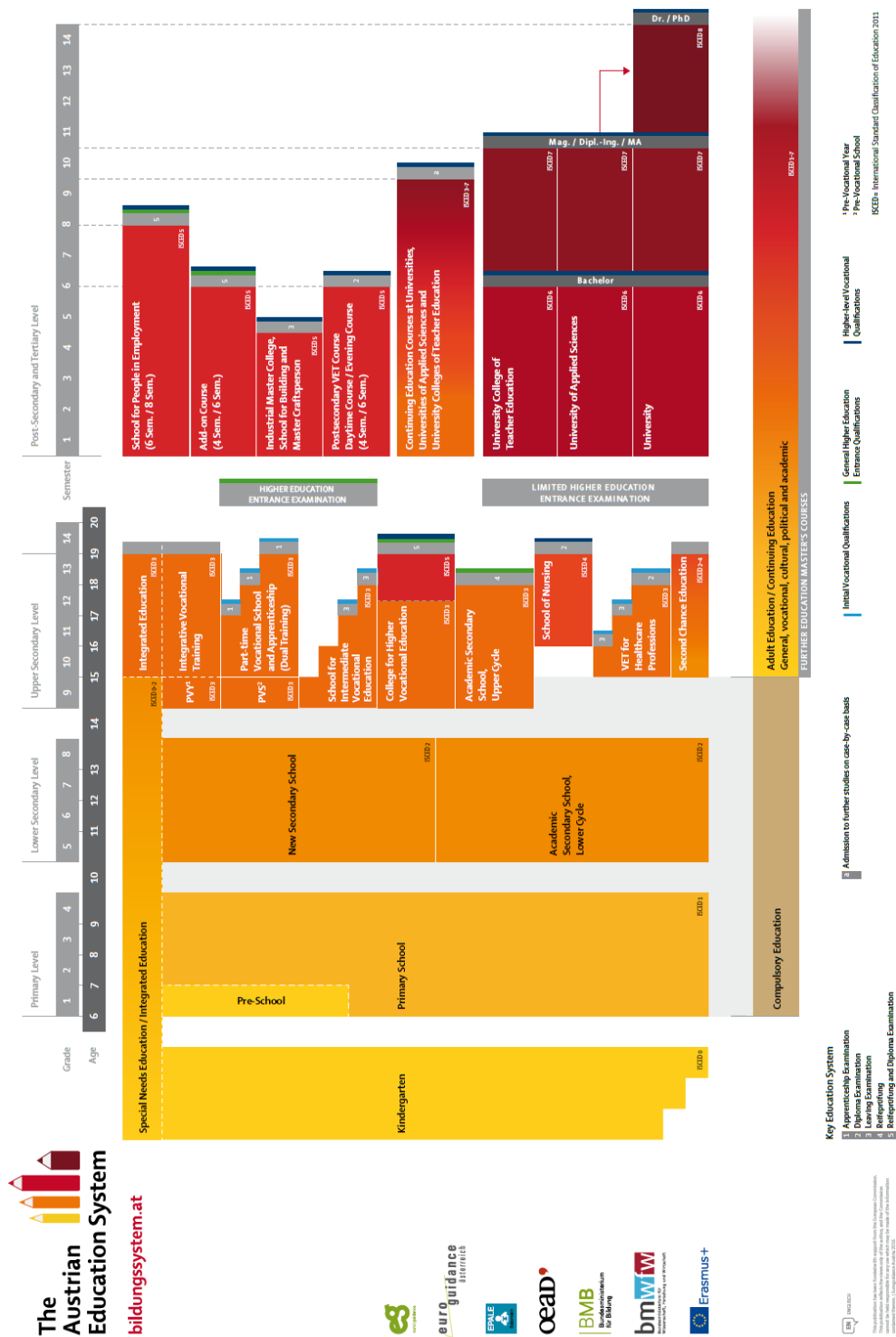
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## **6. Appendixes**

Appendix 1: The Austrian Education System



## Appendix 2: Policy Descriptions – Tables

<b>Back to the Future</b>	
<b>Criterion</b>	<b>Description</b>
Sector orientation	Social youth policy, labor market policy
Problems	High number of young needs-oriented basic subsidies recipients in Vienna
Objectives	Reducing the number of young needs-oriented basic subsidies recipients in Vienna
Solution proposal	Increasing the “employability” of young needs-oriented basic subsidy recipients by means of transitional employment, coaching and training
Target group	Young adults in Vienna between 18 and 24 years who receive needs-oriented basic subsidies
Underlying success criteria	(Re-)integration into the first labor market
Governance regime	<ul style="list-style-type: none"> <li>• Municipality of Vienna <ul style="list-style-type: none"> <li>- Municipal Department for Health Planning (MA 24)</li> <li>- Municipal Department for Social Affairs (MA 40)</li> <li>- Vienna Employment Promotion Fund (WAFF)</li> <li>- Employment Service (AMS)</li> </ul> </li> <li>• Federal Ministry for Labor and Social Affairs</li> </ul>
Funding source	<ul style="list-style-type: none"> <li>• 55 % by the Municipality of Vienna (via MA 40 and AMS)</li> <li>• 45 % by the European Social Fund (ESF)</li> </ul>

<b>*peppa Mädchenzentrum</b>	
<b>Criterion</b>	<b>Description</b>
Sector orientation	Social Youth Policy
Problems	<b>Girls and young women face specific challenging life situations and problems. In particular, problems related with discrimination and gender concepts.</b>
Objectives	<b>Support the social participation of young women, foster their self-determination and increase their opportunities</b>
Solution proposal	<b>Via the girls café *peppa provides an open space for exchange between girls, learning support, a library, self-defense workshops, etc. Besides this *peppa offers individual counseling in different languages</b>

	<b>and advice in difficult situations, regarding educational and professional decisions, apprenticeship or job search, health issues etc. → Integrated and intercultural approach</b>
Target group	Girls and young women from 10 to 20 years in Vienna
Underlying success criteria	<b>Social participation of young women in all societal fields</b>
Governance regime	Caritas Vienna
Funding source	<ul style="list-style-type: none"> <li>• OMV (Austrian oil and gas company)</li> <li>• Ministry for Europe, Integration and Foreign Affairs (BMEIA)</li> <li>• Vienna Health Promotion Service (WIG)</li> <li>• District Ottakring</li> </ul>

<b>Jugendwerkstatt – Zentrum für Berufsorientierung</b>	
<b>Criterion</b>	<b>Description</b>
Sector orientation	Labor market policy
Problems	<b>Drop-out from the VET system due to premature training or education decisions</b>
Objectives	Increasing young people's awareness about their strengths and capabilities before making decisions about their further training or educational path.
Solution proposal	<b>Workshops where young people can try out their skills in 27 occupational fields in order to find a suitable apprenticeship. During their participation in the project (30 hours per week), young people additionally engage in job counseling and orientation, application trainings, social skills training as well as sports and cultural activities.</b>
Target group	<b>Young people from Vienna who have completed compulsory school and are searching for an apprenticeship position or who have dropped out of an apprenticeship.</b>
Underlying success criteria	Reduced drop-out rates from the VET system
Governance regime	The Employment Service (AMS) and the Vienna Employment Promotion Fund (WAFF) commissioned the project. <i>Jugendwerkstatt</i> is realized by the following the three education and training providers: <ul style="list-style-type: none"> <li>• BFI (education and training institution of the Chamber of Labor)</li> <li>• WIFI (education and training institution of the Chamber of Commerce)</li> <li>• ipcenter</li> </ul>
Funding source	<ul style="list-style-type: none"> <li>• Employment Service Vienna</li> <li>• Vienna Employment Promotion Fund</li> </ul>

<b>Neue Wege</b>	
<b>Criterion</b>	<b>Description</b>
Sector orientation	Labor market policies
Problems	<ul style="list-style-type: none"> <li>• Unemployment</li> <li>• The mismatch between skills demand and supply on the labor market</li> </ul>
Objectives	Support the professional reorientation and labor market reintegration of young people by means of improving their professional and social competences.
Solution proposal	A 12-weeks program that includes information, individual trainings and assistance during training, job search and the application process.
Target group	Unemployed young people below the age of 25, who are registered at the Employment Service
Underlying success criteria	The goal of the program is to place at least 20 % of participants directly in vacant job positions, ensure that 40 % are employed within three months after participation and that 80 % of the participants who take a final exam as part of a training, do so successfully.
Governance regime	<ul style="list-style-type: none"> <li>• Employment Service</li> <li>• Various training institutions</li> </ul>
Funding source	Employment Service

<b>JUST Integration</b>	
<b>Criterion</b>	<b>Description</b>
Sector orientation	Labor market policy
Problems	<ul style="list-style-type: none"> <li>• Lack of apprenticeship and job positions for young people with disadvantages</li> <li>• Companies having problems to fill certain vacant job positions</li> </ul>
Objectives	Assisting young people in finding apprenticeship positions and employment and help companies to fill vacant positions.
Solution proposal	By means of shortened apprenticeships and additional training – if necessary –, young people receive the opportunity to acquire relevant skills at the training company and after completion take up a regular position at the same company.
Target group	Young adults between 18 and 30 years from Vienna who face difficulties entering the labor market due to overlapping disadvantages in general and young people who have been granted asylum in particular.
Underlying success criteria	Sustainable integration of the target group first into the dual

	apprenticeship system and subsequently into the labor market.
Governance regime	An association set up by the Confederation of Trade Unions (ÖGB) and the Austrian Chamber of Commerce (WKO) is responsible for the management of the program, which is realized in cooperation with various training providers, the Ministry for Labor and Social Affairs (BMASK), the Employment Service (AMS) and the Vienna Employment Promotion Fund (WAFF)
Funding source	<ul style="list-style-type: none"> <li>• Employment Service</li> <li>• WAFF</li> <li>• Insolvency Contingency Fund (IEF)</li> </ul>

<b>JUBIZ – Jugendbildungszentrum</b>	
<b>Criterion</b>	<b>Description</b>
Sector orientation	Education policy
Problems	Young people with none or low formal educational attainments face higher difficulties entering the training system and the labor market and therefore face a higher risk of social exclusion. A particular group at risk are young people with migration background who lack the language skills to attain school leaving certificates.
Objectives	JUBIZ aims at increasing the level of basic skills education and the number of young people attaining a compulsory school leaving certificate.
Solution proposal	The two branches of <i>JUBIZ</i> are counselling and education. <i>JUBIZ</i> offers an integrated overall concept to support learning in the field of basic education, German language and obtaining a school leaving certificate.
Target group	15 to 25 year old young people from Vienna without compulsory school leaving certificate
Underlying success criteria	Successful completion of basic education and language courses; attainment of compulsory school leaving certificate for as many young people as possible.
Governance regime	<ul style="list-style-type: none"> <li>• Adult Education Centers (VHS) Vienna</li> <li>• VHS Ottakring</li> </ul>
Funding source	Initiative Adult Education: <ul style="list-style-type: none"> <li>- Municipal Department for Education and Youth Services (MA 13)</li> <li>- Ministry for Education (BMB)</li> <li>- European Social Fund (ESF)</li> </ul>

**For you Jugend Braunau**

<b>Criterion</b>	<b>Description</b>
Sector orientation	Labor market policy
Problems	After completing compulsory school, young people often still lack skills necessary on the labor market or for conducting an apprenticeship successfully
Objectives	Support young people's integration into the first labor market
Solution proposal	The project is set up as a weekly 36-hours course, which comprises the acquisition of specialist skills in the fields of metal and wood processing, IT trainings, internships, counseling and career guidance. A strong focus, however, is on "stabilization" and the training of personal and social skills like stamina and assuming responsibility.
Target group	Young people between 15 and 25 years living in Braunau in Upper Austria searching for an apprenticeship position or a job
Underlying success criteria	Young people commencing an apprenticeship or job after participation in the program
Governance regime	<ul style="list-style-type: none"> <li>• Employment Agency Upper Austria</li> <li>• Association for the Support of Work and Employment (<i>Verein zur Förderung von Arbeit und Beschäftigung</i>, FAB)</li> </ul>
Funding source	Employment Agency Upper Austria

<b>DO IT</b>	
<b>Criterion</b>	<b>Description</b>
Sector orientation	Labor market policy
Problems	Young people with a lack in skills have an unfavorable position on the labor market and therefore face a high risk of social exclusion.
Objectives	Integration of young people into the first or second labor market
Solution proposal	A nine-month transitional qualification measure that provides training in the fields of wood processing, green space maintenance and contract manufacturing, supplemented by personal development measures. Hands-on training is supposed to contribute to the young person's skill profile and increase their chances on the labor market.
Target group	Job-seeking young people between 18 and 25 years living in Wels in Upper Austria
Underlying success criteria	Young people finding employment on the first or second labor market after participating in the project
Governance regime	<ul style="list-style-type: none"> <li>• Employment Service Upper Austria</li> <li>• Association for the Support of Work and Employment (<i>Verein zur Förderung von Arbeit und Beschäftigung</i>, FAB)</li> </ul>
Funding source	<ul style="list-style-type: none"> <li>• Employment Service Upper Austria</li> </ul>

	<ul style="list-style-type: none"> <li>• Regional state of Upper Austria</li> <li>• Municipality of Wels</li> </ul>
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<b>Lehrlings- und Betriebscoaching</b>	
<b>Criterion</b>	<b>Description</b>
Sector orientation	Labor market policy, education policy
Problems	Dropout from apprenticeships decreases young people's opportunities on the labor market and involves costs for the training company.
Objectives	Diminish the number of young people who drop out of apprenticeships
Solution proposal	The program offers coaching for apprentices on the one hand, and training companies on the other hand regarding problems in relation with the apprenticeship. The aim is to motivate young people to stay in the dual system by counteracting problems before they lead to a dropout. Therefore, the program also includes special offers for young people with migration background, women and small enterprises.
Target group	Apprentices who face difficulties in connection with their training and the respective training companies
Underlying success criteria	Young people finishing apprenticeships successfully
Governance regime	<ul style="list-style-type: none"> <li>• Ministry for Science, Research and Economic Affairs (BMWFW)</li> <li>• Ministry for Labor and Social Affairs (BMAK)</li> <li>• Chamber for Commerce (WKO)</li> </ul>
Funding source	<ul style="list-style-type: none"> <li>• Employment Agency (AMS)</li> <li>• Insolvency Contingency Fund (IEF)</li> </ul>

<b>Du kannst was!</b>	
<b>Criterion</b>	<b>Description</b>
Sector orientation	Labor market policy
Problems	<ul style="list-style-type: none"> <li>• People who have only completed compulsory school face a higher risk of becoming unemployed in comparison to higher educated or trained people.</li> <li>• A shortage in specialized workers on the Upper Austrian labor market</li> </ul>
Objectives	Facilitate the official recognition of informally acquired professional skills and through this diminishing the risk of unemployment and social exclusion.
Solution proposal	After a skills evaluation, eligible persons acquire missing skills – if necessary – in funded training courses and subsequently conduct a practical test to attain an official certificate.



Target group	People from Upper Austria who are 22 years or older, who possess sufficient professional experience but have not attained an apprenticeship certificate.
Underlying success criteria	As many people eligible as possible acquiring formal training attainments beyond compulsory school.
Governance regime	<ul style="list-style-type: none"> <li>• Chamber of Labor Upper Austria (AK OÖ)</li> <li>• Chamber of Commerce Upper Austria (WK OÖ)</li> <li>• Regional State of Upper Austria</li> <li>• Forum for Adult Education Upper Austria</li> <li>• Adult Education Center (VHS) Linz</li> <li>• Employment Service (AMS)</li> <li>• Trade Union Confederation (ÖGB) Upper Austrian</li> </ul>
Funding source	<ul style="list-style-type: none"> <li>• European Social Fund (ESF)</li> <li>• Ministry of Education (BMB)</li> <li>• Regional State of Upper Austria</li> <li>• Chamber of Labor Upper Austria (AK OÖ)</li> </ul>

<b>Produktionsschulen</b>	
<b>Criterion</b>	<b>Description</b>
Sector orientation	Education policy, social youth policy, labor market policy
Problems	Dropout from vocational training and vocational education due to demands young people cannot live up to.
Objectives	Supporting the successful transition from compulsory school to the VET system
Solution proposal	Production schools do not offer education or training that ends with the attainment of a certificate but rather serve as support for further decisions regarding training or employment. The curriculum of production schools comprise training, theoretical knowledge, coaching and physical activities. Social skills, like appropriate conduct at the work place and with others are also part of the curriculum.
Target group	Young people between 15 and 21 (or 24 if they are disabled) years, who have completed compulsory school but have to compensate a backlog regarding basic skills or social competences, and need assistance before choosing an option for their next training or education steps.
Underlying success criteria	Young people opting for further vocational training, education or employment according to their skills and abilities.
Governance regime	<ul style="list-style-type: none"> <li>• Network for Professional Assistance (NEBA)</li> <li>• Employment Service (AMS)</li> </ul>
Funding source	<ul style="list-style-type: none"> <li>• European Social Fund (ESF)</li> <li>• Ministry for Labor and Social Affairs (BMASK)</li> </ul>

<b>Berufsausbildungsassistenz</b>	
<b>Criterion</b>	<b>Description</b>
Sector orientation	Education policy, labor market policy
Problems	Dropout and social exclusion of young people with special needs due to missing low-threshold training offers.
Objectives	Prevent dropouts from apprenticeships due excessive demand and at the same time support the integration of young people with special needs into the dual VET system.
Solution proposal	Non-standardized apprenticeships alternatives and assistance: If the apprentice is not able to complete her/his apprenticeship successfully within the regular time of three years but nevertheless, is likely to do so, the training period can be extended for one year (and in exceptional cases up to two years) ( <i>Verlängerte Lehre</i> ). The second alternative offers the possibility to conduct a one to three year apprenticeship to acquire a partial qualification of a specific occupational profile ( <i>Teilqualifikation</i> ). Both options include Vocational Training Assistance ( <i>Berufsausbildungsassistenz</i> , BAS).
Target group	Young people who have attained a special needs school, who have not completed compulsory school or have done so without success, who are disabled or for whatever other reason not able to start a regular apprenticeship
Underlying success criteria	Ensuring integration into the dual VET system and subsequently into the labor market of young adults with special needs.
Governance regime	<ul style="list-style-type: none"> <li>• Employment Service (AMS)</li> <li>• Service Department of the Ministry of Labor and Social Affairs (SMS)</li> </ul>
Funding source	<ul style="list-style-type: none"> <li>• European Social Fund (ESF)</li> <li>• Ministry of Labor and Social Affairs</li> </ul>



## Work Package 3

### Lifelong Learning Policies: Mapping, Review and Analysis

#### National Report: Bulgaria

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Work Package 3 – Policy Mapping, Review and Analysis

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## Summary

The national and regional policies for Lifelong learning are underpinned by the main principle of Bulgarian education – investment in young people and adults. The series of documents that have been adopted in recent years show the commitment of the political governance and the various stakeholders towards LLL. The main emphasis in the policy documents is: ensuring comprehensive, accessible and quality education and training related to: 1) providing equal access to education and opening up the LLL system; 2) improving the quality of education and training; 3) linking training to the labor market; 4) promote Bulgaria as a country of knowledge and innovations.

A dominant perspective of LLL policies is focused on the social inclusion of *early leavers from education and training, ethnic minorities, long-term unemployed and other vulnerable groups*. With regard to the measures implemented in Bulgarian LLL system at national and regional level, the focus is put on the development of vocational guidance and employability of graduates. Various programs in formal and non-formal education aimed at acquiring qualifications and develop key competencies of people over 16 years, including the unemployed or low-skilled.

A major step towards bringing education to the labor market is the introduction of dual training, which means practical training in a real working environment and training in a vocational school or a vocational high school. In this context it should be considered and validation of knowledge and skills acquired through informal training or non-formal education. The introduction of the dual system helps to reduce the number of school drop-outs and reduces youth unemployment. Another significant trend in the development of the Bulgarian LLL system is the eagerness to take up and implement renewed patterns and good practices from the global educational experience. Bulgarian LLL institutions could essentially benefit from communicating with various teaching and learning cultures and could enrich the scope of activities and their capacity for tutoring and socializing young adult generations.

It is necessary to apply the mechanisms of cooperation between LLL stakeholders at national, regional and local level, to improve the relationship between education and training, in order to comply with the requirements of the labor market, including by offering distance and e-learning, application of modern technologies in teaching and learning, providing various opportunities for students to develop their interests, talents, creativity. In this context, the European Social Fund (ESF) and the other EU programs have been offering funds to various social actors (i.e. schools, universities, NGOs) for launching and disseminating inclusive educational approaches. What they aspire is making the learning attractive to young adults; establishment of intercultural learning environment; pre-qualification of teachers for working with bilingual technologies, etc. Special attention is paid to developing universities as centers for continuous, ongoing or post-graduate training, career development centers, offering electronic forms for distance learning, that provide more mobile LLL opportunities.

Future directions in the development of lifelong learning in Bulgaria are related to the introduction of further actions to ensure the functioning of LLL guidance system. It is necessary to improve the link between LLL and the labor market in terms of qualifications and skills of young adults, and to improve the existing mechanisms of cooperation with employers. Another important direction is the transformation of educational institutions into real LLL organizations requires greater openness to

young adults with mobile learning and other flexible forms, more practical training and internships.

## **1. INTRODUCTION**

This report is a review of the main policy domains, which are linked to youth transitions from education to employment in Bulgaria focusing on the lifelong learning system. The policy analysis starts at the national level and then moves on to the policy structures and provisions in two functional regions in the country: Plovdiv and Blagoevgrad.

### **1.1. The social context in the country**

Bulgaria is a country with a population of just over 7 million inhabitants situated in the South-East corner of Europe. Market economy and multi-party politics were re-introduced after the collapse of the state socialist regime in 1989 and the country joined the EU in 2007. These changes were accompanied by a wide-scale restructuring of all major social institutions, which in turn changed the patterns of youth transitions from school to work – from rather short and linear into prolonged, reversible and insecure passages between the levels and forms of the educational system and from there to the different sectors in the labor market. In the course of the social transformation in the 21<sup>st</sup> century the system of LLL policies adopted some common European measures and programs while also keeping many of its traditional characteristics.

The current situation for young adults in 2016 is shaped by the consequences of the global financial crisis and the slow recovery of the country's economy. At the same time neither the economic output nor the employment in Bulgaria contracted so sharply as in other Southern European countries such as Greece and Spain. Yet the continuing emigration abroad and the falling birth rate which have become topical issues in the public debates indicate the existence of many problems in the social integration of young people and above all the vulnerable situation of youth on the labor market. Young people begin looking for a first job late, most often after completing their studies, and rarely combine studies with work. Several characteristics need to be mentioned here: lack of established apprenticeship system or vocational training in secondary education, few opportunities for practical training at the university level, low availability of flexible forms of employment such as part-time or casual jobs and a significant informal labor market.<sup>1</sup>

### **1.2. Description of the two functional regions**

The traditional administrative-territorial division in the country is two-level – it consists of 28 administrative districts (Fig.1) and 265 municipalities. In 2000 Bulgaria was divided into 6 planning regions – North-West, North Central, North-East, South-West, South Central and South-East which were grouped into two territorial units according to the agreements with Eurostat (NUTS) in 2005. The municipalities in the country are very different in their economic development, the demographic characteristics and the social status of the population. Overcoming these economic and social differences is the main goal of the regional policy.

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<sup>1</sup> More contextual information about the country is to be found in the Young Adulllt data base at <https://edcat.uni-muenster.de/bscw2/bscw.cgi/>.

**Figure 1. Administrative districts (regions) in Bulgaria**

The two functional regions (FR) that were selected in the YOUNGADULLLT project are Plovdiv and Blagoevgrad. The Plovdiv FR corresponds to the municipality of Plovdiv. The Blagoevgrad FR corresponds to the Blagoevgrad district in the national administrative-territorial division. The two FRs have a comparable population size: 341 625 inhabitants for Plovdiv and 312 831 for Blagoevgrad. The two regions are contrasting in several aspects: Plovdiv FR has a central location in the country while Blagoevgrad FR is a border region (with Macedonia and Greece); Plovdiv FR is an urban territory with higher concentration of services and industry in its economy while Blagoevgrad FR is mixed with rural and urban areas and has a higher share of agricultural sector in the economy. Both regions are interesting to be studied in terms of the implementation of LLL policies due to their different economies and labor market developments, population and educational structures.

### **1.2.1. Rationales for selecting the Functional Region of Plovdiv**

- Plovdiv FR is unique in terms of administrative-territorial characteristics, e.g. Plovdiv Municipality is one of the three municipalities in Bulgaria which comprises only the main city.
- In terms of its demographic development, as a basic determinant in the Life Long Learning (LLL) policies, the Plovdiv FR is very important and interesting for research because it is characterized as one of the most robust in the country with a positive natural population growth<sup>2</sup>, and on the other hand it has a variety of socio-cultural segments, ethnicity groups and different migration processes are taking place there as well. In addition, the city attracts workforce from a wider region, where more than 1.3 million people live at a distance which allows them to travel for a work in the city.
- The FR has a multi-sector economy providing around 7% of the national sales revenue of goods and services ([www.pd.government.bg](http://www.pd.government.bg)). The industrial production gives 62% of the revenue. There is a trend in revenue growth in services. The main

<sup>2</sup> Cities and their Functional Urban Areas in the Republic of Bulgaria, 2016

economic sectors which shape the industry are production of food, beverage and tobacco products (around 28% of the gross sales revenue), production of ferrous metals (14%); metal casting, metalworking, and machinery production (11%); production of chemicals and chemical products (9%); production of cellulose, paper, polygraph and publishing goods (8%), ([www.pd.government.bg](http://www.pd.government.bg)). The local economy generates output of over 6 billion EUR annually, of which about 3.1 billion EUR in manufacturing, 690 million EUR in construction, 400 million EUR in transport and logistics, and 310 million EUR in IT and business services.

- The region has a well-developed logistics network that has a big potential to attract local entrepreneurs and foreign investors, and it appears as an important characteristic on the supply side of the labor market: a highway connection with Central and Western Europe; well-developed railway network with a connection to the nearest sea port; an intersection of Pan-European transport corridors (IV, VIII and X); a cargo and passenger airport (upcoming concession); a free trade zone and a customs terminal. The Plovdiv International Fair, spread on a territory of 352 000 m<sup>2</sup>, makes the city is an international, intellectual, trade and investment center, organizing many trade fair events and thematic exhibitions on national and international scale.

- Plovdiv has a well-developed educational system, which could serve as a source pool to feed the necessities of unemployed young people, and to insure them with modern and qualitative knowledge. There are 9 universities, with 39 260 students, and 78 primary, secondary and vocational schools with 8 351 pupils. In 2014, there were 8 657 university graduates, 5 592 high school graduates, of which 2 825 graduated from vocational high schools, and 2 767 general high school graduates ([www.nsi.bg](http://www.nsi.bg)).

#### **1.2.2. Rationales for selecting the Functional Region of Blagoevgrad**

- Blagoevgrad FR is the sixth largest district in the country covering 14 municipalities and 280 settlements (<http://www.bl.government.bg/en/population>). It has a relatively good demographic structure. The urban population in the district is 59% and it shares sixth place with Varna district on the largest number of rural population.

- Blagoevgrad FR is a significant, economic, educational and cultural center of the Republic of Bulgaria. Every year, lots of young people are getting together to pursue their studies here. The large number of young adults in the district is a good basis for the development and implementation of LLL practices in formal and non-formal education. Blagoevgrad is a city of universities. Students can study at South-West University „Neofit Rilski” and American University in Bulgaria, which are increasingly imposed in the cultural and social life of the town. Besides, there are three colleges in Blagoevgrad: College of Tourism, College of Economics and Management and Medical College. The academic atmosphere and the comfortable conditions of the town give all opportunities for students to concentrate on their studies aiming at best performance and achievements. The level of education has a decisive influence on the employment of the three ethnic groups.

- Agriculture is the main source of income for the rural population and for most municipalities in the region. The decline in this sector (in the absence of alternative income sources and employment) leads to increased migration of the workforce. The total utilized agricultural area in Blagoevgrad is 9% of its territory, and its specialization in crop output in the country is determined by the production of



tobacco, potatoes, tomatoes, peaches, grapes. The conditions for the development of agriculture in the Blagoevgrad region are determined by the favorable natural and climatic characteristics, the amount of non-occupied labor resources with certain traditions in farming, as well as prospects for the development of international and domestic tourism in the region, which creates good opportunities for production. FR Blagoevgrad has substantial quantities of forest, which is an important prerequisite for the development of livestock and defines this sector as very promising for a number of municipalities. In farms with livestock, poultry and bees.

- The FR is characterized by diversified economic branch structure: food and tobacco processing industries, agriculture, tourism, transport and communications, textile industry, timber and furniture industries, iron processing and machinery industry, construction materials industry, as well as pharmaceuticals, plastics, paper and shoes production. With its railway line and road connection, the district forms the heart of the land-based trading route between northern Greece, Bulgaria and Romania (<http://www.bl.government.bg/en/economy>). The developed labor market is an important prerequisite for the professional development of young adults in their life course. Industry occupies a significant place in the economic activities of the region. Its branches form 49.7% in total products in Blagoevgrad FR. More than 30 % of all employed people in the region are engaged in the industry. There are several leading industrial branches in the area. Food industry constitutes 31% of the whole FR industry and its companies form the predominant employment area. Textile industry, which is of particular importance for the economy of the region in recent years. Active players, at the end of 2011, dealing with the production of clothing industry are 739 or 27.8% of the total regional industry. Most of them are small and micro businesses. Typical of this sector is the participation of foreign investors (Greek, German, and French) that created new owned or joint ventures in the field. Wood and furniture production form another important segment of the regional industry. The development of the industry is based on the use of local raw materials and has a perspective. High-tech industries and economic activities based on new knowledge are underdeveloped ([www.strategy.bg/FileHandler.ashx?fileId=5873](http://www.strategy.bg/FileHandler.ashx?fileId=5873)). Tourism in the region is a major sector of the economy. This is determined by the rich nature: 10 mountains, rivers, a network of hot and cold mineral springs, forests, as well as the rich cultural heritage. Agriculture is also developed. The specialization of region crop production in the country is determined by the production of tobacco (20.1% of national production in 2004).

- A specific feature for the FR is the accelerated dynamics for the development of the private sector, compared to the national average. The private sector produces over 35% of production in the area and most of it is in small and medium enterprises. What is more, the territorial location of the private sector is not concentrated only in big cities but also in the small municipalities and many companies have foreign capital participation.

- The population in the region has a diverse ethnic and religious structure. Bulgarians account for 80% of the people in the district, the rest of the people are Turks – 9.5 %, Roma – 4.4 % and others (<http://www.investbulgaria.com/Blagoevgrad.php>). In Blagoevgrad FR there are nearly 40,000 Sunni Muslims (12.8%) according to the census of 2011 (<http://www.nsi.bg/en/content/6704/population-districts-municipalities-place-residence-and-sex>). This makes it possible to study the various life strategies in the

social group and family context regarding education and lifelong learning. On the other hand, there can be examined the real educational involvement of young adults in LLL context. Population decline is mainly in the Christian villages. In most villages with wholly or predominantly Muslim population there is an increase in their population. The demographic picture is good only in the villages where Bulgarians, Muslims and Roma live because of their cultural peculiarities, little migration and high birth rates (Stoykova, 2015).

All of these characteristics of the population and the systems of education, economy and culture in the two Bulgarian FRs suggest a wide range of diversity in the approaches towards young adults and the policies required for their inclusion in LLL. Both regions demonstrate efforts to establish effective cohesion between education, science and business which is in the focus of our research.

### **1.3. Methodology**

The mapping of LLL policy in Bulgaria is based on a selection of national and regional policy documents (Appendix 1) which have a significant impact on young people's transitions from education to employment. The policy field of continuing education for young adults is itself very wide, linked on wide side to the educational policy and on the other it is strongly related to the sectors of labor market policy, social policy and youth policy. We did not combine the social and youth policy together as we consider that the focus of the first one is on social assistance while the focus of the second policy is on youth participation. Obviously all those sectors are related and some programs and measures are difficult to place in only one sector. All in all, we have concentrated on those documents that link LLL with opportunities for employment. In each sector we started with the more general legal regulation of the sector (laws and other acts), then moved on the overview of strategies and further we analyzed more concrete policy documents with a shorter time frame such as action plans, schemes and initiatives.

The methodology for the analysis of each document included a presentation of the objectives, their target groups, main institutional actors, social argumentation for the need of the concrete program/measure and its intended effects. Then in the analysis we tried to present how these policy instruments are imbedded in each local context, the problems existing in those regions and how they are linked to the aspirations of the relevant regional authorities for the development of their region. In the third chapter we also tried to examine some of the unintended consequences of these policies on young adults' life courses, the lack of coherence in some of the policies and their insensitivity to the individualized life projects of young adults, to underline existing synergies, as well as gaps in the cooperation between state and private actors. Finally, in the fourth chapter we tried to outline the emerging issues which we will study deeper in the next stages of the project (WP5 and 6).

## **2. MAPPING OF LIFELONG LEARNING POLICIES**

In this section of the report we aim to present the LLL policies and the sectors closely linked to them such as the education, employment, social and youth policies. We start first with the national and then move on to the regional specifics. On regional level the focus is on review of three LLL policies, giving a thick description of the domain, and embedded in the specific contexts. A main challenge is the strong tendency toward centralization of policies and governance in Bulgaria. However, it

makes difficult to create 'thick' descriptions of the situation in the FRs - an objective we hope to achieve in the next stage of the research process, i.e. the fieldwork.

## **2.1. Mapping of Lifelong Learning Policies – national level**

### **2.1.1. Lifelong learning system and policy**

The stakeholders involved in the development, implementation and coordination of LLL policies include representatives at national, regional as well as at local level. At the national level the main actors are the Ministry of Education and Science, Ministry of Labor and Social Policy, National Employment Agency, National Agency for Vocational Education and Training, National Agency for Child Protection, Ministry of Youth and Sports, Ministry of Economy, Ministry of Health. The main social partners – the nationally representative employers' and employees' organizations are also involved in the development, and implementation of LLL policies. A third type of actors is the NGO sector. At regional and local level the LLL policy is developed and implemented respectively by the Regional Development Council to the Regional governor; the Municipal Council; the Regional Inspectorate for Education; Rectors of universities and Academic Councils, school principals, head of various local non-profit organizations.

The particular institutions have contributed to the implementation of LLL policies and implement various initiatives and projects at regional and local level. LLL institutions in Bulgaria have a long history and traditions (Boyadjieva, 2012).

**Evening schools.** According to the Law of National Education evening schools are opened for students above 16 years old. Some of these schools, in addition to evening teaching conducted education of adults in two shifts. There were two other forms in evening schools: extramural and individual (Boyadjieva, 2012: 42-3). The students who graduated from evening schools have the same rights as the graduates from the daily schools.

#### *Vocational education institutions*

The Vocational Education and Training Act (Art.9) defines different educational institutions which can provide adult vocational education - vocational schools, vocational high schools, vocational colleges, Centers for vocational training, Centers for qualification of trainees. Ministries, municipalities, employers' organizations, trade unions and single employers are also entitled to organize training for professional qualification. The Act envisages the following programs for training of individuals older than 16 years (Art.10): 1) 1 year Programs A for initial vocational training for people who have completed at least 6<sup>th</sup>-grade; 2) 1 year Programs B for initial vocational training for people who have completed either a secondary education grade or a full secondary education; 3) 4 or 5 year Programs C for vocational education for people who have completed basic education; 4) 2 year Programs D for vocational education for people who have completed secondary education; 5) Programs E for continuing vocational training whose duration is stipulated with specific documents related to vocational education. The programs A, B, C and D are specified for each profession and are harmonized with the state educational requirements for professional qualification (Art.13). The remaining programs are specified with the documents related to vocational education.

**Centers for Vocational training** are part of the formal education system and they train individuals older than 16 years. The training is aimed at acquiring, updating and improvement of qualification or re-qualification in a profession or part of profession under I, II and III degree of professional qualification. The number of active CVT continuously increasing, at the end of 2013 is 908 - by 2.40 percent more than in 2012. For a large number of unemployed, especially from disadvantaged groups inclusion in vocational training by VTC, is an opportunity for equal participation in the labor market, and for employees - to keep your workplace. Vocational training centers are licensed and coordinated by the National Agency for Vocational education and training (NAVET) established with the Vocational Education and Training Act. The state and the municipal vocational schools, the centers for vocational training and the centers for qualification of trainees are financed by the state budget, the municipalities, by international programs.

#### *Non-formal Education*

Non-formal education and training is provided by enterprises, community centers (chitalishta), NGOs, foreign cultural centers, private educational units (Boyadjieva, 2012:53). The organizations conducting non-formal training can be very flexible in their form, content and means of education. Preferred forms of education are: seminars, short courses, lectures, club activities, consultations. The topics range from: acquiring basic computer literacy skills, using the Internet and various software products, language training to alternative agricultural production, etc. Most of the training courses are targeted at the employed: people with different social status, occupation and income, but also at the unemployed, unqualified people or ones with low qualification, people at risk or disadvantaged groups. Non-formal education is directed towards helping people to acquire a profession and to prepare them for the labor market, and also towards increasing the social activity of the population in the new market conditions and the dynamically growing economy.

The target groups of LLL policy are the early leavers from education and training, ethnic minorities, and the unemployed. In recent years in Bulgaria the number of *school leavers* is still relatively high compared to the average numbers in other countries of the European Union. In a longer perspective, early school leavers bring about high economic costs. Their segment in Bulgaria is 12.9% in 2014 (EUROSTAT). The demographic crisis and rural–urban disparities further deepen segmentation. The shrinking population of Bulgaria (due to migration, decreasing number of births, ageing) has brought about serious issues related to unemployment, lower quality of life, insecurity and marginalization, which also assist the trend to drop out from the educational system over the last decades. The reason for dropout is the event of regular school absences and the subsequent low grades; as the share of minority children dropping out from school is disturbingly high in Bulgaria. The census of 2011 disclosed that 23.2% of Roma children (aged 7 – 15) are excluded from the schooling process. In the year 2013/2014, 17 794 pupils have dropped out from the mainstream educational system, as 30 % of them were up to 4<sup>th</sup> grade (ISCED 1), and 27.5 % – up to 8<sup>th</sup> grade (ISCED 2) (NSI, 2015)<sup>3</sup>. Early education leaving is

<sup>3</sup> Early school leavers in Bulgarian educational system by reasons and grade. NSI: <http://www.nsi.bg/bg/content/3435/%D1%83%D1%87%D0%B0%D1%89%D0%B8-%D0%B8-%D0%BD%D0%B0%D0%BF%D1%83%D1%81%D0%BD%D0%B0%D0%BB%D0%B8-%D0%BF%D0%BE-%D0%BF%D1%80%D0%B8%D1%87%D0%B8%D0%BD%D0%B8-%D0%B8-%D1%81%D1%82%D0%B5%D0%BF%D0%B5%D0%BD-%D0%BD%D0%B0-%D0%BE%D0%B1%D1%80%D0%B0%D0%B7%D0%BE%D0%B2%D0%B0%D0%BD%D0%B8%D0%B5>

interconnected with social and economic disadvantage and low educational background.

According to last census data (National Statistical Institute, Census, 2011, (<http://www.nsi.bg/sites/default/files/files/pressreleases/Census2011final.pdf>) the most unfavorable educational structure is this of the Roma ethnic minority. Similar portion of Roma have completed primary education (33.7%) and lower secondary education (37%). The share of Roma in higher education has continuously been below 0.5%, whereas the portion of Roma with upper secondary education has remained at 6.5%. The share of Roma, who declared illiterate or have lower than primary degree, estimates of 22.3% (Census 2011). The alarming facts (Census 2011) show that 11.8% of the Roma in the country reported themselves as illiterate<sup>4</sup>. Another multinational survey adds to the Census by describing the share of self-perceived illiterates among young Roma aged 16 – 24, which is 15% of all respondents (Doghi, 2012). The reason for illiteracy is the event of regular school absences and the subsequent dropout. Poverty and judgmental attitudes are considerable factors in the exceptionally low enrolment rates of minority children in pre-schooling that further exacerbate the impediments they face later at school. Besides, disadvantaged Roma families demonstrate weak interest in schooling and parental deficiency of educative style towards their children (Tilkidjiev et al 2009: 51, 67).

LLL policy documents in Bulgarian conditions are few. For the past ten years from 2005-2015, three strategies have been adopted:

- ***The National Strategy for Continuing Vocational Training*** (2005-2010), which aimed at optimization of the conditions for obtaining vocational qualification of the work force.
- ***The National Strategy for Lifelong Learning*** (2008–2013) which envisaged measures for all educational degrees, including adult education, with respect to disadvantaged groups and people aged 55 +.
- ***The National Strategy for Lifelong Learning for the period 2014-2020***, which has a leading role in providing the legal conditions for the implementation of LLL policies.

Target groups of the current Strategy are people 16+, low qualified, minority groups, unemployed, marginal groups, people who need re-qualification, people who need higher qualification. The Basic Principles of the Strategy: *quality* with the objective to transform LLL into a factor for the success and competitiveness of the citizenry, the institutions, and organizations; *equality and diversity* with the objective to ensure equal opportunities for all individual and collective stakeholders to participate in various and multiple forms of LLL; *decentralization* aiming to transfer of powers and resources from central government bodies to the regional administrations, the setups of social partners and NGO; *cooperation* at various levels; *measurability*, aiming at the enhancement of the opportunities for monitoring and measuring the education objectives; and *flexibility* in order to increase the readiness of the stakeholders to respond upon occurrence/ascertainment of unforeseen social processes, through expansion of the earmarked objectives and actions.

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<sup>4</sup><http://www.nsi.bg/sites/default/files/files/pressreleases/Census2011final.pdf>

The key priorities set in the Strategy are: introducing innovations; improving the quality of education and training; ensuring equal access to lifelong learning, active social inclusion and active citizenship; and linking education and training to the needs of the economy and changes in the labor market. The objectives of the strategy are: building a coordinated national education and training system, which ensures diverse learning paths; introducing really operating lifelong learning instruments and their integration into a single system; promoting the participation in all forms of learning: formal education and training, non-formal and informal learning; reducing the number of illiterate young people aged 15-19 from 2.0% in 2011 to 1.5% in 2020, among those aged 20-24 – from 2.3% in 2011 to 1.5%; and among those aged 25-29- from 2.3% in 2011 to 1.5% in 2020; reducing the share of early education leavers aged 18-24 from 12.5% in 2012 to less than 11% in 2020; increasing the share of those completing higher education aged 30-34 from 26.9% in 2012 to 36% in 2020; and increasing the participation of the population aged 25-64 in education and training from 1.5% in 2012 to more than 5% in 2020. The strategy envisages strengthening the role of universities as institutions for lifelong learning and encouraging potential trainees for further training in higher education as well as harmonization between offered by universities programs and demanded by the labor market qualifications.

- **Operational Program “Science and Education for Intelligent Growth” 2014-2020**, in compliance with the “Europe 2020” strategy set the objectives: to reduce the share of early education leavers by benefitting from the governmental budget and the structural funds; to ensure 1.5% of GDP invested in science and researches and that 36% of the population aged 30–34 to hold a higher education diploma. Despite of the current efforts, the share of Bulgarian citizens aged 30–34 who have completed higher education is 26.9% against 32.3% the EU average. In an era of technological and inclusive growth, unequal prospects for employability of young people further contribute to deprivation, social exclusion and poverty.

- **The reform paper “Bulgaria 2020”** set the objective of reducing the share of early school leavers under 11% by benefitting from the governmental budget and the structural funds. In an era of technological and inclusive growth, unequal prospects for employability of young people further contribute to deprivation, social exclusion and poverty. Nowadays, the dynamics of social events and the rapid alteration of agendas have led to demand for more flexible and adept options for policy solutions in regard to educational inequality (with a focus on segregated ethnic communities), including the need for diversity of the commitments to be processed.

- **National Strategy for Reduction of Early School Leaving (2013–2020)** is aimed at achieving the target set in the National Reform Program “**Bulgaria 2020**”. The strategy is in line with the measures envisaged to improve access and quality of pre-school and school education. It insists upon developing three sets of policies: preventive, intervening and compensatory. The preventive policies include: providing positive educational environment, improving the quality of education by focusing on practical orientation; formation of an attitude to lifelong learning from an early age; ensuring access to quality education for children and students from ethnic communities and with special educational needs. The intervening policies are aimed at new approaches for working with parents, i.e. alternative parental meetings, active involvement in joint activities, enhancing parental participation in school boards; approval of the individual and group mentoring; career guidance, career pathways; work-based learning and development activities based on interests. In their turn the

compensatory policies rely upon an active labor market policy and the introduction of specific measures for reintegration into the education system such as using different forms of education such as distance, evening, extramural, correspondence; literacy courses contributing to social integration and inclusion in the labor market; learning in clubs, libraries, community centers, youth information and counseling centers, regional and local centers; creating opportunities for in-formal learning with validation; increasing opportunities for workplace learning, with an emphasis on opening more internships and apprenticeships and motivating local businesses for accepting trainees and apprentices; and building a national system of validation of competences acquired through non-formal training and / or informal learning.

- **National Strategy to promote and improve literacy skills (2014–2020)** has as its target groups: the entire population of all ages: children, students in early school age, adolescents, adults. The Strategy aims at creating a knowledge society in which literacy is central to individual and social development and is the basis for smart growth. Developed policies aimed at: conducting courses in literacy, information campaigns, validation of prior non-formal and informal learning. The Strategy entails overcoming the causes of low literacy among the vulnerable groups of the poor and that of the bilingual people (i.e. the Roma) where poverty and bad command of the official language serve as major barriers for acquiring diploma.

- **Strategy for Educational Integration of Children and students from ethnic minorities (2015-2020)** builds upon the previous documents approved in 2004 and 2010. It formulates the following strategic aims: ensuring complete socialization of children and students from ethnic minorities; ensuring equal access to quality education for children and students from ethnic minorities; promoting intercultural education and preserving and developing the cultural identity of children and students from ethnic minorities. The Strategy envisages the following activities: working with parents to ensure greater interest in and commitment; attracting young people with higher education from ethnic minorities as teachers; providing additional qualification of pedagogical specialists to work in a multicultural educational environment; conducting of extracurricular work, combined with the traditions of the various ethnic groups; support students from vulnerable ethnic communities for continued their education after compulsory school age, including higher education; and dissemination of good practices for preservation and promotion of cultural traditions of ethnic communities through modern technologies.

Bulgarian educational system at all levels: primary, secondary, tertiary, is heavily centralized. One of the main consequences is that policies at regional level are fully consistent with the policies at national level. In this sense there is no difference in policy measures in both functional regions. We could identify some national programs in which the two functional regions are very active, as well as some specific LLL initiatives. Education in Bulgaria is mainly supported by the state through the Ministry of Education and Science. The Bulgarian educational system falls within the continental European tradition. Private schools are also being established and they are beginning to compete successfully with public schools. School education is free and compulsory for children from 7 to 16 years of age.

The education system consists of the following levels: pre-primary education, primary education, secondary education and higher education.

- Pre-school education (ISCED Level 0) embraces the children between 3 to 6/7 years. The attendance of kindergarten is optional and the country has a rather dense set of childcare centers, especially in urban areas.

- Elementary education (grades 1 through 8) comprises primary school (grades 1 through 4 ISCED Level 1) and junior high school (grades 5 – 8, ISCED Level 2A). Elementary education can be obtained at state, municipality or private schools. In addition, at the same education level, vocational training is available in accordance with professional-technical curricula upon completion of grades 6, 7 or 8. The *Certificate for Primary Education* is issued upon successful completion of grade 4 and the *Certificate for Elementary Education* is obtained for successful completion of grade 8.

- Secondary education (ISCED Level 3A) is divided into comprehensive education (comprehensive and specialized schools) and vocational training. General secondary education can be obtained at comprehensive schools (course duration 3-4 years) and at specialized schools (course duration 4-5 years). The admission in the specialized schools is upon completion of grades 7 or 8 and after exams depending on the profile of the school (with emphasis either on foreign language, or science and/or mathematics, humanities, sports, arts, etc.). Secondary education can be obtained also at vocational-technical schools after completion of grade 8 and 4 years of training or after completion of grade 7 and 5 years of training. Vocational schools with a three-year curriculum also provide secondary education. The educational curricula for technical vocational schools (ISCED Level 3C) are offered after completion of elementary education, the course duration is 2 years. The acquired vocational qualification enables the access to the labor market. Special needs education is a network of state-run boarding schools to support and educate physically or mentally disadvantaged children. The priorities in this area like legal frame for the funding, development of alternative forms of education, system of school preparation for the integration and socialization of the children with special needs, programs for integrated educational forms, individual training etc. are still pending.

- Higher education comprises various forms of programs and curricula upon the completion of the secondary level. The legal frame for founding of higher education institutions is set by the Law of Higher Education. According to Article 9 of this Law, the Parliament plays the key role in decision making about matters, concerning the network of higher education institutions in the country. The Parliament is entitled to establish, transform and close the educational organizations on the grounds of a proposal by the Ministry council. In the recent years the higher education network was object of important changes and transformations. The population with tertiary education in Bulgaria estimates of 22.2% of people aged 15–64 which is yet a low rate in comparison to the EU 28 average of 25.3%. Bulgarian tertiary educational structure is step-by-step adapting to the challenges of the European Higher Education area and there is positive evidence for that, e.g. endorsing of National qualification network, developing Registers for the higher education institutions and their ranking, etc. However, the real figures show that the country is still creeping towards the set “Europe 2020” goal – the percentage of people aged 30–34 who have completed higher education is 26.9 against 32.3 the EU average.

According to national data, there are 54 higher education institutions (HEIs) in the country in 2014/2015 academic year as 51 of them are accredited by The National



Evaluation and Accreditation Agency (NEAA)<sup>5</sup>. Of the accredited ones, 37 are public, or supported by a governmental subsidy, whilst 14 HEIs are private –run (Register of the accredited higher school in Bulgaria, MES). At present the higher education system unites universities, specialized institutions of higher education (academia, institutes) and colleges. The *universities* are those educational institutions for higher learning, which ensure education in a wide spectrum of specialties, at least in three of the four main scientific areas (humanities, science, social and technological studies). These institutions for higher education are entitled to teach students to all degrees (ISCED Levels 5A, 6). The *specialized institutions of higher education* are engaged in teaching and research in one or more main areas of art, sports and defense. The name of the specialized higher school indicates the main specialties of its curriculum. This type of educational institutions for higher education is also entitled to teach students to all degrees (ISCED Levels 5A, 6). The *colleges* offer a relatively shorter and vocation-oriented training (ISCED Level 5B). Actually most of them are part of the universities and use their equipment. There are also some independent colleges, which can meet the necessary academic and material conditions on their own. The national higher education system comprises between 30 and 50% of the age cohort and therefore, it could be defined as large-scale higher education.

The key policy documents (or parts of them) clearly related to lifelong learning in the country are:

- **Vocational Education and Training Act**; Last amendments – 2011, 2012, 2013, 2014, 2015. Its target groups are students over 16 years, low qualified, minority groups, unemployed, marginal groups, people who need re-qualification, people who need higher qualification. The Act defines organization, management, financing of the system of vocational training in and outside formal education system (for students over 16 years as well), creates institutions of vocational training and entry exams for students, develops state requirements for vocational education. The Act determines the structure of the vocational education programs. It envisages Centers for vocational training and Centers for vocational guidance, and defines credits (their accumulation and transfer) in vocational education and training as well.

The amendment (Art. 5, par.4) in 2014 envisages that vocational training can be carried out in the apprenticeships (way of learning through work-dual training), which is a form of partnership between vocational school (high school, college) and one or more employers. Another change in the Act (Art.5, par.5) allows validation of professional knowledge, skills and competences obtained through non-formal or informal education or learning. The Act formulated certain rules on the procedure for recognition and certification of professional knowledge, skills and competencies. The Vocational Education and Training Act creates National Agency for Vocational Education and Training (NAVET), which is a state authority (under the Council of Ministers) licensing activities in the vocational education and training, as well as controlling and coordinating institutions providing vocational guidance, training and education.

- **National Education Act - last amendments in 2011, 2012, 2013, 2014, 2015, 2016**

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<sup>5</sup> The National Evaluation and Accreditation Agency is a statutory body for evaluation, accreditation and monitoring of the quality in higher education institutions and scientific organizations aiming at the enhancement of their teaching and research, as well as of their development as scientific, cultural, and innovative organizations.

The Act regulates the structure, functions and management of the public education system. Its target groups are children and young people from 3 to 19 years, and people without education or with incomplete obligatory education. Many of the revisions of this Law are related to LLL policies: envisaging evening schools for students over 16 (art.29); defining multiple forms of education (Art. 31) such as daily, evening, extramural, correspondence, individual, independent, combined, training through work (dual training) for people after 16 years (amendment from 2013). The Act ensures the provision of additional educational opportunities for students at risk of dropping out of school (art. 43, par.2, amendment 2013). The supplementary provisions (amendments from 2014) stated that persons aged 16 and over, who have acquired certificate of successfully completed training for literacy, 5, 6 or 7 grade, organized by the Ministry of Education and funded by the European Social Funds, maybe included in the next grade and further their training in a regular school. Other amendments to the Act relate to the integration of children from ethnic minorities: gradual introduction of mandatory two-year preparation for children before entering the first grade with the purpose to raise enrolment rate (since 2010/11), classes in Bulgarian language were introduced for those children whose mother tongue was different from Bulgarian (art. 20, par. 5) and minority pupils were given the chance to study their mother tongue as an optional subject.

- **Higher Education Act – Last amendments: 2010, 2011,2012, 2013, 2014, 2015, 2016**

The Act regulates the structure, functions and management of higher education aimed at providing highly qualified post-secondary education. The target groups of this law are persons aged 18+ with an acquired secondary education. The Act defines several types of higher schools as well as the forms of education stipulated as: daily, evening, extra-mural, and distance (Art. 42 par.10). Another focus of the law connected with LLL is envisaging the system of upgrading vocational qualification (Art. 43 par.1), which is structured in various departments for continuing and postgraduate training as well as Centers for carrier guidance and Centers for carrier development. The aim is to realize the links between universities and business, between students and the labor market, for practical training in a real working environment. A goal stipulated in the law is the integration disadvantaged groups. According to the Higher Education Act (Art.68) some disadvantaged groups are accepted on "simplified terms provided that they have successfully taken part in the admission examinations: people with permanent disabilities and diminished work capacity of 70 and over 70%; war veterans; orphans; mothers with three or more children". The last amendments (2016) the law (Art.95 par.7), exempt the above mentioned disadvantaged groups from paying tuition fees. The law empowers the university authorities to introduce additional incentives and forms of support for students in the own regulations.

- **Act on recognition of professional qualifications** was adopted in response to the EU requirements for full correspondence of Bulgarian legislation on matters related to the recognition of professional qualifications of citizens of the European Union Member States and some third countries.

- **Community Centers Act** envisages non formal educational and training activities for children and adults.

Besides the legal acts there are several important strategic documents of significance for the LLL policy:

- **Strategy for Higher Education development in the Republic of Bulgaria for the period 2014 to 2020** and Action plan. The Strategy outlines the key priorities in the field of higher education. The aim is to achieve a higher education system that is able to regulate itself according to the dynamics of social processes and to maintain the quality of higher education, i. e. a sustainable system. The target groups of the Strategy are persons aged 18+ with an acquired secondary education. The specific objectives of the Strategy related to LLL are: improved access and increased share of graduates (reaching the level of 36% of university graduates among the age group 30-34 in 2020); significantly increased quality of higher education and the compatibility with European HE systems in order to occupy a worthy place in EHEA; building up a sustainable and effective link between higher education and the labor market, and achieved a dynamic compliance of demand and supply of specialists with higher education; expanded and strengthened network for lifelong learning; broad application of the various electronic forms for distance learning. For achieving these objectives the following activities and measures are introduced: promoting university units for continuous, ongoing or post-graduate training, as well as career development centers; promoting the joint development of academic plans and programs with the participation of business representatives and providing incentives for development of electronic forms for distance learning.

- **Strategy for the Development of Vocational Education and Training in the Republic of Bulgaria for the period 2015-2020** and Action plan. It is aimed at modernizing the system of vocational education and training in Bulgaria and turning it into an attractive opportunity for learning. The target groups of this Strategy are students over 16 years, the low qualified, minority groups, unemployed, marginal groups, people who need re-qualification or higher qualification. Like the previous one, it also has specific objectives of the Strategy related to LLL are: ensuring quality and efficiency of VET through dual training, modular organization of vocational training, training of mentors for practical training in a real working environment; introducing "protected" professions, providing accessible and high-quality career guidance services for students and adults; establishing a system for validating the knowledge, skills and competences acquired through non-formal and informal learning, activating the involvement of adults in training.

### 2.1.2. Labor market policy

One of the most important documents in this field, underlying the strategic goals and the concrete measures for achieving them is the **National Youth Strategy (2010-2020)**. According to the analysis provided in this document the youth employment in Bulgaria is characterized as follows:

- Since the beginning of the financial and economic crisis, the youth unemployment (15-24) has increased throughout the European Union. Bulgaria has one of the lowest levels of unemployment rate (22.5%) compared to other EU members.<sup>1</sup>

- Young people in Bulgaria are among the latest to enter the labor market, as compared to other EU countries.

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<sup>1</sup> According to Eurostat data, May 2010

- In most cases young people have no practical experience in their acquired degree qualification after completing their education and find it hard to enter the labor market.

- Young people without experience are at a disadvantage in a context of increased labor supply and global financial crisis. Young people with low education and qualifications are among the first affected by the deteriorating economic conditions.

- It is necessary to make efforts towards a smooth transition of young people from the school bench to the labor market through the expansion of training and practice in the real sector.

- Often young people feel a lack of information necessary for job placement.

- It is not yet common practice for employers to invest in the education and training of young employees.

- Many young people are discouraged by the pay and working conditions offered.

- Young people are becoming a potential resource for employment in the informal sector of the economy. Insufficient professional skills and lack of practice in a real working environment, and impossibility to choose a career from the earliest age leads some of the school graduates to start “the first job possible”, mostly in the field of services and trade without requirements to the working conditions.

- Labor productivity and adaptability of young people are still low.

In accordance with the Commission’s assessments and recommendations, and the new package of Integrated Guidelines (March 2015) for implementing the Europe 2020 Strategy, Bulgaria has taken steps to respond to the youth unemployment challenge. The guidelines for the employment policies outline common priorities for the national policies for promoting employment, such as development of qualified and adaptable workforce, adaptable labor markets that respond fast to economic changes, adequate social protection to meet the needs of people. The goal is to boost employment and reduce unemployment and poverty. Actions and measures to implement the guidelines for the employment policies have been included in the National Program on Reforms in the National Employment Action Plan for 2016 and the National Implementation Plan for European Youth Guarantee.

**National Employment Action Plan (NEAP)**, which has been adopted every year, is the most significant document on national level. The last one, NEAP 2016, has as its main target groups: unemployed youth up to 29 years of age with a subgroup up to 25 years of age, youth not in education or employment (NEETs); unemployed above 50 years of age; long-term unemployed, including those of Roma origin; unemployed with low or outdated qualifications and lacking key competences, including the unemployed with low education; persons with disabilities; and persons, who have been excluded from the labor force, although willing to work, including discouraged persons. Its objectives are the promotion of economic growth, which is favorable for employment, improvement of business environment, development of the main economic sectors and their impact on employment; development of regions; development of labor market regulation and mediation and improvement of the management and implementation of employment policy. The Plan envisages the following activities in order to achieve these goals: improving the services for

activation of the unemployed, fast adaptation to new jobs and reduction of long-term unemployment; activation of inactive, including discouraged persons; implementing of the European Youth Guarantee; providing investments in the quality of labor force by way of trainings based on the results of short-term and medium-term estimates and research of the needs of employers; providing employment opportunities for the disadvantaged groups in the labor market by way of special programs, projects and measures under the Employment Promotion Act; improving social security and social inclusion; income policy and passive policy; fostering the free movement of workers within the frames of the EU. To raise the quality of the mediation services in the labor market, the Plan foresees measures to increase the capacity of the Employment Agency and its cooperation with private employment agencies; to develop the scope and efficiency of the control of the General Labor Inspectorate; and to advance the social dialogue.

#### **National Implementation Plan for European Youth Guarantee (2014-2020)**

Bulgaria has undertaken first steps to implement the Recommendation on establishing a Youth Guarantee (YG). The YG is being gradually implemented from 2014 onwards, with funding foreseen up to 2020. The YG currently has a strong focus on early school leavers. The implementation of the European Youth Guarantee will continue in 2016 by carrying out the activities set forth in the National Plan for its implementation. The implementation of the existing and new programs, projects and measures, funded by the State Budget and under OP HRD 2014-2020, will enable more youth to be included in trainings and employment. In 2016, efforts will be targeted at the implementation of the requirements of the European Guarantee under which all youth up to 25 years of age, who have not been in education or employment for a period of up to 4 months, shall receive a proposal for a better job, continuing education, apprenticeship or internship. In order to ease the transition for youth not in education or employment towards education or employment, all available instruments of the active policy shall be put to effect on the labor market.

The active labor market policies are realized through a package of measures set up in the **National Reform Program (2015)**. Specific measures aim to enable the majority of unemployed to return more quickly to the labor market. Concrete activities will be undertaken to improve the balance between existing job vacancies and the qualifications of unemployed persons, by reducing the gap between existing and desired skills. Some of the active measures focus on the most vulnerable groups (such as young people who are neither in employment, nor in education or training including registered as unemployed, low-skilled and elderly workers, people with disabilities, long-term unemployed and Roma).

In concrete, the public employment policies, in conformity with the EU policies, are realized by a set of instruments like (Raychev, 2015): services on the labor market - carried out by certain public agencies or authorities and aimed at promoting integrity among employers' preferences and the preferences of individuals seeking employment; training - public funding of various types of training and qualification in order to improve the employability of individuals; incentives for employment - financial measures to increase recruitment of unemployed persons or groups subject to intervention by the policies of the labor market; stimulation of employment and rehabilitation - measures and financial incentives to pro-mote employment of persons with low disability, disabled or persons with disabilities; direct job creation - job creation in the public sector for long-term unemployed individuals or those with which

no perspective for taking another job; encouragement of entrepreneurship - measures designed to encourage individuals to start their own business or just insurance; income support for unemployed individuals - including measures aimed at improving the income of persons seeking employment but unemployed at the time as unemployment benefits, etc. and measures for early retirement of individuals who find it very hard to find work in the years before retirement.

These interventions cover the tools of public policies on the labor market aimed at improving its efficiency. The active labor market policies offer to the unemployed temporary employment, which aimed at keeping or increasing their labor skills, and to facilitate the transition from education to employment as well. ALMS are oriented towards the long-term employment dynamics and reduction of the structural unemployment. Most of the policy tools aim to increase the quality of the human capital, the adaptability to employment, and the compliance between the demanded and offered skills and qualifications on the labor market. As the most efficient measure within ALMP considering the young unemployed could be pointed out "Encouraging employers to hire youths up to 29 years old" (art. 36, paragraph 1 of the Employment Promotion Act). It covers most unemployed youth and achieves that at least expenditure per unemployed youngster. And respectively, the most inefficient measure is the "Program for increasing the adaptation of youth employment", which is expensive and at the same time has a limited coverage. (Stoyanova, 2016)

### **The Employment Promotion Act**

(<http://www.investbulgaria.com/BulgarianEmploymentPromotionAct.php>) regulates social relations upon: promotion and support of employment; vocational information and consultation, the vocational training of unemployed and employed persons; and intermediation for furnishing information and placement of Bulgarian citizens abroad and of Bulgarian and foreign citizens in the Republic of Bulgaria.

The Labor code (updated 2011), the National Development Program – Bulgaria 2020, the National Strategic Reference Framework 2007-2013, and the Convergence Program of the Republic of Bulgaria for 2016-2019 are also important documents which shape the legislative framework of the employment policies in Bulgaria.

Reviewing the employment policy it is necessary to underline that the country's policy in this field needs: to create conditions to stimulate the economic growth, to create new jobs, to increase the quality of education and the employability of youth, to recover the compliance between acquired education and the needs of the labor market, including the requirements of jobs, to conduct reforms on all educational levels, to introduce tools for further evaluation of the effects of the implemented policies, as well as to provide their preliminary assessment, before implementing, to overcome the disparity between the demanded competences and the offered jobs.

### **2.1.3. Social policy**

The economic and political changes of the early 90s of last century in Bulgaria required radical reforms in country's social policy, particularly in the field of social protection and human capital development. The legal framework, institutional structure, financial architecture and functional framework of the national welfare system were fully restructured.

**The Social Insurance Code** adopted in 2000 (with numerous amendments after that) established the following principles: mandatory and universal insurance; solidarity of insured persons; equality of insured persons; social dialogue in managing the social security system; establishment of autonomous insurance funds (which had previously been with the state budget). Social expenditures are used as an effective tool for orienting the country's economy on the path of sustainable growth, encouraging investment and employment and providing the necessary social protection of vulnerable groups in society. Compared to the average social expenditures in the EU (28) the levels in Bulgaria are significantly lower: thus the country's share of expenditures on social protection is 13.4% of GDP (compared to 19.5% in the EU), the share of expenditures on health is 5.5% of GDP (7.2% in the EU) and all expenditure on social transfers comprise 38% of GDP in Bulgaria (43.6% in the EU). A strong priority in social spending is placed on the social protection of vulnerable groups through better targeting of social benefits, increasing the effectiveness of programs, implement a differentiated approach, improvement of legislation in the field of social assistance and streamlining the institutional structure related to social protect the lowest income and risk populations. The funds for social benefits in 2015 increased nominally by 39 million BGN (0.04% of projected GDP) in comparison with 2014 because of the expected increase in the number of beneficiaries receiving social protection and the increased thresholds for granting aid for heating. Another priority in the government social policies and measures is to address the demographic challenges of an aging population, support for families and children, support for active and independent living of older and groups at risk, reducing poverty and promoting social inclusion.

*The National Strategy to Reduce Poverty and Promote Social Inclusion (2014-2020) aims to improve the quality of life of vulnerable groups in Bulgarian society and create conditions for their full realization by reducing poverty and promoting social inclusion. The Strategy envisages the implementation of integrated active inclusion measures towards vulnerable groups widening the access to the labor market, providing quality social services and ensuring adequate income. Its concrete objectives are: reducing the number of children in the age range 0-18 years living in poverty by 78 thousand (30% of the overall national target and 25% of the number of poor children in 2008); reducing the number of people aged 65 and older living in poverty by 52 thousand (20% of the overall national target and 10% of the number of poor adults in 2008); reducing the number of unemployed people aged 18-64, living in poverty by 78 thousand (30% of the overall national target and 25% of the number of poor unemployed people aged 18-64 in 2008 years); reducing the number of employed persons aged 18-64, living in poverty by 52 thousand (20% of the overall national target and 22% of the number of working poor aged 18-64). As seen from the objectives, the target groups defined in the Strategy are families with children, unemployed young people, long-term unemployed, unemployed over 50 years of age; unemployed persons with primary or lower education and without vocational training or key competences; economically inactive people wanting to work, vulnerable representatives of the Roma community, people with disabilities and working poor.*

The focus is placed on economic development with a potential for creating new jobs and sustainable economic growth. Ensuring access to services and most of all - access to basic health, education and social services is seen as another key tool for overcoming the consequences of poverty and social exclusion. Namely, access to

education, health and social services is crucial for the prevention of social exclusion and poverty. Among the measures the Strategy points at improving of the information policy for combating poverty and social exclusion in terms of their causes, dimensions and manifestations, promoting research and exchange of good practice at European, national and local level, introducing of social impact assessment in all policy areas, and promoting the development and implementation of pilot practices and social innovation based on evidence.

**The Social Insurance Code (2000)** also regulates the field of social and family allowances and benefits. In 2014, changes were made and actions taken are aimed to enhance social protection and assistance to reach a larger audience in need; increases in the allowance for raising a child up to the age of two; shortening the insurance period, which is calculated compensation for pregnancy and birth from 24 to 18 months; increases monthly allowance for raising a child with disabilities; are introduced differentiated amounts of monthly allowances for children until the completion of secondary education and in April 2014 granted additional one time heating allowance. Bulgaria is defined as "generous" by the European Commission on policy of motherhood. However, this can have an adverse effect, because for a long time future income of the mother are low, and due to the long maternity leave, she is encouraged to remain outside the labor market, which leads to naturally distance and more difficult option for reverse incorporation. With regard to social assistance, Bulgaria has made some efforts to secure adequate and sustainable social assistance. In 2014 the funds for payment of all kinds of benefits to the families of children in the form of child benefits increase. Moreover, they introduced differentiated amounts of monthly allowances for twins and children with disabilities. Despite these trends, there is still a need to improve coordination between different stakeholders and providing a comprehensive and integrated approach to social assistance.

**Operational Program "Human Resources Development"** (2014-2020) is one of the instruments of the ESF for employment, development of human resources and promote social inclusion. The implementation of the Operational Program aims to contribute to the realization of the main horizontal principles of the ESF, as well as the application of the guiding principles of the Community Strategic Guidelines for Cohesion and Community Initiative EQUAL. These include: gender equality and preventing discrimination based on race, ethnic origin, religion or belief, disability, age or sexual orientation - mandatory integral part of all policies and practices funded by the structural support.

The two functional regions do not have an independent social policy and generally follow the strategic measures drawn by the Central Government. However, social policy is the field where decentralization is more advanced than in the other policy sectors.

#### **2.1.4. Youth policy**

Bulgaria's youth policy experienced a shift from well-funded policy under authoritarian control towards a state withdrawal from youth support towards a new policy under the influence of the European directives. In the Constitution adopted in 1991 there is no mention of youth or youth policy. The executive body authorized to coordinate and practically implement youth policy has changed its name 8 times since then and has



been associated with different ministries and different levels of the administrative hierarchy.

There are three main documents currently shaping the country's youth policy: The National Youth Strategy (2010-2020); The Law on Youth (2012); and The National Youth Program (2016-2020). The 2012 **Law on Youth** is the key legislative document in Bulgaria in the sphere of youth policy. According to the law, the aim of state youth policy is to establish favorable conditions for personal growth of young people and their participation in social and economic life as well as their involvement in the governance at local, regional and national level through activities (Art.2). The Law determines the institutional actors involved in realizing this general aim: the National Assembly which adopts the National Youth Strategy (Art.4(2)) and ratifies the annual youth report (Art.5(1)); the Council of Ministers, the Ministry of Youth and Sports; district governors, municipalities and the National Youth Advisory Council. The latter aims to provide the basis for inter-sectoral policy and includes deputy ministers of 11 ministries, representatives of the National Association of Municipalities and the National Representation of the Students' Councils as well as representatives from each nationally representative youth organizations (Art.10(3)). The target of state youth policy is the young people between 15 and 29 years of age, as stipulated by the Law. A new element is the introduction of the term 'youth work' which has not existed previously in Bulgarian legislation. Youth workers are expected to become a new group of professionals providing counseling and support for young people.

The **National Strategy for Young People (2010-2020)** (NSYP) was prepared in accordance to the recommendations of the Council of Europe, as stated in various official documents, and is also in agreement with the national legislation. The arguments for developing the Strategy are the demographic crisis, the early leaving of the educational and training system by a high share of young people, and growing risks of social exclusion. NSYP is directed towards development of sustainable youth policies based on a multi-sectoral approach, inter-sectoral cooperation and joint governing with the young at national, regional and municipal levels.

The Strategy defines nine priorities: 1) Encouragement of the economic activity and career development of young people; 2) Improvement of access to information and quality services; 3) Encouragement of healthy lifestyle; 4) Prevention of social exclusion of young people from disadvantaged groups; 5) Development of young volunteers; 6) Increasing of civil activity; 7) Development of young people in small settlements and rural areas; 8) Development of intercultural and international communication; 9) Increasing the role of the young in crime prevention. The fulfillment of the strategic goals and the monitoring of the results are assigned to various institutions and organizations at national and regional level. The most prominent among them are: the Parliament, the Council of Ministers, the Ministry of Education, Youth and Science, district governors and municipalities.

The comparison of the data<sup>6</sup> about the planned and accomplished number of participants under the nine priorities shows that there are substantial deviations from what is planned and what is achieved as a number of participants, and only occasionally the two are relatively close. For example, since 2011 the priority for

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<sup>6</sup><http://www.strategy.bg/StrategicDocuments/View.aspx?lang=bg-BG&Id=641>

encouraging youth employment and career development faces a declining finding and declining number of planned participants but the accomplished number of participants is always twice higher than the planned number. Apart from the great fluctuations from year to year, both in the planned and accomplished sections, the missing data for 2012 also makes it harder for any reliable trend to be established. The reporting on the priority for encouraging a healthy life style shows the opposite situation – the real participants are several times less than the planned number. There is hardly any relation between accomplished numbers of participants in the previous year and the planned number for the following year.

The **National Youth Program** (2016-2020) was adopted as an instrument for implementation of the strategic objectives of the NSYP. This program follows the previous one for the period 2010-2015 and states that it builds upon its positive results. The Program determines the funding of youth policy which tends to grow over the years but the sums are rather low both absolutely and relatively, in comparison to other EU member-states. It serves to finance youth projects in four sub-programs which operationalize the strategic objectives: Development of the network of Youth Information and Counseling Centers; National youth initiatives and campaigns; Youth volunteering and participation in volunteer initiatives; and Development and recognition of youth work. It is too early to make an assessment about the implementation of the program.

Up to 2010 youth policy was not only very limited but also strongly centralized. The current trend is toward decentralization, and greater involvement of youth organizations.

## **2.2. Mapping of LLL policies – Functional Region Plovdiv**

### **2.2.1. LLL Policies embedded in the specific context**

In accordance with the national LLL policy framework, and within the regional context with all its specifics we could focus on three main policies in the FR of Plovdiv which cover the educational, labor market, social and youth policy sectors, and serve as a common basis for further analysis.

### **YOUTH ENTREPRENEURSHIP**

According to the National Statistics Institute, the main characteristic of urbanization is the increasing concentration of the population in the functional region Plovdiv. There is a steady tendency of growing difference between the number of men and women. The age distribution of the population shows that there is a decrease of the young people under age 20, while the age groups over 60 increases. The birth rate is slightly growing while the mortality rate remains relatively unchanged. The migration towards the region has a positive impact, but it still cannot compensate the negative natural growth rate. The unemployment rate in the district over the last years has been decreasing but its low level does not contribute for the economy as in actual fact the labor market is not functioning. There is no competition between the people who offer their labor; there are not available specialists, but unqualified workers who are not sought for. A growing problem is the lack of coordination and cooperation between the business, the governmental educational institutions and the professional

schools on the territory of Plovdiv in meeting the demands and preparing the personnel necessary for the production companies in the city. The Functional region Plovdiv provides, according to the regulations, accessible and high-quality education which successfully combines the national traditions and the European standards, specified through different regulatory documents, reports and recommendation of the EU in the sphere of education. The aim of the education is to develop each individual into a knowing and motivated person, capable for personal and professional realization. In order to accomplish its mission, the municipality of Plovdiv develops an open, flexible and efficient system for operation and control of the secondary education; it creates an environment of dialogue between the citizens and the business and conditions for safe education and work of the young people.

- In 2009 the functional region Plovdiv started the initiative which is conducted until now: Best young entrepreneur of Plovdiv. The contest aims to nominate the most efficient, comprehensive, potential and feasible business plans and to support the young people in realizing their ideas. The participation in the contests is open for every Bulgarian citizen, with permanent address on the territory of Municipality Plovdiv, aged 18 to 33 years (i.e. when they submit their business plan the applicants must have turned 18 years, and not yet turned 34 years). The applicants must prepare a business plan and CV according to requirements, specified in the application form. The evaluation criteria for the business plans are: (1) Feasibility – could the project be realized in practice; (2) Benefit for the Municipality – will it provide new employment places, will it increase the export, etc.; (3) Form – is the business plan well presented. For realization of the business idea ranked first receive 3500 euro, the second 2000 euro and two third places- 1000 euro. The business plan must be for an investment, corresponding to the amount of one of the awards. If the business plan is for a larger amount, the contestant must specify how he/ she will provide the additional funds.

185 is the number of participants involved from the beginning of the competition in 2009 until today from universities and high schools in the functional region. 105 000 levas cash prizes have been distributed to date. Every year some of the Universities in Plovdiv decide to award a business plan which they find is the most successful. The results show that over 50% of the winners have developed their successful business initiative and they serve as an example for the next candidates. Each year the number of applicants increases.

- Within another project “Establishing a youth center Plovdiv” free training for youths aged at 15-29 are conducted in the following subjects: English, Management and Marketing, PR and HR, Practical skills and Innovation and IT. The courses, according to the objectives of the project are aimed at young people at risk and those who could not afford specialized courses. However, these courses are open to anyone interested youths. The project is under realization. The aim is to be trained over 150 young people who can get a chance for a better realization of the labor market and an opportunity for youth entrepreneurship. Language courses are largely aimed at marginalized groups.

- Plovdiv will be the European capital of culture for 2019. The foundation which manages the process every year announces a competition aimed at young people for projects in the field of cultural management. Given this fact, the municipality jointly with the University of Plovdiv “Paisii Hilendarski” started a program Cultural management.

All the steps during the years changed the attitudes among young people. Now, more young people are willing to engage in entrepreneurship and are willing to risk. This percentage is growing every year.

*There are other LLL initiatives in the FR of Plovdiv that enrich the comprehension of this issue, like:*

**- Training and Employment for Young People.** *The target group of this scheme of the Employment Agency is the group of registered young unemployed up to the age of 29. Priority is given to young people with primary or lower education and the long-term unemployed. The main objective is to provide training in real working environment. Young people receive a stipend during the training and a certificate at the end for obtaining various occupational skills up to third level or key competences such as language and computer skills. The employers are obliged to secure a mentor for the trainees and then an employment contract for at least 6 months.*

**- Career Start.** *This is a program for training and employment directed at employers in the public sector. The main target group is young people with university diplomas but no practical training and the objective is formulated as 'easing the transition from education to employment'. The program provides subsidies to employers in different public administrations at national, regional and local level for 9 months during which period the young people acquire practical skills corresponding to their educational specialties.*

## STUDENTS TRAINING PROGRAM

Students Training Program is organized by the Ministry of Education and Science and is financed by the European structural and investments funds under the "Science and Education for Smart Growth 2014-2020" Operational Program. The program is applicable to all the enrolled students and PhD candidates and it covers most of Bulgarian institutions for higher education. All the registration is done in the ministry controlled online platform, which provides full access to the information for all the participants.

The students' training takes place in actual working environment at various business or non-profit private, state or municipal organizations. They have to be listed in any of the officially recognized registers at least six months before their registration in the online platform. This allows only for the genuine organizations to participate in the training program. There has to be a real existing connection between the student's main subject or the studied subjects at the educational institution and the training program itself. The training lasts for 240 working hours, which roughly comprises of about a month and a half of full-time attendance. However, the students may choose the daily duration of the training program depending on their lecture and seminar classes at the university, as well as the days of the month they will spend with the training organization.

The students listed in the training program are assigned two supervisors: one on behalf of the educational institution, and one on behalf of the training organization. The former is called "mentor" and the latter – "academic advisor". Both of them are equally responsible for the proper training of the students.

The mentor must be a university graduate and have at least three years of working experience in the field of the student's training program. A given mentor may supervise a maximum of ten students simultaneously. The mentor is responsible for the preparation of the trainee's program and presents it to the academic advisor for approval. The mentor introduces the student to the working environment, the specifications of the training organization and the internal institutional culture. S/he helps the student in acquiring specific professional skills needed for the relative position. The mentor assigns certain tasks to the student and observes their fulfillment and the progress of the student. The mentor has to update the information in the online platform daily for the accomplishment of the activities in accordance with the training program. One of the main duties of the mentor is to inform the academic advisor about the achieved results.

An academic advisor can be a person who has at least Master's degree and a minimum of three years of teaching experience at a higher education institution. A given academic advisor may supervise a maximum of fifteen students simultaneously. The academic advisor monitors and controls the activities performed by the student. S/he visits the training organization at different time intervals in order to check the applicability of the assigned tasks to the subjects studied at the educational institution and their fulfillment. In the end of the training program the student prepares a final report, which is to be approved by the academic advisor.

About 28 000 students have applied for the Students Training Program. The training organizations are more than 2 900 with 5 568 mentors working there. The number of the higher educational institutions is 48 so far, and the academic advisor comprise of about 4000 people. The whole budget of the project is 19 million euro.

The Students Training Program is a positive step in the right direction since it helps the students develop their skills in a real working environment. However, this step is relatively small, which will result in almost negligible positive effect, because the program covers only 1/10 of the total number of the students in Bulgaria. The training period is not long enough, and it is done during the month's free time of the students. In order for better results to be achieved, the following measures have to be implemented:

1. The Students Training Program has to cover at least 50% of all the students (since some of the higher education subjects, namely those connected with teaching, already have a similar training);
2. The program has to be mandatory;
3. The training has to take place at the end of the higher education, when the students have covered all the subjects and possess greater knowledge, which will allow them to focus predominantly on the new things in the real working environment;
4. The program has to be prolonged for about 3 months in order for the students to get used to the duties and tasks of the employee under the supervision of both the mentor and the academic advisor.

Yet, there is a positive outcome of the previous Students Training Program, which resulted in hiring some 15% of the participating students by the training organizations. Though positive, this amounts to about 4000 students, which is only a fraction of the total number.

## YOUTH GUARANTEE

The statistical data on the youth unemployment in Bulgaria show a really disturbing picture. There is a significant relatively steady rise in the unemployed people aged 15-24 and 15-29. The Percentage of both of the groups almost doubled for the period from the beginning of the economic crisis in 2008 to 2013. There is a considerable decline in 2014 and 2015, but the trend line is still a positive one. This led to the preparation and implementation of a National Youth Guarantee Implementation Plan (2014-2020) (NYGIP).

The NYGIP provides for every young person aged 15-24 to receive a qualitative offer of: a job, continuing of the education or apprenticeship and training within four months after becoming unemployed or leaving the system of formal education. In order for this to happen, the young people have to be registered with the labor office. Each young person will have an individual action plan prepared by the experts, presenting his/her full profile. This will help providing the adequate job, education or training offer.

The NYGIP will be applied in various stages. In 2014, the priority was to provide a job or an educational opportunity for people with primary or lower education, since these comprise the largest group of the registered with the labor office people up to the age of 24. For those who have secondary the efforts will be directed in providing a first job or training for acquiring a professional qualification. The university graduates will receive their first job offer.

The NYGIP will also cover young people who do not study or work, and are not registered with the labor office. The activities will include directing the young towards local schools and local labor offices, as well as private institutions providing job opportunities.

The accomplishment of the task and projects of the NYGIP is funded by the state, the European Social Fund and the Youth Employment Initiative. The main institution and organizations responsible for the project are: the Ministry of Labor and Social Policy, the Ministry of Youth and Sport, the National Labor Agency and its regional structures, the National European Youth Programs and Initiatives, the National Union of Bulgarian Municipalities Centre, the labor organization represented at national level, the Regional Educational Inspectorates, schools, workers and employees organizations represented at national level, professional qualification centers, etc.

The sum total of the financial support for the NYGIP for the whole period is about 374 million euro as follows:

**Table 1. Financial support for the NYGIP**

Year	Total funding in million euro
2014	37
2015	128
2016	32

2017	35
2018	42
2019	47
2020	53

By the end of 2016, there are not any official intermediate data for accomplishment or achieved results, although the plan is operational for two years. This might be considered a little disturbing, since the lack of such data prevents the estimation of the applied policies and measures and their further development or change, if they turn to be fruitless. The NYGIP states that by the end of 2015 level of youth unemployment (15-24) has to be 27.2% and according to Eurostat Database it is 21.6%; the youth neither in employment nor in education and training (NEET) rate, age group 15-24 is expected to be 20.5%, and the achieved rate is 19.3%. These results are quite promising and might be a proof that Bulgaria is on the right track. Yet, an in depth analysis is needed in order to cast a light on the processes, which take place, and to show whether the achieved positive results are connected to the implementation of the NYGIP or to other forces in action.

### 2.2.2. Labor Market Policy

The labor market in Plovdiv FR has been more robust than in most other regions in Bulgaria since the onset of the global economic crisis. The labor force in Bulgaria decreased by 195 000 people between 2008 and 2014, while the active population in the Plovdiv district declined by only 13 000. The labor force is very diverse according to the qualification of employees (<http://www.iwatchbulgaria.com/wp-content/uploads/2015/11/Investment-destination-Plovdiv-2016-.pdf>).

One of the most widely spread operational programs, well-recognized and introduced at local level, is **Operational Program “Human Resources Development”**. Under this program a number of projects are developed and implemented in Plovdiv Functional Region, such as:

- **Project “Leadership for Regional Development”** is aimed at fostering the interaction between local business and educational institutions, and the focus groups include students and pupils from vocational schools. The encountered problems that the project addresses are: the studied subjects are often irrelevant to the required skills and knowledge; there is a lack of synchronization between the interests of the employers and the implemented bachelor's and master's programs; there is insufficient investments on the side of the businesses in the upgrading and education of the human resource.
- **Programs “I can” and “I can more”** - aimed at improving the quality of education, especially strengthening links between offered university knowledge and employers' requirements. Encountered problems: there is no further evaluation of the effects of the implemented courses; there is no selection of the candidates in the procedure, their background is not considered; there are weaknesses in the organization of the provided courses and practices.

- **Leadership program “Together in Class”** is a youth program which aims to give additional qualification, and better education to unemployed graduates at bachelor's level of education, regardless of the specific education.

- **Project “Education for paramedics”** provides young people registered at the Labor Office as job seekers with the opportunity for free training to acquire the qualification of paramedics. The project is funded under the new operational program "Human Resources Development" for the period 2014 - 2020 by Youth Employment Initiative of the European Union. According to the information campaign opportunity to acquire skills before medical assistance will be for young people aged up to 29 years. In the courses will include young people who are unemployed but not registered in the labor offices. Training will begin in September 2016 and will continue for at least seven months. There is a daily scholarship in the amount of 10.00 lev /5 euro/ and supplement of 5.00 lev /2, 5 euro/ for those living in neighboring villages. Paramedics will receive 3th level of qualifications and will be able to participate in transporting victims and first aid, and to assist in emergency rooms.

The city authorities also fund smaller projects such as Youth Initiatives for Informal Education with the objectives to organize and implement education in subjects that are not included in the regular school curriculum, exchange of good practices and innovatory ideas and the formation of youth groups according to their interests in arts, sports and civic engagement.

### 2.2.3. Social Policy

The document that regulates the domain of social policy in Plovdiv FR is the **Strategy for Development of Social Services 2011 – 2015** of the Municipality of Plovdiv. It defines as its priorities the fulfillment of the strategic objectives identified in the Strategy for Development of Social Services 2011 - 2015 of Republic Bulgaria and the "Vision for deinstitutionalization of children in Bulgaria". The trend is to expand the number of social services offered in the municipality of Plovdiv – thus they grew from 28 in 2011 to 48 in 2016. Much of the new service centers are built with the financial help of different projects, but the municipality alone with the help of donors finance the construction of new services for children disabled, transitional housing, sports facilities for children with disabilities and social enterprise. Projects of the Municipality of Plovdiv, realizing in the social sphere are 11 with a total budget of 19,595,044.55 BGN.

The social services which are state delegated activities are divided into the following categories: social services in the community, specialized institutions providing social services, homes for children, homes for adults with disabilities, homes for the elderly, several social services complexes. Social services financed from the budget of the municipality of Plovdiv are: transportation services for disabled persons, preferential prices for public transport for various social groups including students, home social patronage and a municipal service "Help at Home", pension clubs, service "Assistant" for certain groups of disadvantaged people, social dental medicine. An interesting project in Plovdiv FR is the “Community Center for Children and Families” which aims to provide early intervention and individual pedagogical support of children with disabilities, family counseling and support, health Children's Consultation and Prevention, additional pedagogical training with a budget 350 000 euro for two



years. Another major project is the Youth Center in Plovdiv, which aims to work with young people at risk.

#### **2.2.4. Youth Policy**

Most of the problems detected at national level are also present in Plovdiv. In order to support the young people, the Municipal Council approved **The Youth Policy Strategy of the Town of Plovdiv 2010-2020 (YPSTP)**, which is oriented towards people aged 14-35 with two subgroups 14-17 and 18-35. The strategic and operative goals of YPSTP are in conformity with NSYP. The youth between 14 and 29 years old are the target group for the stimulating and youth development policies. The policies aimed at the reduction and the reversing of the social exclusion process are for people aged 18-29 due to the fact that up to the age of 18 the children at risk are under the wing of the Child Protection Law. In this way, the achieved results so far could be retained, thus preventing a child once again to become a part of the social exclusion group. The upper limit, set at the age of 29, marks the end of the youth. Another interesting policy is the one aiming at providing access to a self-contained home for people up to the age of 35. This is expected to have a positive effect on the young families and securing homes for the next generation.

The Plovdiv District Governor is the main responsible actor for the state youth policy in the FR and no other policy actors/departments are named. The Municipal Council has 9 permanent commissions, one of which is 'The Commission on Youth Activities and Sport'. The municipal administration has 14 management offices (Directorates) and the office 'Sport and youth activities' is among the smallest ones. The municipality admits that it does not have the necessary resources to address the problems of the poor, since the budget of the strategy is a little more than 6 million euros for the whole 10-year period. It has to be pointed out that the Municipal Council does not find disturbing the very high levels of economic and social inequalities, as the only criticism being that it happened too quickly so the people and their children were not prepared for their new place in the society. This happens on of the background of the statement that there is a significant horizontal and vertical spread of diseases related to the person's social status.

### **2.3. Mapping of LLL policies – Functional Region Blagoevgrad**

#### **2.3.1. LLL Policies embedded in the specific context**

Here are three main projects carried out after 2013 in FR Blagoevgrad, conducted under the leadership of the Regional Inspectorate of Education (RIE), that show specific LLL activities for young adults.

**LIFELONG LEARNING HUB – LLL-HUB (2013-2016)**

([https://issuu.com/lll-hub/docs/lll-hub\\_comparative\\_report\\_final\\_we](https://issuu.com/lll-hub/docs/lll-hub_comparative_report_final_we))

The Lifelong Learning Hub (LLL-Hub) project brings together ten partners from eight European countries representing public authorities, civil society organizations, chambers of commerce and educational institutions.

The LLL-Hub project aims at fostering shared meaning about lifelong learning across Europe by encouraging cross-sectorial cooperation and dialogue about the European agenda at national and regional level.

The project addresses the challenge of building a genuine partnership approach by setting up a multilateral network of actors. By doing so it aims to create a feeling of shared responsibility and ownership among relevant stakeholders on EU lifelong learning strategies.

Project objectives:

- Foster shared meaning of lifelong learning;
- Enable cross-sectorial and multi-stakeholder cooperation at local, national and European level;
- Structure the first transnational policy learning on European lifelong learning strategies based on genuine research and dialogue at regional, national and EU level

LLL-LABS

In June 2014, partners launched the LLL-Labs, a research phase led in all partners for which a standardized methodology has been established.

The research builds on available resources and various stakeholders' feedback (desk research, collecting of best practices, learners' storytelling ) in order to have a comprehensive overview of the implementation of European lifelong learning strategies in each region.

LLL-AGORA

The last phase of the project consists in trans- national pooling of expertise to make a comparative analysis of critical factors, identify common challenges and elaborate policy recommendations to improve the implementation of lifelong learning at all levels.

LLL-HUB

The LLL-Hub is a space which brings together all the project outputs and results of the LLL-Labs, the LLL-Forums and the LLL-Agora.

The long-term vision is for the LLL-Hub to be- come an online observatory on lifelong learning.

**NEW MODELS IN WORK-BASED LEARNING (New WBL) (2015 – 2018)**

(<http://newwbl.eu/partners/>)

([http://newwbl.eu/Newsletter\\_4.pdf](http://newwbl.eu/Newsletter_4.pdf))

Work based learning (WBL) has been and still remains today the best method for teaching and learning skills and obtaining skilled workers. WBL helps young people to master not only relevant occupational skills, but also other work related competences, including communication, problem solving, allocation of resources, and dealing with supervisors and of coworkers. WBL combines what young people learn on the job and in the classroom. The key question guiding the project is not whether WBL works, but how it works.

The overall purpose of the project is to review WBL approaches from an industry point of view, to determine the financial and legislative framework in which WBL operates, and develop new models for WBL that respond to current and future challenges.

Project objectives:

- To create environment for sustainable program that will enable participants to move from adolescence into adulthood as productive workers;
- To foster the creation of a cross national system (recommendations and guidelines) that will achieve these purposes;
- To address the issues at a policy level to improve access and success of WBL.

Main activities:

1. Develop a strategic policy framework prior to the commencement of the reviewing process;
2. Review work based learning schemes in the region and collect information on the needs and demands within industries (especially SME) and on regional development strategies;
3. Joint training workshops for tutors from VET and tutors from host companies;
4. Develop at least three different flexible operational modules for WBL that respond to different environments and needs;
5. Conduct stakeholder consultations on the models developed;
6. Prepare recommendations and guidelines to be adopted in the new models for work based learning;

Target Groups:

- IVET schools;
- Companies;
- Young adults;

- Stakeholders and decision making bodies involved in labor market/ education/training issues;
- Intermediary organization - chambers, unions and other associations

#### Main outputs:

1. Developed three different flexible WBL models that take into account specific regional environment, sectoral need and local development strategies;
2. Straightened ties with industries to be more involved in the shaping young adult occupational career.

### **UNIVERSITY STUDENTS TRAINING PRACTICES (2013-2015)**

([http://career.swu.bg/index.php?option=com\\_content&view=article&id=11&Itemid=144](http://career.swu.bg/index.php?option=com_content&view=article&id=11&Itemid=144))

The projects conform with the strategic objective of the Operational Program for improving the quality of life of Bulgarians through development of human capital, achieving high levels of employment, increase productivity, access to quality education and LLL, intensifying social inclusion. The projects fit into the objectives of the Priority Axis 3 „Improving the quality of education and training according to the needs of the labor market to build an economy based on knowledge” and complements and extends the existing policies effects for high school students and university students training practices in Bulgaria.

The projects are implemented by the Ministry of Education, Youth and Science as a specific beneficiary.

**Project „University students training practices”** is implemented in partnership with all 51 universities in Bulgaria, established in accordance with the Law on Higher Education. It is open to all students registered in the Register of current and discontinued students and Ph. D. students supported by the Ministry of Education, Youth and Science.

#### Mentoring of students

**Academic mentors** are the university teachers - a project partner responsible for practical training of the student/s from the same university.

**Mentors:** Organization - employer should provide a mentor (an employee of the employer). He instructs the student/s during their training practice in a real working environment.

Project objectives:

- To improve the quality of education through gain practical experience and improvement of practical skills of students in vocational schools and university students in accordance with the needs of the labor market;
- To facilitate the transition from educational institutions to the workplace and increase the successful realization of young people into the labor market;
- To support and encourage the development of stable partnerships between educational institutions and businesses;
- To increase the students incentives to participate in additional practical training in a real working environment;
- To increase the number of students who find a job immediately after graduation;
- To provide some preconditions for updating the curriculum as a whole and the disciplines, courses and topics according to the needs of the labor market;
- To support the creation of sustainable mechanisms and opportunities for employers to select the high school students and university students who have proven their skills in a real working environment for their immediate inclusion in the labor market.

A broader illustration of the regional LLL policy can be obtained through mapping some more initiatives like:

**- Regional Plans for Active Youth (RePLAY)**

The main object of RePlaY is development and implementation of a pilot model at the local level for preventing and reducing youth unemployment. It is related to the objectives promoting of the program „Education & Training 2020” (ET 2020): achievement of equality, social inclusion and active citizenship, raising public awareness of the preventive measures in the field of youth unemployment at local and regional level.

**- New opportunity for my future**

The project is oriented to Implementation of a system for validation of knowledge and skills in the absence of evidence of formal qualifications. Knowledge and skills can be acquired in life, at work or through hobbies. The unemployed, dropouts or employees, who want to „legalize” their skills in various fields have the opportunity to obtain a state recognized document for professional degree. The validation is applied in 16 vocational schools in Blagoevgrad Region.

**- „School Still Plays”**

The project partnership, based on the respective roles and members' responsibilities, intends to experiment territorial actions to encourage and thinning the dynamics of contact between the school system and youth population (11/18 years old) in order to reduce the phenomenon of school dropouts.

**- “Together in differences – the school and the kindergarten in the regime of intercultural education and training”**

The project is realized with financial support of the Centre for educational integration of children and students from ethnic minorities. The project aims to develop a comprehensive model of ethno-pedagogical interaction in schools and kindergartens in the Blagoevgrad region.

The aforementioned projects are clear evidence that there are initiatives at regional level aimed towards young adults towards their professional integration and inclusion on the labor market. A number of tendencies can be indicated: to broaden access to LLL, to ensure higher quality of training, to improve the link between education and training and labor market needs

Conducted on SWU level LLL projects are aimed at:

- Development of European partnerships as an additional tool for introducing good practices;
- Enrichment of interactive methods of education and training;
- Providing and maintaining quality education;
- Improvement of curricula and teaching methods in order to successfully implement labor market.

### **2.3.2. Labor Market Policy**

Blagoevgrad is characterized by low unemployment compared to the national average. After 2011, the largest number of individuals has curtailed economic activity in services, trade, industry and construction, while increasing the pressure on the labor market and reducing the number of vacancies. Much of registered unemployed persons are with low education and skill level that disrupts their realization ([http://geoproblems.eu/wp-content/uploads/2015/12/2015\\_12/10\\_ravnachka\\_2015\\_12.pdf](http://geoproblems.eu/wp-content/uploads/2015/12/2015_12/10_ravnachka_2015_12.pdf)). In the FR Blagoevgrad there are significant regional differences in unemployment.

One of the programs aimed at reducing unemployment FR Blagoevgrad is the **"Young against youth unemployment" under the "Erasmus +"**. The main objective of the project is to provide an opportunity for a constructive dialogue between young people and representatives of public institutions responsible for youth policies aimed at combating youth unemployment in order to make them more effective. The project provided for the conduct of a number of activities that will provoke the public to the topic of improving the efficiency of youth employment policies and lead to implementation of the fruitful dialogue between young people aged between 19 and 29 years and representatives of public institutions responsible for youth employment policies.

**Another program that is implemented in the FR Blagoevgrad is "Career Start"**. The main objective of the program is to be provided opportunities to acquire work experience for unemployed young people who have completed secondary or higher education in order to facilitate the transition between education and employment. The "Career Start" is aimed at young people under 29 years of age who have completed their higher education and no experience. Young people can apply for jobs under the

program – in the central departments and regional administrations. In addition, established jobs for various agencies (Agency for Geodesy, Interior Ministry, the Regional Inspectorate of Education and the Regional Inspectorate of Environment and Water).

**“My first job”** is another program in the FR. It is aimed at active participation in public life, in order to solve youth problems related to labor realization, participation in the formulation of municipal policies, financing youth initiatives and active involvement of young people in public, economic and social life of Blagoevgrad. The project aims interaction of institutions for providing resources to develop policies that address the problems of young people in the field, providing the opportunity to develop their potential and thus influence the development of civil society, as well as providing opportunities for communication between institutions and young people.

### 2.3.3. Social Policy

**The Regional Strategy for the Development of Social Services in Blagoevgrad FR (2016 - 2020)** is part of the implementation of sectoral policies in the Blagoevgrad region and is approved by the Regional Development Council. The Strategy is the main document, which regulates social policies and was created under a partnership among all interested parties in Blagoevgrad. The planning process built on a survey of the range and needs of the risk groups in the area conducted in February - March 2015. What the risk groups are has been determined based on data provided by the Regional Statistical Office, the Directorate of Social Assistance, the Regional Health Care Center, the Regional Inspectorate of Education and the Municipality Administration. The main part of the Strategy was developed in the period April - May 2015. The Strategy defines the regional framework and parameters of the social services in each of the municipalities in the region. Geographically, it covers fourteen municipalities in Blagoevgrad district and pays special attention to small isolated settlements where most of the risk groups reside. The Regional Strategy for Social Services aims to provide affordable and quality social services in Blagoevgrad district, integration of social groups and individuals, full realization of and care for individuals from risk groups. The Strategy includes: development and improvement of existing social services over the next five years (2016-2020); creation of new and innovative social services with respect to the needs of the three priority target groups; initiation of cross-sector "mixed" innovative services and programs; parallel development of policies and measures for social inclusion in the relevant sectors (education, health, employment, living environment, accommodation, etc.) through which the specific problems of the risk groups are solved and / or conditions for effective functioning of social services are created.

The priority areas of the Regional Strategy have been set in accordance with the identified needs of the groups in risk and the need for urgent intervention to resolve the major critical social problems of the residents in the area. They are divided into two groups - with regard to the content of social services and with regard to the manner of operation and performance of services and measures for social inclusion. A separate section deals with the sources of funding for the implementation of the Strategy - the necessary funds to finance the planned social services in the region, the structure of funding for social services in the different municipalities as well as other possible means and sources of funding. In determining the sources of funding

priority is given to the delegation of state funds to municipalities that provide social services according to local needs. The aim is to develop a modern social policy to support individuals, families and communities in Blagoevgrad FR in accordance with national priorities for deinstitutionalization, prevention of social exclusion and European values.

#### 2.3.4. Youth policy

The main document detailing the activities related to youth policies in Blagoevgrad FR is the **Plan for Implementation of the National Youth Strategy (2010-2020)**. The plan is structured according to the strategy and follows the key priorities and the strategic and operational goals and objectives set in it. The target group covers young people aged between 15 and 29. The main nine priorities in the plan include: encouraging the economic activity and career development of young people; improving the access to information and quality service; promoting healthy lifestyles; preventing the social exclusion of young people with fewer opportunities; developing youth volunteering; increasing citizen involvement; providing more opportunities for young people in small towns and rural areas; developing intercultural and international dialogue; increasing the role of young people in crime prevention.

The tasks related to achieving the objectives of each of the nine priority areas include: improving the quality of secondary, higher education and non-formal learning as well as the encouraging of LLL, in respect with the labor market demands; expanding the access to professional guidance services and thus providing support for young adults to solve problems related to career choice and professional development; reducing the number of children of compulsory school age not covered by/or dropped off the school system; promoting economic activity for young people; creating balance between young people's professional and private lives; stimulating non-formal learning among young adults, providing access to development services based on youth work, individual approach and assessment of the specific needs and characteristics of young people, etc. 29,790 young people aged between 15 and 29 have participated in different programs, trainings, etc. on all priority axes since the beginning of 2016. In line with the goals set in the National Youth Strategy (2010-2020) more than 15 NGOs, including: Youth Initiatives Nestos, Active Bulgarian society Blagoevgrad-YOUTH FUTURE Youth Development Network, European Youth society and others work in Blagoevgrad FR. Their activities are mainly related to youth problems, policies and research, education, international and European issues, ethnic issue, etc.



### 3. REVIEW AND ANALYSIS

#### 3.1. To what extent the described policies are integrated and compatible with one another and with other social policies?

The mapping of the policy documents in the country which have been focusing on LLL shows that it has become a significant policy concern. The overarching aim of these policy initiatives is to invest human and financial resources. They implemented by Ministry of Education and Science (MES), Ministry of Labor and Social Policy (MLSP), and National Employment Agency as well as by their regional structures as *cross-sectoral policies* backed mainly by funding from *European programs* in several directions:

- *guaranteeing equal access and high quality education to students from vulnerable communities*, through for example the exemption of vulnerable groups from tuition fees for education in university. An important point of the measures to disadvantaged groups is the opportunity for continuing education in the formal system after completing courses in literacy funded by European Structural Funds as well as the establishment of focal-point and protected schools. In this direction is The Strategy for the development of vocational education and training (2015-2020) aiming to upgrade the system of vocational training to a point to become more attractive, especially to young persons from vulnerable families. A successful example at regional level is “New Chance for Success” and Program – module “Improving Adult literacy”: teaching illiterate and poorly literate people over the age of 16 in order to facilitate their competitive participation on the labor market.

- *reducing the share of early school leavers* under 11% and raising the share of tertiary education graduates (aged 30–34) to 36%. These measures are financed by the republican budget and the Structural funds. Priority Axis 3 (“Improving quality of education and training in correspondence to the labor market needs for building a knowledge-based economy”) and Priority axis 4 (“Improving access to education and training”) of the OP HRD (2007–2013) referred to the area of education. A variety of contractors and partners played a role in the scheme, e.g. NGOs, schools, municipalities and kindergartens. Some of the effective grant schemes implemented in schools at regional and local level are:

- “System for career orientation in school education”;
- “Reintegration of dropouts into the school system”;
- “Establishing a system for identifying and recognition of knowledge, skills and competences, acquired in a non–formal way”;
- “At School without Absences”, supporting school to implement their own programs for reduction of absences.

- *bringing education closer to the labor market* as the introduction of dual training, which means practical training in a real working environment and training in a vocational school or a vocational high school. In this context we should take into consideration the validation of knowledge and skills acquired through informal training or non-formal education. Non–formal education provides full or part–time vocational courses and courses in literacy for adult illiterates (e.g. acquisition of a

specialty, starting a business), funded primarily by the Structural funds. The implementer is the National Employment Agency (NEA) which prioritizes long-term unemployed and people lacking professional qualification. OP HRD (Operational Program Human Resource Development) 2007–2013 provided Bulgarian employees with the opportunity to acquire/ raise their professional qualification in key competences through voucher mechanism. This innovative approach, implemented by the NEA, increased the share of people who are willing to raise their qualification.

In this direction is also Operational Program “Science and Education for Intelligent Growth” (2014–2020). This structural instrument encompasses the investment priority “Improving equal access to long-life learning opportunities for all age groups in formal, non-formal and unofficial manner; updating of knowledge, skills and competencies of the workforce, and promoting flexible learning processes, including vocational guidance and validation of acquired competences”, is also a relevant intervention in regard to the following specific objectives:

- “Improving knowledge and skills of employees over 54”
- “Improving knowledge and skills of employees with secondary and lower education for better jobs”.

Special attention is paid to promoting university units for continuous, ongoing or post-graduate training, career development centers as well as continuing the incentives for development of electronic forms for distance learning, that provide more mobile lifelong learning opportunities. The OP “Science and Education for Intelligent Growth” puts an explicit emphasis on high-tech improvement of educational and ICT infrastructure. The proposal for reforms comprises building a modern interactive learning environment.

An investment priority under this OP seeks social and economic integration of marginalized groups, such as the Roma, third-countries nationals, territorially segregated people, etc. It includes the direction “Improving access to education”, which aims at early childhood services, adult literacy, and prevention of dropout. This priority is expected to be propped by the integrative approach – combining activities to ensure access to employment, education, social and health services. In this manner the most vulnerable groups have admittance to a comprehensive “social package” to tackle a few integration problems by encompassing the capacities of the Youth Employment Initiative.

It could be said that, in its implementation policies regarding education and lifelong learning, labor market, social welfare and youth adopted as laws and strategies in Bulgarian conditions have the opportunity to be realized thanks to financing under European programs and grants. It was through the European programs actually achieve the establishment of cross-sectoral programs and maintaining joint objectives of the various institutions and players, working at national - regional - local level. The other aspect that runs partnership is the relation: public - private – nongovernmental sector. In both cases, the decisive role was of the Operational Programs financed by the Structural Funds. Through them achieved real interaction between different structures, because in some cases can work simultaneously two ministries, and one is a subcontractor. On the other hand, this partnership allows displaying the activity of the organization and its relevant independence in the process of conducting the specific program.

### **3.2. What is known about the impact of these LLL/skills policies on young people's life course?**

The life course perspective involves an examination of young adults' age graded transitions through institutions and social structures (Elder 1998) and how these constrain and support individual pathways between the grades of the educational system and from there into the labor market. Not much is known about the direct and indirect effects of the strategies and programs on the life courses of young people in Bulgaria as the lifelong learning policies in the country are rarely being subject to systematic and thorough evaluation research. The declining scores of Bulgarian students in the PISA studies, the rising share of NEETs and continuing high unemployment rate among youth are issues causing public concern and many reforms have targeted the quality of education, secondary education in particular, the motivation of students and teachers, and the practices of early school leaving among Roma youth.

The educational system and the lifelong learning initiatives are still directed at a standard life course involving full time education, mostly academic, and from then on toward full time employment which for women include one or two breaks of fulltime motherhood<sup>7</sup>. While many young people combine work and study, the institutions of the education system and the labor market offer mostly full time options and if there is any flexibility, it is mostly of informal type. Thus only 2% of employment in Bulgaria is part-time and the dual education has started to be implemented in the past few years on a small scale only. Combining or even blending of various statuses in one's career are not viewed positively by the educational and social security institutions, as well as by individual employers in the labor market.

Over the years, social research among youth have indicated a continuing trend toward rising educational aspirations among young people, with higher education becoming the goal of over 70% of young people interviewed in a representative national survey among those aged 14-28 (Mitev and Kovacheva, 2014: 102). This seems to be a homogenizing trend among both men and women, rural and urban dwellers. Ethnicity and family financial and cultural capital are the strongest predictors for these aspirations. It is interesting that young people themselves have accepted the neoliberal discourse on life achievements and consider 'personal efforts' as the main factor for obtaining the desired educational level, unlike the situation in 2002 when parental support was seen to be the most influential factor (ibid: 107). In the transition from school to work, again it is personal abilities and efforts that are considered by the young as the most important factor for finding a suitable job and for career success. The study has another result which is meaningful for our study – the continuing mismatch between the qualification achieved in education and the qualifications required by the job practiced by the young. Thus only a third of the surveyed university graduates work in the occupation/profession for which they have studied. The share of those with secondary vocational education who hold jobs according to their qualifications is even lower (ibid: 132).

The Youth Guarantee Scheme which started in 2014 has been designed to overcome the lack of sensitivity of the normalizing institutions and offer new opportunities for those who have deviated from the 'normal' 'standardized' life course.

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<sup>7</sup> The parental leave in Bulgaria is among the most generous in Europe with 415 days of leave paid at 90% of the previous earnings, followed by another year of leave paid at a fixed rate. Although both leaves are available for both men and women, overwhelmingly these are used by men only (Kovacheva and Spasova, 2015).

From the analysis of the implementation of this scheme in Bulgaria it is clear that the program is failing to meet the expectations that it will help 'deviant' young people to get back into education, training or employment. The statements about an individualized approach are not backed in reality with relevant practices and the scheme is implemented by Job Centre employees who serve people in all ages and not specialized in dealing with youth. We can detect other mismatches which have little or no positive effect on young people's transitions. Thus, in most of the analyzed documents in employment policy youth as a whole is defined as a risk group while in the youth policy documents there is an attempt to present youth as a resource rather than as a vulnerable group. Some policies bring into the discourse some specific groups such as the Roma, the early school leavers and the NEETs as the most difficult groups to follow the expected normal life trajectory. These however are mostly seen as being in the responsibility of the social policy. Informal learning is rather underdeveloped in the country and little efforts are made for the recognition of young people's activities in volunteering or other forms of out-of-school learning. In the Plovdiv FR there has been made an attempt to overcome such gaps by 'the youth mediators' project which created a department between the municipality and the job center which employs people up to 30 who have been registered as unemployed previously to work with discouraged young people and NEETs in particular. It is a rather new scheme which we might explore in the next stage of our research. In both regions however the overarching aim of the LLL policies is to support a smooth and standard transition from education to work and the compensatory effects are not very visible.

### **3.3. To what extent are the policies and the strategies embedded in the policy landscape and associated systems?**

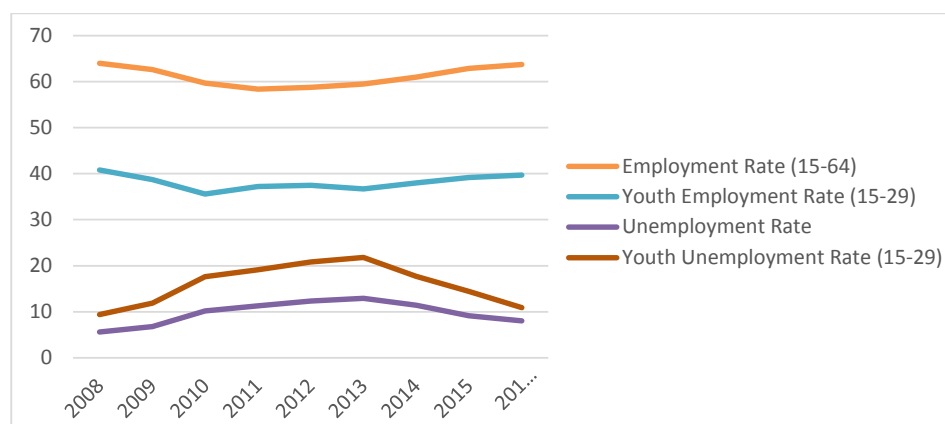
It can be said that the basic conditions for the coordination of stakeholders at national level are created to implement the LLL policy. The tools for monitoring and evaluation of LLL practices are an essential condition for success, but still have a limited character and have no influence on increasing the participation of the population in activities for lifelong learning. Substantial improvements of the legislative basis have been done during the last years in order to broaden access to LLL, to ensure higher quality of training, to improve the link between education and training and labor market needs, to recognize and validate non-formal and informal learning.

The review of the labor market policy reveals that even the well-set national legal framework, and the carried out initiatives implemented at national, regional and local level (for example, OP Human Resources Development, OP Science and Education for Intelligent Growth, etc.), many structural labor market disparities exist. On the one hand, the possibilities of the stabilization macroeconomic policy in influencing the labor market, and in particular in decreasing the unemployment, are limited, due to the lack of common fiscal policy within the EU framework. And despite that, on the other hand, the Currency board in Bulgaria has enforced restriction in this direction. The government policy is more focused on utilization of the European funds. Such restrictions and lack of goals setting lead to problems in integration of the stabilization macroeconomic policy and the public policies on the labor market, and therefore to the impossibility to realize the expected synergy effect. Predominantly the macroeconomic policy is about creating incentives for business growth. Moreover, the unemployment problem, as well as the youth unemployment problem, are discussed in the context of enhancing the investments in the private sector, which purpose is to open new jobs. Thus possibilities are revealed to combine the labor

market policies with the investment opportunities of the so called Plan “Junker”<sup>8</sup>, announced by EC in November 2014. In Bulgaria the plan is still in a process of organization.

The country’s labor market has recovered after the global economic crisis which started in 2008 with the employment reaching 64% and unemployment dropping to 8% - the pre-crisis levels. In 2016 youth employment rate is 40% and youth unemployment rate 11%. The positive trend in youth transitions from school to work is that youth unemployment is no longer twice as higher than the general rate – a ration that was typical for the situation in the 1990s. However, youth employment remains significantly lower than the general employment rate.

**Figure 2. Labor market Trends in Bulgaria**



\*Second quarter of 2016

Source: NSI

Therefore, considering the limited possibilities for macroeconomic impact on the labor market, the accent has to be searched in influencing the public policies. The implementation of the public policies, respectively active and passive, is a state response, and the role of the EC is to provide monitoring, coordination and financial support. Unfortunately, on the one side, it is found that the young people participation in the passive policies is insignificant. In most cases the candidates do not cover the normative requirements for granting and payment of monetary compensation for unemployment (Stoyanova, 2016). On the other side, the participation of youths in the programs, within ALMP, are considered as an opportunity for a following employment. It could be stated, that youth unemployment is not a priority in the provided national ALMP. The average costs for specialized policies targeting youngsters, for the period 2007-2013, are barely 0.02% of GDP, when the total costs for ALMP are 0.26% of GDP. Moreover, the state funds for support and reintegration of young unemployed on the labor market, are at a very low level. This explains the insignificant range of the specialized ALMP and the limited share of the participating young unemployed. More than 90% of all unemployed youngsters are not participating in the specialized ALMP (Stoyanova, 2016)

Despite the adopted government labor market policy, on behalf of the Ministry of Labor and Social Policy<sup>9</sup>, mainly realized by the public policies, labor market

<sup>8</sup><http://www.minfin.bg/bg/page/953>

misbalances are existing. It turns out that the detailed worked out and grounded public policies are ineffective, which is also proved by the indexes for inclusion and analysis of unemployed persons. Additionally, in recent years, the costs for implementing public policies mark a drop, unlike the rest of EU countries. A study on the trends in costs of policies on the labor market in Bulgaria and the EU average for a period of 7 years, shows a clear linear trend line in reducing the values of public expenditure. Moreover, in the years after the crisis deepening problems go hand in hand with reducing funds available for policies in the labor market (Raychev, 2015).

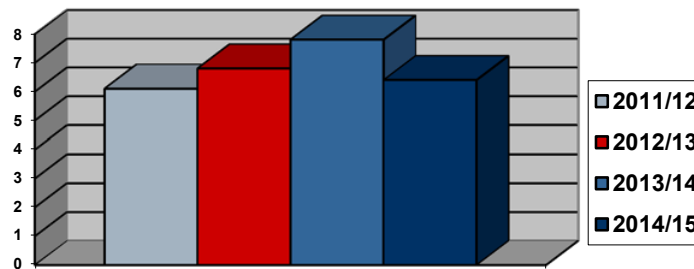
In recent years, Bulgaria has achieved significant results in the area of social inclusion through the implementation of comprehensive and integrated approach across different policy sectors. Despite progress, however, there are still a number of challenges in the field of poverty and social exclusion, especially in the context of the economic and financial crisis. The achievements of high and sustainable economic growth, stable macroeconomic environment and public finances are important prerequisites and have a direct contribution to the implementation of the policy priorities to reduce poverty and promote social inclusion. The level of poverty is directly correlated with the levels of socio-economic inequalities, which are one of the main factors behind the deepening of poverty. For this reason, efforts should be directed towards the prevention and the causes that give rise to poverty and social exclusion with a view to a permanent overcome. The high level of poverty among the unemployed and inactive persons clearly shows that lack of employment is one of the main causes of poverty and social exclusion.

Therefore, the top priority is promoting active inclusion of those furthest from the labor market - economically inactive young people, long-term unemployed, people on social assistance, with primary or lower education and no professional qualifications or lack of key competencies of people with permanent disabled people, elderly workers and others. One of the criteria for social inclusion is participation in education and lifelong learning. On the other hand, indicator of implementing educational and LLL policies in practice is the participation of the population in LLL and it is low: 1,8% 2014 (Labor force survey). Compared to the other EU countries Bulgaria's position has also deteriorated significantly according to data of Adult Education Surveys. The average for the EU (28) for 2014 was 10.7% (Labor force survey). Formal adult education and training in Bulgaria during the academic year 2014/15 is carried out in 294 general schools, vocational schools, vocational gymnasiums, vocational colleges and 362 vocational training centers (VTC). The number of trainees adults is 48 572 people ([mon.bg/?h=downloadFile&fileId=8081](http://mon.bg/?h=downloadFile&fileId=8081)). During the period 2010/11 - 2014/15 school year the number of adult learners in formal education in Bulgaria ranges from 48,000 to about 60,000 with tentative growth and a significant reduction in 2015 academic year. The share of adult learners of the total number of students in formal education for the period also varies: by 6.0% for 2010/11 academic year reached 7.8% for 2013/14, subsequently decreased to 6.4% in 2014/15 school year (Fig. 3). The most important reasons for this, are the reluctance of employers to invest in long-term training of employees and low motivation of potential learners on their personal prosperity, which would achieve after completion of training.

**Figure 3. Relative share (%) of adult learners in the total number of learners in formal education**

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<sup>9</sup> <https://www.mlsp.government.bg>



In this context, strongly increasing the role of education; a major challenge is the drastic decline in the quality of school education in Bulgaria in the past 20 years. The large-scale Program for International Student Assessment (PISA), conducted by the OECD, often demonstrate that one of the lowest educational attainment results is that of Bulgarian students. Furthermore, higher education produces more graduates than the labor market demands while in some sectors there is the opposite situation – high business demands and very low supply of such skills. A study by the Chamber of commerce (2013) revealed such discrepancy - 64% of employers demand engineering specialists against 27% supply of certificated engineers from the higher education institutions.

In particular, we will follow some discrepancies between the policy intentions and practical results with the case of the country's youth policy. Firstly, there is still a low level of involvement of young people themselves and their organizations in the process of formulating policies and priorities of the public institutions. Consultative bodies include predominantly representatives of the authorities. The procedures for registration of relevant youth associations are heavy and full of requirements. The capacity of various youth structures, including school parliaments, students' councils or the National Youth Forum is not properly exploited. Secondly, the lack of sufficient funding restricts the scope of possible outcomes and puts a serious obstacle to the sustainability of the results of the projects. The shortage of financial resources constitutes a common problem for conducting various policies. In this case, the budget situation allows for allocation of small grants among a multitude of applying organizations thus limiting the achievements. Thirdly, the lack of easily accessible information about the opportunities provided by the youth policy is a sustaining feature of the youth policy domain. The large number of trainings and seminars, creation of internet sites, and dissemination of brochures and other materials indicates an effort to make youth policy more popular. The results are still far from optimal despite some formal accomplishments.

It could say that there are several circumstances that hinder the policies and the strategies be embedded in the policy landscape and associated systems. This is a number of ineffective interventions due to the insufficient administrative capacity. The legal and political macro framework (e.g. strategies and laws) largely trigger proper educational issues. The supportive action plans have led to appropriate interventions, yet with insufficient funds allocated or none at all. Some of the policy documents remained just on paper or they were adopted only formally. Additional limitations are the discrepant interpretations of the terminology; the lack of continuity in most of educational policy documents; inadequacy in operationalization of some strategies into specifically assigned tasks with responsible bodies and appropriate funding; deficiency of good communication among different policy actors, etc. There is a lack

of internal coherence between different levels of educational system: while the developed plans are endorsed on a national level, most of the educational institutions on a regional level remain passive observers. All this indicates that under Bulgarian conditions there are some problems associated with the practical implementation of policies and programs adopted at national and regional level and which relate to young adults.

#### **3.4. Good practices and patterns of coordinating policy-making at local/regional level**

In recent years, the legislative framework creates a favorable environment for the development of lifelong learning. Adopted laws and strategies are indicative of the commitment of the national governing bodies in this process. In particular, efforts are aimed at improving the quality of education, especially vocational training and strengthening links with employers' requirements. Measures have been taken for the development of career guidance in the school and employment system. Many of practical actions aimed at acquiring higher qualifications and develop key competencies of people over 16 years, including the unemployed or low-skilled.

The LLL policies belong to three different sets, aiming at reducing dropout rate, enhancing social inclusion and competitiveness on the labor market of marginalized communities, encouraging pupils from disadvantaged families to continue their education, etc. These are preventive measures (such as improving the quality of education, focusing on practical orientation, access to quality education for students from ethnic communities); intervening measures (e.g. raising the quality of education, prequalification of teachers, provision of career orientation services) and compensatory measures (e.g. reintegration of dropouts, improving adult literacy).

A significant step forward in the development of the Bulgarian LLL system is the eagerness to take up and implement renewed patterns and good practices from the global educational experience. Bulgarian LLL institutions could essentially benefit from communicating with various teaching and learning cultures and could enrich the scope of activities and their capacity for tutoring and socializing young adult generations. In this context, the European Social Fund (ESF) has been offering funds to various social actors (i.e. schools, universities, NGOs, municipalities) for launching and practicing inclusive educational approaches. What they aspire is making the learning attractive to young people through initiating extracurricular activities (hobby clubs, etc.); establishment of intercultural learning environment; pre-qualification of teachers for working with bilingual technologies, and others.

Several good practices summarized address the necessity to develop evidence based LLL policy, regular promotion of benefits of LLL for the learners of all ages, implement effective cooperation mechanisms between LLL actors at national, regional and local level, improvement of the link between education and training and the needs and requirements of the labor market, as well as of access to education and training and attractiveness of learning for all citizens, including by offering distance and e-learning, implementing modern technologies in teaching and learning, make life in school interesting by offering various opportunities for the students to develop their interests, talents, creativity etc. (<http://www.lll-hub.eu/country/bulgaria/>).

The majority of best practices especially in education and lifelong learning is linked to various projects and programs financed by the European Social Funds. They are



related to the school, higher education, and adult education; they addressed improvement of the environment, the improvement teachers' qualification, to gain experience in a different cultural environment, improving curricula, the acquisition of qualifications complies with the labor market and to reduce the early education leaving. An improved disbursement approach is the centralized allocation of European funding through direct delivery avoiding tender procedures. All projects in their totality are conducted in both functional regions: Blagoevgrad and Plovdiv as in specific regional and local conditions. In this sense, it can say that the projects financed by various European programs to the greatest extent contribute to developing and maintaining best practices in functional regions.

#### **4. EMERGING ISSUES**

The mapping and review of the LLL policies at the level of the country as a whole and the two functional regions revealed the following major problems in the young people's transition from school to work:

- Existing disparity between the acquired knowledge and the following realization.
- The state expenditures for integrating of young people on the labor market are quite insufficient.
- The youth unemployment is not a priority in the State policy of unemployment.
- Insignificant scope of the specialized active policies on the labor market and a low share of participation of young unemployed (more than 90 % of all unemployed young people are not included in the specialized active policies on the labor market).
- Integration between the macroeconomic and public policies on the labor market is not obtained.

Never the less all positives of these policies they are not enough to overcome the youth unemployment and significantly increase youth employment.

The mapping and review of the LLL policies also gives us ground to make some provisional recommendations in Bulgarian conditions. We find it necessary to:

- Provide measures for regular monitoring of lifelong learning activities, with progress to be reported through quantitative and qualitative indicators based on specialized research
- Strengthen measures to maintain and develop the non-formal education sector. None of 'training of trainers' courses as part of non-formal education have been a subject to quality control yet; there are no state standards on what the profile of an educational worker in the sphere of adult learning would be.
- Plan measures aimed at increasing the attractiveness of vocational education and training by providing flexible trails, the labor market and higher education
- Encourage universities to create diverse opportunities and forms of lifelong learning, including development of electronic forms of distance education

- Develop multiple forms of interaction between universities, businesses and other social partners for the needs of the labor market and the personal and career development of the young adults.
- Plan and implementation of further action to ensure the functioning of LLL guidance system, which is necessary for the functioning of lifelong learning system.
- Continue activities providing a link between lifelong learning and the labor market in terms of qualifications and skills of young adults.
- Improve the existing mechanisms for cooperation with employers.

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## Appendix 1. Selected policies in the functional regions in Bulgaria

**Functional region Plovdiv****TABLE 2. POLICIES FOR YOUTH ENTREPRENEURSHIP**

<b>Indicators</b>	<b>Description</b>
Sector orientation	Youth Policy and Labour Market Policy
Problems addressed	Young people's supposed inability to develop their own businesses; High youth unemployment
Objectives	<ul style="list-style-type: none"> <li>• To encourage youth entrepreneurship activities</li> <li>• To increase self-employment as a solution to mass unemployment</li> <li>• To develop innovative capacity and occupational skills, turning each individual into a knowing, active and motivated person</li> </ul>
Target groups	18-33
Responsible institutions	The Municipality of Plovdiv
Proposed solutions/activities	'Best young entrepreneur of Plovdiv' contest aiming to nominate the most efficient, comprehensive, potential and feasible business plans and to support the young people financially in realizing their ideas Cooperation between local businesses, educational institutions, both general and vocational on the territory of Plovdiv
Criteria for success/main outputs	Increasing the number of young entrepreneurs and successfully implemented business plans
Time period	Every year since 2009 – no fixed upper limit

**TABLE 3. YOUTH GUARANTEE**

<b>Indicators</b>	<b>Description</b>
Sector orientation	Labour market and Educational and training system
Problems addressed	<ul style="list-style-type: none"> <li>• Youth unemployment</li> <li>• Lack of key competences and experience</li> <li>• Early leaving of educational system</li> </ul>
Objectives	Reduction of youth unemployment through: <ol style="list-style-type: none"> <li>a) Job offers</li> <li>b) Diminishing early school leaving</li> <li>c) Increasing the qualification and experience</li> </ol>
Target groups	Young people aged between 15 and 24
Responsible institutions	<ul style="list-style-type: none"> <li>• Ministry of Labour and Social Policy</li> <li>• Ministry of Youth and Sport</li> <li>• National Labour Agency and its regional structures</li> <li>• National European Youth Programmes and Initiatives</li> <li>• National Union of Bulgarian Municipalities Centre</li> <li>• Labour organisation at national level</li> <li>• Regional Educational Inspectorates</li> <li>• Schools</li> <li>• Workers and employees organisations at national level</li> <li>• Professional qualification centres</li> </ul>
Proposed solutions/activities	Every person aged 15-24 will have an individual action plan prepared by experts, presenting his/her full profile and will receive a qualitative offer of: <ol style="list-style-type: none"> <li>a) A job</li> <li>b) Continuing of the education</li> <li>c) Apprenticeship</li> <li>d) Training</li> </ol>
Criteria for success/main outputs	<ol style="list-style-type: none"> <li>1. Rate of youth unemployment</li> <li>2. Rate of youth neither in employment nor in education and training</li> </ol>
Time period	2014-2020

**Table 4. UNIVERSITY STUDENTS TRAINING PRACTICES**

([http://career.swu.bg/index.php?option=com\\_content&view=article&id=11&Itemid=144](http://career.swu.bg/index.php?option=com_content&view=article&id=11&Itemid=144))

Indicators	Description
Sector orientation	Employment and labour market policy
Problems addressed	Existing disparity between the theoretical knowledge acquired at high schools and universities and the labour market needs; lack of practical knowledge, of professional and soft skills on the part of graduates from high schools and universities
Objectives	<ul style="list-style-type: none"> <li>• To improve the quality of education in general;</li> <li>• To facilitate the transition from educational institutions to the labor market;</li> <li>• To support and encourage the development of stable partnerships between educational institutions and businesses;</li> <li>• To provide some preconditions for updating the curricula according to the needs of the labor market;</li> <li>• To establish sustainable mechanisms for the creation of vocational skills in real working environment for university graduates which to enable their immediate inclusion in the labor market.</li> </ul>
Target groups	high school students and university students in BSc and MSc programs
Responsible institutions	Ministry of Education, Youth and Science, Universities, High Schools, state and private companies
Proposed solutions/activities	<ul style="list-style-type: none"> <li>• Encouraging students to participate in additional practical training in a real working environment;</li> <li>• Increasing the students' incentives to prepare themselves to meet concrete labour market requirements;</li> <li>• Exchanging information and activities in-between the educational institutions and the companies.</li> </ul>
Criteria for success/main outputs	Strict organization and coordination between the involved parties; Regular monitoring on the implementation of the curricula; Assessment of the project outputs, provided on year and project period base
Time period	2007-2013; 2014-2020

**Blagoevgrad FR****Table 5. LIFELONG LEARNING HUB – LLL-HUB** ([https://issuu.com/lll-hub/docs/lll-hub\\_comparative\\_report\\_final\\_we](https://issuu.com/lll-hub/docs/lll-hub_comparative_report_final_we))

Indicators	Description
Sector orientation	The LLL-Hub project is oriented towards education, training, young adults' employment and the overall agenda for the implementation of LLL policies and practices at national and regional/local level.
Problems addressed	<ul style="list-style-type: none"> <li>- to have a comprehensive overview of the implementation of European lifelong learning strategies in each region.</li> <li>- to elaborate policy recommendations to improve the implementation of lifelong learning at all levels</li> <li>- to implement long-term vision is for the LLL-Hub to become an online observatory on lifelong learning.</li> </ul>
Objectives	The project addresses the challenge of building a genuine partnership approach by setting up a multilateral network of actors. By doing so it aims: 1) to create a feeling of shared responsibility and ownership among relevant stakeholders on EU lifelong learning strategies; 2) to enable cross-sectoral and multi-stakeholder cooperation at local, national and European level; 3) to structure the first transnational policy learning on European lifelong learning strategies based on genuine research and dialogue at regional, national and EU level.
Target groups	All age groups with special accent on young adults in regards to their training and development
Responsible institutions	The Lifelong Learning Hub (LLL-Hub) project brings together ten partners from eight European countries representing public authorities, civil society organizations, chambers of commerce and educational institutions.
Proposed solutions/activities	<p><b>LLL-LABS:</b> Partners launched the LLL-Labs, a research phase led in all partners for whom a standardized methodology has been established. The research builds on available resources and various stakeholders' feedback (desk research, collecting of best practices, learners' storytelling ) in order to have a comprehensive overview of the implementation of European lifelong learning strategies in each region.</p> <p><b>LLL-AGORA:</b> The last phase of the project consists in trans-national pooling of expertise to make a comparative analysis of critical factors, identify common challenges and elaborate policy recommendations to improve the implementation of lifelong learning at all levels.</p> <p><b>LLL-HUB</b> The LLL-Hub is a space which brings together all the project outputs and results of the LLL-Labs, the LLL-Forums and the LLL-Agora. The long-term vision is for the LLL-Hub to become an online observatory on lifelong learning.</p>
Criteria for success/main outputs	Fostering shared meaning about lifelong learning across Europe by encouraging cross-sectoral cooperation and dialogue about the European agenda at national and regional level.
Time period	2013 – 2016

**Table 6. NEW MODELS IN WORK-BASED LEARNING**(<http://newwbl.eu/partners/>)

Indicators	Description
Sector orientation	The project is oriented to teaching and learning skills and obtaining skilled workers. WBL helps young adults to master not only relevant occupational skills, but also other work related competences, including communication, problem solving, allocation of resources, and dealing with supervisors and of coworkers. WBL combines what young people learn on the job and in the classroom.



Problems addressed	<ul style="list-style-type: none"> <li>- Creating environment for sustainable program that will enable participants to move from adolescence into adulthood as productive workers;</li> <li>- Fostering the creation of a cross national system (recommendations and guidelines) that will achieve these purposes;</li> <li>- Addressing the issues at a policy level to improve access and success of WBL.</li> </ul>
Objectives	The overall objective of the project is to review WBL approaches from an industry point of view, to determine the financial and legislative framework in which WBL operates, and develop new models for WBL that respond to current and future challenges.
Target groups	Young adults; Stakeholders and decision making bodies involved in labor market/ education/training issues
Responsible institutions	IVET schools; Companies; Intermediary organization - chambers, unions and other associations
Proposed solutions/activities	1) Develop a strategic policy framework prior to the commencement of the reviewing process; 2) Review work based learning schemes in the region and collect information on the needs and demands within industries (especially SME) and on regional development strategies; 3) Joint training workshops for tutors from VET and tutors from host companies; 4) Conduct stakeholder consultations on the models developed.
Criteria for success/main outputs	<ul style="list-style-type: none"> <li>- Developed three different flexible WBL models that take into account specific regional environment, sectoral need and local development strategies;</li> <li>- Straightened ties with industries to be more involved in the shaping young adult occupational career.</li> </ul>
Time period	2015 – 2018

**Table 7. UNIVERSITY STUDENTS TRAINING PRACTICES**  
[http://career.swu.bg/index.php?option=com\\_content&view=article&id=11&Itemid=144](http://career.swu.bg/index.php?option=com_content&view=article&id=11&Itemid=144)

Indicators	Description
Sector orientation	The project is oriented to improving the quality of life through development of human capital, achieving high levels of employment, increase productivity, access to quality education and LLL, intensifying social inclusion.
Problems addressed	Improving the quality of education and training according to the needs of the labor market to build an economy based on knowledge by complementing and upgrade of existing policies for both university and high school student training practices in Bulgaria.
Objectives	<ul style="list-style-type: none"> <li>- To improve the quality of education through gain practical experience and improvement of practical skills of students in vocational schools and university students in accordance with the needs of the labor market;</li> <li>- To facilitate the transition from educational institutions to the workplace and increase the successful realization of young people into the labor market;</li> <li>- To support and encourage the development of stable partnerships between educational institutions and businesses.</li> </ul>
Target groups	<ul style="list-style-type: none"> <li>- All students registered in the Register of current and discontinued students and Ph.D. students supported by the Ministry of Education and Science.</li> <li>- Academic mentors that are the university teachers - a project</li> </ul>

	partner responsible for practical training of the student/s from the same university. - Mentors: Organization - employer should provide a mentor (an employee of the employer). He instructs the student/s during their training practice in a real working environment.
Responsible institutions	The projects are implemented by the Ministry of Education, Youth and Science as a specific beneficiary in partnership with all 54 universities in Bulgaria.
Proposed solutions/activities	- Increasing the students incentives to participate in additional practical training in a real working environment;  - Providing some preconditions for updating the curriculum as a whole and the disciplines, courses and topics according to the needs of the labor market.
Criteria for success/main outputs	- The number of students who find a job immediately after graduation; - The creation of sustainable mechanisms and opportunities for employers to select the high school university students who have proven their skills in a real working environment for their immediate inclusion in the labor market.
Time period	2007-2013; 2014-2020

## Appendix 2. Policy documents for the mapping of LLL policy in Bulgaria<sup>10</sup>

Structural policies	Documents	Policies/programs	Level of implementation
Lifelong Learning Policy	<b>National Strategy for Continuing Vocational Training (2005-2010)</b>		national
	<b>National Strategy for Lifelong Learning (2008-2013)</b>		national
	<b>National Strategy for Lifelong Learning for the period 2014-2020</b>		national
		<b>Operational Program "Science and Education for Intelligent Growth" (2014-2020)</b>	national, regional
	<b>Reform paper "Bulgaria 2020"</b>		national
	<b>National Strategy for Reduction of Early School Leaving (2013-2020)</b>		national
	<b>National Reform Programme "Bulgaria 2020"</b>		national
	<b>National Strategy to promote and improve literacy skills (2014-2020)</b>		national
	<b>Strategy for Educational Integration of Children and students from ethnic minorities (2015-2020)</b>		national
		<b>Project "lifelong learning hub" (2013-2016)</b>	regional
		<b>Project "new models in work-based learning" (2015-2018)</b>	regional

<sup>10</sup> The selection follows the contents of the review of the documents in this report.

		<b>Project “University students training practices”</b> (2013-2015)	national, regional
		<b>Regional Plans for Active Youth (RePLAY)</b>	regional
		<b>Project “New opportunity for my future”</b>	regional
		<b>Project “School Still Plays”</b>	regional
		<b>Project “Together in differences – the school and the kindergarten in the regime of intercultural education and training”</b>	regional
<b>Educational Policy</b>	<b>Vocational Education and Training Act</b> (last amendment 2015)		national
	<b>National Education Act</b> (last amendment 2016)		national
	<b>Higher Education Act</b> (last amendment 2016)		national
	<b>Act on recognition of professional qualifications</b>		national
	<b>Community Centres Act</b>		national, regional
	<b>Strategy for Higher Education development in the Republic of Bulgaria for the period 2014 to 2020</b>		national
	<b>Strategy for the Development of Vocational Education and Training in the Republic of Bulgaria for the period 2015-2020</b>		national
<b>Labour Market Policy</b>	<b>National Youth Strategy</b> (2010-2020)		national
	<b>National Employment Action Plan</b>		national
	<b>National Implementation Plan for European Youth Guarantee</b> (2014-2020)		national
	<b>National Reform Program</b> (2015)		national
	<b>The Employment Promotion Act</b>		national
	<b>The Labor code</b> (updated 2011)		national
	<b>The National Development Program - Bulgaria</b> (2020)		national
	<b>The National Strategic Reference Framework</b> (2007-2013)		national
	<b>The Convergence Program of the Republic of Bulgaria for</b> (2016-2019)		national
		<b>Operational Program “Human Resources Development”</b> (2014-2020)	national, regional
		<b>Project “Young against youth unemployment”</b>	regional

		<i>under the "Erasmus +".</i>	
		<b>Project "Career Start"</b>	regional
		<b>Project "My first job"</b>	regional
<b>Social Policy</b>	<b>The Social Insurance Code</b> (adopted in 2000)		national
	<b>The National Strategy to Reduce Poverty and Promote Social Inclusion</b> (2014-2020)		national
	<b>The Social Insurance Code</b> (2000)		national
		<b>Operational Programme "Human Resources Development"</b> (2014-2020)	national, regional
		<b>Strategy for Development of Social Services</b> (2011 – 2015)	regional
		<b>Regional Strategy for the Development of Social Services in Blagoevgrad FR</b> (2016 - 2020)	regional
<b>Youth Policy</b>	<b>The National Youth Strategy</b> (2010-2020)		national
	<b>The Law on Youth</b> (2012)		national
	<b>The National Youth Program</b> (2016-2020)		national
	<b>National Strategy for Young People</b> (2010-2020)		national
	<b>National Youth Guarantee Implementation Plan</b> (2014-2020)		national, regional
		<b>The Youth Policy Strategy of the Town of Plovdiv</b> (2010-2020)	regional
		<b>Plan for Implementation of the National Youth Strategy</b> (2010-2020)	regional



## Work Package 3

### Lifelong Learning Policies: Mapping, Review and Analysis

#### National Report: Croatia

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12. December 2016

Work Package 3 – Policy Mapping, Review and Analysis

Deliverable D 3.1

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## Summary

This report provides an overview of lifelong policies for young adults in Croatia. Selected policies, which include the labour market, social and educational policies and strategic documents, are described and discussed at the national level. In Croatia, it is expected that national documents serve as the basis for regional/local policy development, or, more often, as the basis for the development of specific programmes/projects/activities. In other words, LLL policies are relatively highly centralised and it is expected that regional and local government bodies adapt and implement national strategies/policies according to the regional/local needs.

In this report, the transformation and operationalisation of national policies into regional/local policies are exemplified by selected projects and programmes intended for young adults in two Croatian functional regions – Istria County and Osijek-Baranja County – which differ according to their economic structure and success, GDP *per capita*, number of unemployed young adults, education and employment possibilities. The data presented in the report have confirmed that public policies are not sufficiently harmonised with the actual needs of youth in different local communities. Also, there are insufficient mechanisms for checking the implementation of measures, for providing a system of quality control and for the long-term evaluation of the effects of their practical application. A coherent framework of measures with clearly defined components could contribute to harmonising the system of education with the labour market needs, and meet the needs of youth at-risk by applying adequate social policy measures. The report is structured as follows: In chapter 1, some contextual information about the national context is provided, together with the description of the two functional regions. The second chapter is devoted to mapping Croatian LLL policies, specifically: labour market, educational and social policies and description of policy implementation at the regional level. In the last chapter, a critical analysis of the selected public policies and their implementation is provided, and some challenges for LLL policy development and implementation are offered.

# 1. Introduction

## 1.1. Context

As an independent state<sup>1</sup>, Croatia has a relatively short history of less than twenty-five years and is the youngest members of the European Union. Croatia achieved the status of independent state in 1991 and become member of the European Union in 2013. The establishment of the new state brought changes to the political, economic and social system introducing democratic values and institutions, and market economy.

Unfortunately, the country suffered heavily during the war of 1991-95, and lost part of its competitiveness compared to other economies of Central Europe that benefited (at the beginning of the 1990s) from democratic changes. Also, due to the subsequent introduction of reforms, Croatia had developed quickly until 2008. Nevertheless, the country's economy turned out to be more vulnerable to shocks than that of the EU-28 average, and the economic crisis affected Croatia strongly. In 2009, the GDP shrank by 6.9 %, and the prolonged crisis has led to Croatia losing over 12% of its output. In 2014 (Eurostat data), the GDP of Croatia was EUR 43,127.9 million (at market prices), and its GDP per capita (in PPS) reached 59% of the EU-28 average.

Croatia is one of the smaller European Union countries with a territory of 56.594 km<sup>2</sup>. Although the land area of Croatia is not very big (19<sup>th</sup> in size among Member States of the European Union), it has an extremely varied relief, with the three main types being: lowland Pannonian, mountainous Dinaric and coastal Adriatic.

According to the last census held in the spring of 2011 (*Croatian Bureau of Statistics*, 2015), the population of Croatia is 4,284,889, of which 48.2% are men and 51.8% are women. The majority of the population are Croats (90.42%). The biggest minority with 4.36 % of the population are Serbs, but a wide range of other ethnicities are also present in the country, including Bosnians, Hungarians, Slovenes, Italians, Czechs, and Roma (each ethnicity being less than 1% of the total population). Croatia had 739,461 young people aged 15-29 years (17.3% of the population), of which 505,835 young people aged 15-24 years (11.8% of the population). Croatia, as well as most European societies, is faced with

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<sup>1</sup> Since the declaration of Independence of October 8<sup>th</sup> 1991, Croatia is a parliamentary, democratic Republic.



unfavourable demographic trends: namely, between 1953 and 2001 the share of youth (aged between 15 and 29) in the total population decreased from 27.7% to 20.6%. The size of the group of young people will be greatly reduced through the next decade, because the Census showed that only 652,428 children aged 0-14 years currently live in Croatia. This is one of the reasons for which youth in Croatia are an important social resource.



Figure 1: Counties of the Republic of Croatia (source: <http://www.croatiaexclusive.com/>)

The entire territory of the Republic of Croatia is divided into 21 counties, including Zagreb, which is both a Town and a County (Figure 1). The scope and organisation, as well as the functioning rules of those units were defined by the *Act on Local and Regional Self-Government* (2001).

Counties are responsible for the functions of regional concern, they are engaged in operations relating to education, health care, economic development, traffic and road infrastructure, maintenance of public roads, the planning and development of the network of educational, scientific, social and cultural institutions, issuing of building and location permits and other activities regulated by special laws. The main aim of regional self-government units is to provide their citizens with the most satisfactory level of public services possible within their self-government competence.

Towns and municipalities<sup>2</sup> comprise the level of local self-government. They are responsible for tasks of local relevance whose aim is to meet the immediate needs of the citizens, and which are not regulated by the Constitution or legislation at state level (such as childcare, social care, primary education, culture and sport )

In all those local public authorities, there are offices (executive governing bodies) dealing with youth. In some cases, there are separate offices (however, they are mostly merged with education) but in most of them, there is a general office for social affairs where youth issues are one of the work areas. Each of the administrative units (counties, municipalities and towns) is obliged to have a Youth Advisory Board (*Youth Advisory Board Act*, 2014).

The post-war transition period in Croatia was hindered by material destruction of one third of the territory combined with a negative demographic trend in general, a high unemployment rate, a high number of people who got early retirements and a very unfavourable educational structure. The general unfavourable situation is worsened by psychological factors, such as high expectations and hopes that changes of formal political and institution changes would result in economic welfare (Vizek Vidović & Domović, 2016). This means that the current generation of young people has been growing up in a society marked by the traumas of war and modest economic development, and maturing in circumstances of economic regression and significant personal uncertainty and insecurity (Ilišin et al., 2013).

In Croatia, the needs and problems of youth and young adults have been continuously researched within the Institute for Social Research in Zagreb. Investigations have shown that the social position of today's youth has deteriorated in comparison with the position of young people 10-15 years ago. This is the consequence of years of economic and social crisis, to the challenges of which the majority of young people respond by further withdrawal into privacy and by distancing themselves from social jobs and jobs in politics. Along with the processes of modernisation, the processes of retraditionalisation have been permanently present over a period of more than two decades of transition and consolidation, although cyclically showing different intensity. Thus the socialisation of youth today occurs in a society that, by transformation from a socialist into a democratic form of government, has entered a period of anomie, as a complete consensus regarding the basic social values has not been reached. The existing polarizations regarding world view, culture, ideology and politics, together with deepening social differences, can be observed, to a lesser or greater extent, among today's generation of youth in Croatia (Ilišin & Radin,

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<sup>2</sup> Croatia is divided into 556 local government units - 127 towns and 429 municipalities.

2002; Ilišin, 2006; Ilišin, 2007; Ilišin & Radin, 2007; Ilišin et al., 2013; Ilišin, 2014; Ilišin & Spajić Vrkaš, 2015).

The youth can also be differentiated in such a way that those more socially competent are recruited above average from families of higher sociocultural status living in more developed areas and/or come from the ranks of academically educated young people reaching/approaching mature age. The youngest and least educated young people grow up in less developed regions and rural areas or in families of lower sociocultural status. In other words, the social polarization among today's youth is consistent with the polarization in the whole society and clearly points at the need and direction of social interventions which will contribute to securing equal chances for all groups of youth in fulfilling their life goals (Ilišin & Spajić Vrkaš, 2015).

It is exactly the findings of the presented research that have been considered in the selection of the functional regions which are presented in this report.

## ***1.2. Description of two Croatian functional regions***

According to the ranking results of Croatian regions and counties (*the Regional Competitiveness Index from 2013*), the most developed counties in Croatia are **Istria County**, Primorje-Gorski Kotar County and City of Zagreb. They are counties with the highest competitiveness rank, which also have the highest development index (more than 125% of the average of the Republic of Croatia).

The counties ranked as least competitive are Virovitica-Podravina County, Brod-Posavina County, Vukovar-Srijem County, Bjelovar-Bilogora County, Požega-Slavonia County, Sisak-Moslavina County and **Osijek-Baranja County**. They are counties with the lowest competitiveness rank and the also have the lowest development index (below 75% of the average of the Republic of Croatia).

Among the most and the lowest developed counties, the Istria County and the Osijek-Baranja County have been chosen as two Croatian contrasting functional regions. These two regions are comparable in two aspects. They have around 73 inhabitants per km<sup>2</sup> and both of them include urban and rural areas.

**Istria County** is situated in the north-west of the Adriatic Sea and includes a large part of the Istrian peninsula. The County is surrounded by the sea, except for its northern borders that are close to two big towns, Trieste in Italy and Rijeka in Croatia. Rivers, lakes and underground waters represent significant water resources for Istria County. One third of the Istrian peninsula is covered with woods. Administratively, the Istria County consist of 41

territorial units of local self-government: 10 towns and 31 municipalities. Istria has 208,055 inhabitants.

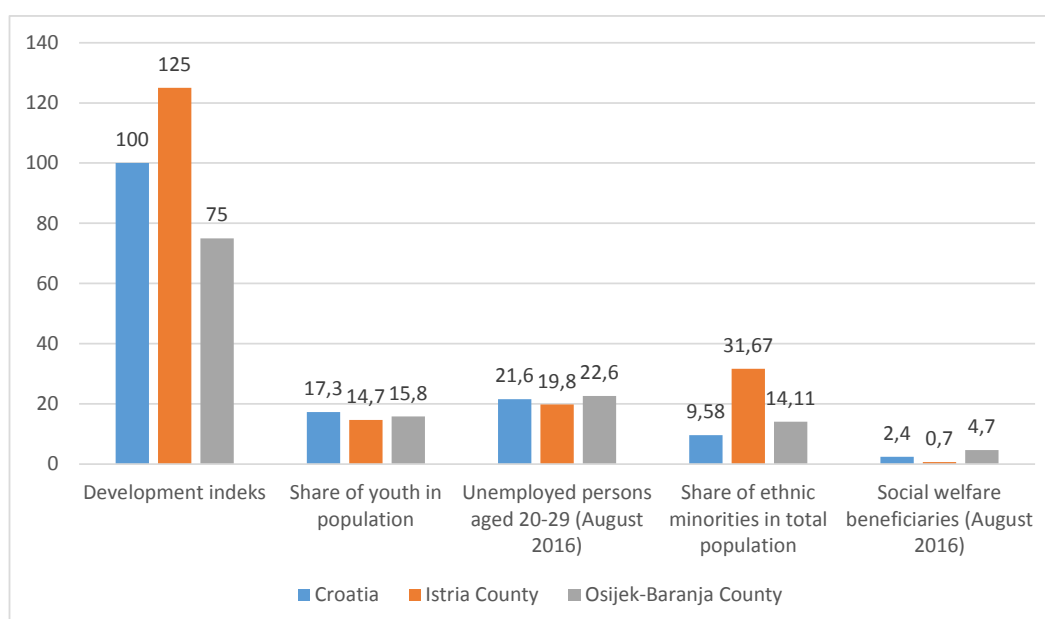
The population of Istria traditionally has shown great fluctuations in population. In the period 1948-2001, population increased by only 11.3%, compared with the Croatian increase of 26.6%. As many as 145,894 inhabitants, that is 70.7% of the whole population living in Istria, live in the (10) cities; while 60,450 inhabitants (29.3%) live in the 31 municipalities. Rural areas are marked by extremely low population density, 33 inh/km<sup>2</sup>, while the average population density of the urban area is 254 inh/km<sup>2</sup>. Of the total 647 villages in the county, 52 of them belong to the urban areas, and 595 to rural areas; the county can therefore be seen as a predominantly rural region. According to the results of the 2011 Census, there are 68.33% Croats in the population of the county (in Croatia, 90.42% of the entire population are Croats). The biggest minorities are Italians (6.03%), Serbs (3.46 %), Bosniacs (2.95 %), Slovenians (1.79 %) and Albanians (1.15 %)<sup>3</sup>.

Istrian economy is diverse. The leading activities are manufacturing industry, tourism, and trade. Other important economic sectors are construction, real estate and business services. The data of the 2011 Census showed the following distribution of employed people across the key sectors of the economy: 3.11% work in agriculture/forestry/fishing, 28.64% in industry-construction and energy/water related activities, 67.31% were employed in the services sector.

The basic indicators regarding the population of the two functional regions are presented in Graph 1.

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<sup>3</sup> Collective data regarding the share of ethnic minorities in the population of this functional region are shown in Graph 1.



*Graph 1:* Basic indicators regarding the population of two Croatian functional regions (source: official publications of the Croatian Bureau of Statistics, the Croatian Employment Service, the Ministry of Social Politics and Youth and the Ministry of Regional Development)

**Osijek-Baranja County** is a continental county, located in the Pannonian valley in north-eastern Croatia, expanded over an area of 4,152 km<sup>2</sup> on a fertile plains soil between the rivers Sava, Drava, and Danube. The County territory is predominantly plain and favours agricultural development. Out of the overall area, 58% consist of arable area, and forests comprise 20%. The arable lands in the County territory enable intensive agricultural production, as well as an ecologically-based one. Administratively, the Osijek-Baranja County consists of 42 territorial units of local self-government – 7 towns and 35 municipalities.

Osijek-Baranja County has 305,032 inhabitants. According to the 2011 Census, 85.89% of population in the territory of the County is comprised by Croats, 7.75% by Serbs, 2.70% by Hungarians, and 3.66% by other nationalities. As many as 193,964 inhabitants, or 63.59% of the whole population, live in the cities; while 111,068 inhabitants (36.41%) live in the municipalities.

The County bases its economic development on agriculture and the food-processing industry, as well as on crafts and trades. Out of 23 industrial production activities within the County, the processing industry is the most represented one (18.47 % of all employees work in that sector).

Although similar in area, the number of inhabitants and natural potential for development, the two counties differ significantly in the economic success and standard of living of their citizens (see development index in Graph 1). The GDP *per capita* for the Republic of Croatia according to the 2011 Census was 10,325 EUR. The GDP for Istria is 12,991 EUR, which is significantly higher than the Croatian average. On the other hand, in the Osijek-Baranja County the GDP falls behind the Croatian average and is 8,271 EUR. Graph 1 also shows that despite a similar share of young people in both counties, the share of young unemployed persons is significantly lower in Istria than in the Osijek-Baranja County. Consequently, the number of those who require welfare allowances is lower. Those differences reflect on young people's standard of living, their education and employment possibilities. On the other hand, the differences in the total social context determine the ways the national social, educational, and other policies for the employment of youth will be determined and implemented.

## **2. Mapping and Review of Croatian LLL policies**

### ***2.1. National level***

Public policies, including the labour market, social and educational policies in the Republic of Croatia are adopted at the national level. The national strategies are then implemented by means of regional and local plans. That is why this section of the report begins with an overview of the relevant national documents that are binding for all regional and local authorities.

#### ***2.1.1. Labour Market Policies***

In Croatia, a young unemployed person is defined as a person between 15 and 29 years of age who is capable or partly capable for work, is actively seeking work and is available for work. A long-term unemployed young person is considered to be every person who is registered in the Croatia Employment Service (hereinafter CES) for a period longer than six months. The CES is the most important Croatian institution in charge of implementing policies related to youth employment.

The following regulations at the national level are important for the employment of youth:

- *Labour Act (2014)*, which prohibits any direct or indirect discrimination in the area of labour and working conditions, including the selection criteria and requirements for employment, advance in employment, professional guidance, education, training and retraining, in accordance with special laws and regulations
- *Act on Job Placement and Unemployment Insurance (2008)*, which regulates mediation in employment, vocational guidance, educational activities aimed at increasing labour employability, insurance in the event of unemployment, labour market active operations aimed at providing incentives for physical and professional mobility of labour and many other
- *Employment Promotion Act (2012)*, which regulates incentives for employers when hiring unemployed persons with no previous work experience in the profession they were trained for and longterm unemployed persons
- *Act on Contributions (2008)*, which regulates fiscal benefits for employers offering permanent employment to youth. Employers are relieved from paying salary contributions for such a person in the amount of 17.2% during a period of five years.
- *The Croatian Qualifications Framework Act (2013)*, as a key public, political and legislative framework, opening a door to the development and implementation of recognition of prior learning in Croatia.

*The Croatian Qualifications Framework (hereinafter: CROQF)* recognises the fact that learning outcomes are not acquired exclusively in formal ways, but also include other non-formal and informal paths, which need to be validated. In order to ensure quality and transparency of its implementation, a Register of the CROQF is currently being designed, with the aim of better connecting education and labour market needs. The Register will contain a list of all professions with their respective competences, whereas the learning outcomes will be attached to the respective competences. Since recognition of prior learning is at an early stage in Croatia, its implementation requires emphasizing the complexity of the context within which public policies and procedures of recognition of qualifications should be formulated. In order to integrate the recognition of prior learning into the system of Croatian higher education it is essential to consider its main features and current challenges.

In the last five years, the Government of the Republic of Croatia has also produced the following documents:

- *Decision on the amount of unemployment allowance for a person included in the professional training programme by the CES without establishing employment relationship*<sup>4</sup>
- *Guidelines for the development and implementation of active policy of employment in the Republic of Croatia for the period 2015 – 2017*, by which active policy of employment is directed to supporting the employment of persons holding an unfavourable position in the labour market (youth, long-term unemployed, older workers and women), and to encouraging self-employment and the development of activation of persons at risk of social exclusion
- *Strategy for Entrepreneurship Development in the Republic of Croatia (2013 – 2020)*, which predicts, among other things, the strengthening of education for entrepreneurship and entrepreneurial competences within schools and higher education institutions, including provisions to support the improvement of professional competences of entrepreneurs and their employees by including them in different forms of non-formal and informal education
- *Youth Guarantee Implementation Plan (2014)*, which contains a complete description of reforms and measures for setting up a system of support to facilitate the transition of youth from the system of education to the labour market. Particular attention was given to: quality vocational guidance for youth, lifelong learning, counseling and empowering of youth, developing strategies for dropout prevention, developing services for youth in the CES, particularly regarding support in employment and job-finding services, developing programs for workplace learning, apprenticeship and internship, supporting self-employment of youth, additional development of measures tailored to the specific needs of youth, and building capacities of stakeholders in the local labour market.
- *Strategy for Lifelong Guidance and Career Development in the Republic of Croatia (2016 – 2020)*, which implies a flexible approach to qualifications, including the evaluation (recognition) of non-formal learning, which is particularly important to youth who exited the system of education and have been unemployed for a longer period time. Vocational guidance can occur in different periods in a young person's life, and it includes early intervention, directing and mentorship, education, providing comprehensive information about all the professions and the necessary

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<sup>4</sup> The Decision took effect on 1 January 2015. For all the persons who were comprised by this measure before this date or after 1 January 2015, the allowance was increased from 1,000.00 to 2,400.00 HRK (around 320 EUR), which is the approximate amount of the minimum salary in Croatia.



*qualifications the system offers, providing support to youth after their employment, providing support in the realization of their personal plans and goals, so as to retain them in unsubsidised jobs or to support them in self-employment.*

### **2.1.2. Educational Policies**

The system of education of the Republic of Croatia has been regulated by:

- *the Primary and Secondary School Education Act (2008)*, which regulates the cooperation of schools and employment services and other institutions in order to provide timely information and vocational guidance of pupils and professional development of teachers
- *the Vocational Education Act (2009)*, which regulates secondary vocational education, training and professional development (hereinafter: vocational education), as an activity that enables the development and acquisition of the necessary competences to acquire vocational qualifications
- *the Scientific Activity and Higher Education Act (2003)*, which establishes a binary system of higher education, distinguishing between university and polytechnic studies. Professional studies are carried out at polytechnics and colleges, and, exceptionally, at universities, with the purpose of training for highly qualified professions. University studies are research-oriented and are carried out exclusively at universities, i.e. faculties, university departments and art academies.
- *the Adult Education Act (2007)*, defining the entire process of adult education, taking into consideration formal, and non-formal education, as well as informal and self-regulated learning. Amendments to the Act are being considered, which will prescribe the use of the CROQF<sup>5</sup> as a tool for designing and approving formal programmes and licensing institutions for adult education.

Besides the abovementioned laws, which regulate the entire system of education, a law that plays a significant role in the education of youth who do not participate in formal forms of education and are not active in the labour market is the *Public Open University Act (1997)*. This law regulates the establishing and functioning of open universities, which are founded by local self-government units and legal or physical entities with the purpose of providing primary and secondary education of adults, professional development, training and retraining of youth, outside the formal system of

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<sup>5</sup> See Chapter 2.1.1: Labour Market Policies.

education. These institutions can function as both public and private institutions, where teaching is adapted to adult students and can be carried out full-time, in the form of consultations and tutoring in groups or individually, through consultations, and correspondence and distance education using specially designed learning resources for self-study, by individual consultations and by means of multimedia. Students have the opportunity to analyse all their possibilities for career development and to focus on educational programmes in which they can utilize their full potential. In the process, the needs of the local labour market will be taken into consideration. Besides the abovementioned laws, which determine the actual functioning of the system of education, its further development depends on the implementation of the *Strategy of Education, Science and Technology – New Colours of Knowledge*, which was formally adopted in 2014. The *Strategy* identifies and defines five objectives which refer to the entire system of education, and which include both formal and non-formal forms of education. They are:

- developing a system for identifying, promoting and developing the capabilities and potential of individuals, and strengthen services for lifelong personal and professional guidance
- improving the quality of education and establishing a quality assurance system
- developing processes and a system for the recognition of non-formally and informally acquired knowledge and skills
- improving the system of continuing professional development of educational staff
- enhancing the application of information and communication technologies (ICT) in education and learning.

This strategic document provides an analysis of the level of education of Croatian citizens, which shows the need to upgrade the competence potential of citizens and to enhance the offer of programmes which will assure employability according to the needs of economy and society. In other words, it emphasizes the importance of the connection between adult education and social policy and with the labour market. Accordingly, four objectives have been identified in the area of adult education:

- providing the preconditions for increased participation of adults in the processes of lifelong learning and education
- improving and expanding work-based learning, education, training and development
- establishing an adult education quality assurance system

- improving the organisation, financing and management of adult education processes.

The importance of the implementation of these objectives is best supported by the fact that the participation of adult population (aged 25 to 64) in some form of educational programme is extremely low and amounts to 2.4%, which is significantly below the average of 9% participation of adult population in programmes of education in other EU member states (*Strategy of Education, Science and Technology*, 2014, 191).

Since CES data for the period 2010-2015 show that the highest number of registered unemployed persons (58%) refers to persons who have completed vocational education lasting one to four years, it is necessary to mention the *Development of Vocational Education and Training Programme* (2016 – 2020) – a strategic document based on the *Strategy of Education, Science and Technology*, which envisages changes in the system of vocational education for full-time students and in acquiring professional qualifications in the system of adult education.

This programme is the basis for the rationalisation of the vocational schools network, by promoting the attraction and excellence of vocational education, enhancing employers' capacities for monitoring students and fostering programmes for strengthening inclusion of groups at threat of exclusion from education.

### **2.1.3. Social and Youth Policies**

Nowadays, a large number of young people not necessarily belonging to the existing classification of minority groups (Roma youth, youth with disabilities, youth included in the system of alternative care, etc.), find themselves at risk of social exclusion. Modern problems, such as a high percentage of youth unemployment in the Republic of Croatia, and the fact that young people remain financially dependent on their parents for far longer, contribute to an increasing number of youth finding themselves at risk of social exclusion in terms of education, housing, employment and health care. Youth groups, such as those graduating from three-year vocational schools, or young asylum seekers, are frequently “forgotten” in the existing classifications. Consequently, the responsible stakeholders do not respond to their needs. Their rights are defined by the *Social Welfare Act* (2013). Social welfare implies organised activities of public interest for the Republic of Croatia with the aim of providing assistance to socially disabled persons and to persons in unfavourable personal and family situations. It includes prevention, promoting change, helping fulfil basic needs and supporting the individual, family and groups, in order to improve quality of life and empower its beneficiaries into independently fulfilling their basic needs and their active involvement in society.

The number of young people finding themselves at risk of social exclusion requires great involvement of welfare centres and other systems of support for different youth groups. Welfare centres play a key role for youth at risk of social exclusion, as the providers of preventive care and support for families represent public authority. In order to ensure a network of social services aimed at children protection and family support, social welfare centres have recently been turning to co-operation with other service providers, civil society organizations and other educational and health and social welfare institutions. This places great challenges before social welfare centres as they lack equipment to provide such a serious turn in providing their services. Civil society organisations seem to have become an increasingly important provider of services and support to youth at risk of social exclusion. However, only rarely are civil society programmes identified as formal social services, since Croatia has not established any procedures of negotiation and standardization of non-institutional social services provided by civil society organisations. Thus existing positive examples are anchored in initiatives of individual institutions and civil society organisations.

The *National Youth Action Programme* for the period 2014 – 2017 was adopted by the Croatian Government in 2014. One of its priorities was attached to social welfare and youth inclusion. The main aims of that area are: (1) to determine and systematically use categories of risk of social exclusion in order to collect information on youth; (2) to raise awareness among the key stakeholders for youth policies in the systems of education, employment, health and social care to render them more sensitive and more efficient in fulfilling the needs of the various categories of youth at risk of social exclusion; (3) to improve the system of support for youth at risk of social exclusion. This is the third consecutive strategic document for youth in the Republic of Croatia<sup>6</sup>. The aim of this *National Programme* is the improvement of state administration and public institutions which, within their scope and jurisdiction, contribute to fulfilling the needs of young people and to raising their quality of life in order to provide optimum social integration. The *Programme* is directed towards achieving changes in 8 areas with 40 measures and 118 tasks, whose implementation has been assigned to 17 state administration offices. The following areas are included:

- education, professional development and training in the context of lifelong learning
- employment and entrepreneurship
- health and health protection

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<sup>6</sup> The first one was the *National Youth Action Programme* 2003 – 2009, followed by the *National Youth Action Programme* 2009 – 2013.

- social welfare and inclusion
- volunteering activities
- active participation of youth in society, including political participation
- youth in the european and global environment
- youth and culture.

The *National Roma Inclusion Strategy* 2013 – 2020 also plays a significant role in the Croatian youth social policy. The *Strategy* builds upon the *National Roma Programme*, redefining national priorities, implementation methods and specific measures to be taken in view of the evolving social and political environment, the progress achieved and further challenges in the process of including the Roma and enhancing their socio-economic situation. The general goal set by the *Strategy* is to improve the status of the Roma national minority in the Republic of Croatia by narrowing the multidimensional socio-economic gap between the Roma and the rest of the population, and, to use open and transparent ways to achieve complete inclusion of the Roma in all the segments of the community. There are four special objectives set by the *Strategy*, which will lead to the realization of the main goal, i.e. to create and develop human capital in the Roma community by raising the level of general and targeted education of children and adults and encouraging life-long learning.

*The Strategy for Combating Poverty and Social Exclusion in the Republic of Croatia* (2014 – 2020) is also in effect in Croatia. Its purpose is to achieve, by a common approach, that the minimum living standard is ensured for the most endangered part of the population and that conditions are ensured for the prevention of new poverty and social exclusion occurrences. In this sense, the *Strategy* represents the basic framework which contributes to the achievement of the defined goals and is compatible with the *European platform against poverty and social exclusion*. It provides basic guidelines and activities in particular strategic areas which will be elaborated through three-year implementation programmes containing measures, designated competent authorities and measure implementation modalities, along with clear quantitative indicators. The *Strategy* targets young unemployed persons of low education status as a group particularly at risk of poverty and social exclusion. Strategic programme activities focus on three priorities and primary objectives:

- creating conditions for successful fight against poverty and social exclusion and for reducing inequalities in society
- ensuring conditions for the prevention of the occurrence of new categories of the poor, as well as the reduction of the number of poor and socially excluded persons

- establishing a coordinated system of support for groups at risk of poverty and social exclusion, as well as a monitoring and evaluation system.

*The Implementation Programme* of the *Strategy* for the period 2014 – 2016 was adopted in December 2014. It comprises the objectives and main strategic activities of the *Strategy*, and it defines the measures already taken or are planned to be taken by the end of 2016, it states the main goal and specific objective, the proponent and co-proponent of the measure, the target groups, the way of monitoring the implementation, the deadlines and source of finance, and the implementation costs. The *Implementation Programme* is financed from the State Budget and EU funds, and from international funds and other available sources.

## **2.2 Policy Implementation at Regional Level**

For the purpose of reviewing national policy implementation in two functional regions (Istria County and Osijek-Baranja County) and with the help of members of the National Advisory Board<sup>7</sup>, contacts were established with persons who, at the regional level, implement policies described in the previous chapter of this analysis. These persons are involved in the creation, implementation or monitoring of policy implementation activities in the area of employment, education, and social protection of youth. The reviews provide data on the activities, programmes and/or projects which have been organized in selected regions in the period between 2011 and 2016, and refer to the areas of social protection, stimulation of employment and education of youth (up to 29 years of age), and which are not included in the system of education and labour market. The selected activities, programmes and/or projects are described according to the following characteristics:

- initiator of activities, programmes and/or projects
- activity, programme and/or project coordinator
- partner institutions

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<sup>7</sup> Vlasta Ilišin, head of the Centre for Youth and Gender Studies in the Institute for Social Research in Zagreb, Tamara Hudolin, senior advisor in the Croatian Agency for Vocational and Adult Education, Renata Ozorlić-Dominić, senior advisor for international cooperation in the Croatian Agency for Education, Mirela Lekić, head of the Department for Education in the Croatian Chamber of Trades and Crafts, Ana Tecilazić Goršić, head of the Sector for Development of Higher Education in the Ministry for Education, Science and Sport and Marija Ivanović, expert in the Department of Vocational Guidance in the Croatian Employment Service

- aims and activities
- beneficiaries
- indicators of success (e.g. data on attainment of programme / project goals).

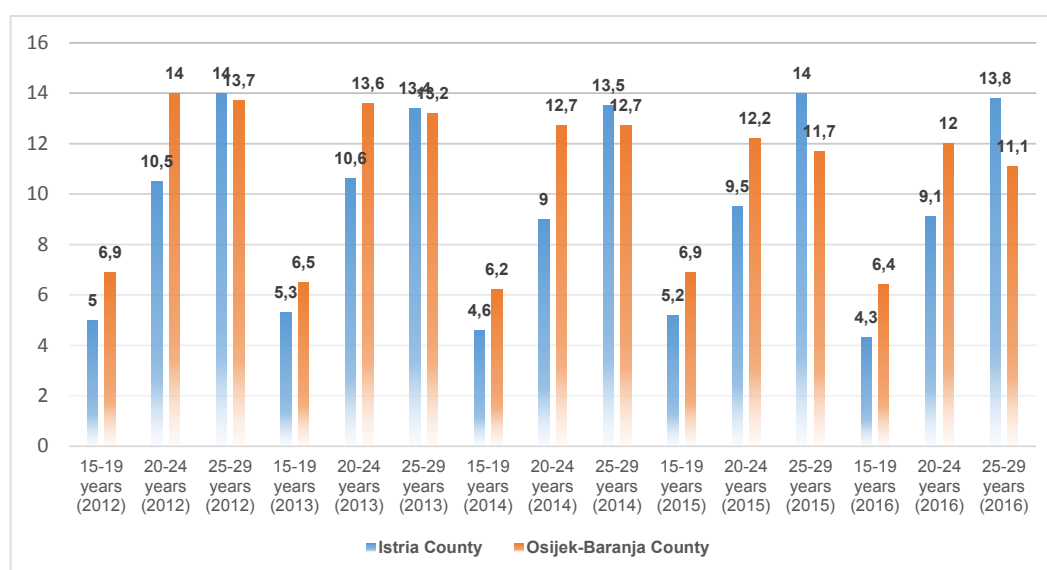
Data obtained are compared with available statistical data collected by state institutions responsible for employment, education, and social protection of youth, with recent Croatian research on youth, and with analysed public policies.

### **2.2.1 Labour Market**

Considering the fact that public policies relating to employment are directed towards early inclusion of youth into the labour market, the best indicator of their success is a reduced proportion of youth among unemployed persons in each region. Graph 2 shows movement of unemployed youth for the analysed 5-year period. Each year shows data for the month of September. Young people are placed within three age groups, as that is how official evidence of the number of unemployed persons in Croatia is administered.

Data presented implies that in the observed 5-year period in both functional regions the number of young unemployed persons is relatively stable with a tendency of slight decrease. Furthermore, the greatest number of unemployed young people are between 25 and 29 years of age, which is particularly observable in Istria County. It is interesting that the proportion of youth between 15 and 25 years of age in the structure of unemployed persons is greater in Osijek-Baranja County in comparison to Istria County. These ratios change when we refer to youth in the 25 – 29 age range. The trend is particularly noticeable in the last two years, when youth employment policies, described in the previous chapter, underwent implementation.

The integral analysis of data makes it possible to conclude that youth in the 15 to 29 age range in Istria County make up 29.5% (in 2012) to 27.2% (in 2016) of all unemployed persons, while in Osijek-Baranja County it is 34.6% (in 2012), i.e. 29.5% (in 2016). Accordingly, throughout the five-year period youth unemployment in Istria County decreased by 2.3% and in Osijek-Baranja County by 5.1%.



Graph 2: The proportion of youth in the structure of unemployed persons (%) in September 2012, 2013, 2014, 2015 and 2016 (source: Monthly reports of the Croatian Employment Service)

In order to gain insight into the possible reasons for the established changes in the number of unemployed youth, we will present four measures which the Croatian Employment Service has been implementing in all counties of the Republic of Croatia including the two functional regions. The measures are based on the *Guidelines for the Development and Implementation of Active Policy of Employment (2015 – 2017)*, *Strategy for Entrepreneurship Development (2013 – 2020)*, *Youth Guarantee Implementation Plan (2014)* and *Strategy for Lifelong Professional Guidance and Career Development (2016 – 2020)*. The measures are:

1. **Professional training for work without an employment contract** – This kind of training enables young people to acquire work experience for the profession for which they have been educated. Persons, who are being professionally trained, learn while working at an actual workplace. That enables them to acquire work experience but also to meet the requirements for taking the state exam, professional exam or master exam and makes it easier to obtain permanent employment or become self-employed. Persons who are engaged in professional training without an employment contract receive financial assistance in the amount defined by the Act of the Government of the Republic of Croatia on the amount of financial assistance for the unemployed which the CES involved into professional training totaling 2400 HRK (approx. 320 EUR). In addition to that, travel expenses to the work place is also financed in the amount of 1000 HRK (approx. 135 EUR). The percentage of employment after completing this kind of professional training is very



high, particularly with employers in the real sector. Upon completion of professional training, young people can receive further support through financing employment assistance, through realising the measure defined as work after professional training.

2. **Education of unemployed persons for labour market needs** – This measure implies a number of professional activities which aim to train unemployed persons for entering or re-entering the labour market. The measure includes activities of obtaining professional information, professional counselling and professional selection, i.e. activities of preparation, selection and referral of candidates into educational programmes and financing and co-financing educational programmes. Education for the labour market is part of the system of adult education and includes programmes of vocational training, development and requalification.
3. **Programmes of public works** – Public work is community service that takes place in a defined period of time and is initiated by the local community or civil society organisations. Public works are non-profitable and cannot compete in the existing economy in the area they are being carried out. Due to their fundamental purpose, to be of service to society, they are usually organized in the area of social welfare, education, protection and conservation of the environment, maintenance and public utility work. Programmes of public works offer a broad spectrum of possibilities for the employment and social engagement of long-term unemployed persons and deprived persons in the labour market. At the same time, it empowers local communities and the civil sector. Considering that such work is auxiliary, aimed at persons in a disadvantaged position in the labour market and persons who are long-term unemployed, the CES refunds the employer 100 or 50% of the gross salary from 3,553.66 HRK (approx. 475 EUR) and travel expenses to the place of work in the maximum amount of 400 HRK (approx. 53 EUR).
4. **Subsidies for self-employment** – Unemployed persons who present an entrepreneurial idea can be granted a subsidy for self-employment in form of a small subsidy directed towards costs of starting up and work of a business entity. The subsidy helps novice entrepreneurs to overcome the initial period of developing the entrepreneurial idea and ensure survival of the entrepreneurial undertaking. The subsidy for self-employment amounts to 25,000 HRK (approx. 3,330 EUR), and is justified by proof of purposeful expenditure of funds according to the budget submitted with a business plan based on which approval for self-employment was given.

Table 1 shows the number of beneficiaries of the described measures in the two functional regions from 2011 until 2016 (first nine months), for youth in the 15 – 29 age bracket

*Table 1:* Number of beneficiaries of the four measures for youth employment in the period between 2011 and 2016 (source: regional offices of the Croatian Employment Service)

Year	Education of the unemployed		Professional training for work		Public works		Subsidy for self-employment	
	ISTRIA COUNTY	OSIJEK-BARANJA COUNTY	ISTRIA COUNTY	OSIJEK-BARANJA COUNTY	ISTRIA COUNTY	OSIJEK-BARANJA COUNTY	ISTRIA COUNTY	OSIJEK-BARANJA COUNTY
<b>2011</b>	255	546	135	513	8	487	2	37
<b>2012</b>	52	20	152	449	10	844	10	50
<b>2013</b>	11	31	440	1024	57	948	62	208
<b>2014</b>	9	32	406	825	35	195	17	122
<b>2015</b>	35	0	517	1015	45	427	37	110
<b>2016</b>	11	79	274	688	3	183	18	48
<b>TOT.:</b>	<b>373</b>	<b>708</b>	<b>1924</b>	<b>4514</b>	<b>158</b>	<b>3084</b>	<b>146</b>	<b>575</b>

Data in Table 1 show that the most popular measure in both functional regions was professional training for work, which the majority of young people used in the observed periods. Furthermore, it is evident that Osijek-Baranja County implements the analysed measures more frequently in comparison with Istria County. It is interesting to observe the downward trend of beneficiaries of the measure education of unemployed, which, with some deviations, is observable in both functional regions. Greatest oscillations are noticeable in the application of measures support for self-employment and public works, both of which are used significantly more in Osijek-Baranja County in comparison with Istria County. It is most likely that the differences in the two functional regions come as a result of different needs of citizens in the two counties, and they result from the entire economic situation of the county and from motives and needs of youth for whom the measures are intended. This conclusion is supported by data obtained through research at the Institute for Social Research (Ilišin & Spajić-Vrkaš, 2013) which indicate that professional ambitions of youth in the two counties differ, particularly in the aspect of desire to work in public (state) service and readiness to open one's own business or production plant. According to the research, a greater number of youth from Osijek Baranja County

want to work in the public service sector, while youth from Istria County are prone to opening their own business and work in the private sector (Table 2).

*Table 2:* Distribution of youth according to professional ambitions in two analysed counties, % (2013, internal data of the Institute for Social Research)

Work that youth would opt for given the opportunity to choose	Istria County (n = 101)	Osijek-Baranja County (n = 131)
Work in public (state) service	29.8	33.3
Have a private business or production plant	22.0	15.1
Have a private coffee shop or restaurant	8.7	12.9
Work in a small, private company	14.9	10.9
Work in a large private company	7.9	8.2
Have a private shop	7.9	6.0
I would never work	3.4	5.4
Have a private agricultural / farming production	3.4	3.4

To conclude, it is possible to state that national policies focused on the increase of youth employment in the two functional regions are appropriately implemented, leading to a gradual decrease in the number of unemployed young people. The counties are focused on the application of measures which are aligned with their specific needs. Particularly noticeable is the focus in Osijek-Baranja County on the implementation of various measures for youth employment. However, the issues of success and long-term efficiency of measures for youth employment are brought into question since all measures are limited to one year, and data on their correlation with keeping youth in the labour market is not known.

### **2.2.2. Educational Policies**

To provide insight into the implementation of public educational policies in the two functional regions, Table 3 shows data on the available educational institutions in Croatia and the two counties, including the structure of population aged 20-29 according to the level of education.

*Table 3:* Schools in 2015/2016 school year and population aged 20-29 according to highest level of completed education (source: Croatian Bureau of Statistics)

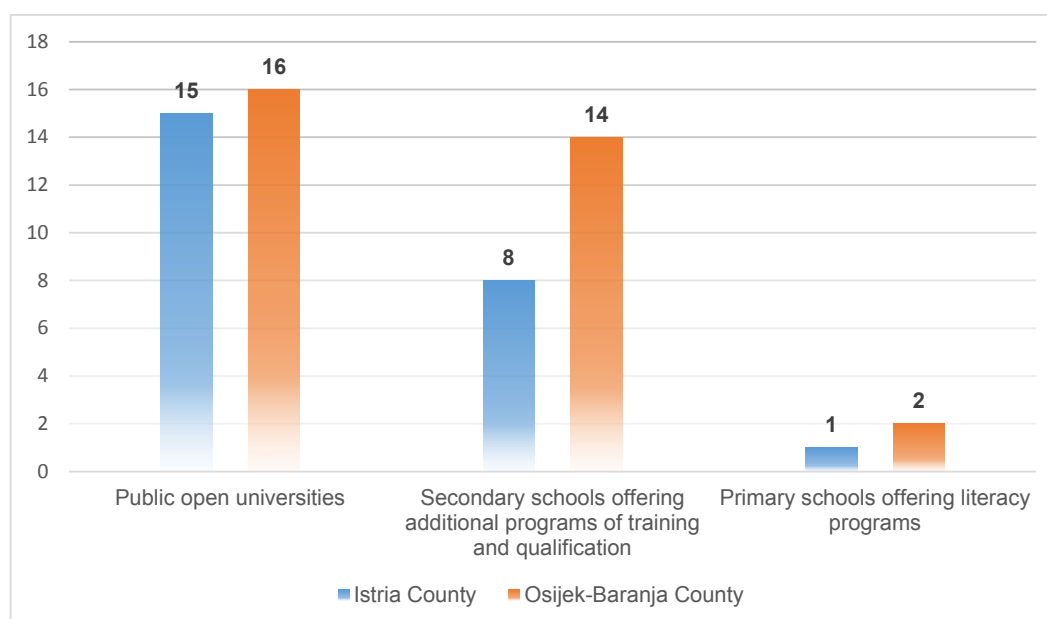
Schools in 2015/2016 school year	Croatia	Istria County	Osijek-Baranja County
Primary schools	2.125	105	187
Upper secondary schools	751	44	52
Faculties and high schools	104	2	13
<b>Population aged 20-29 according to highest level of completed education</b>			
<b>Total population (20-29, 2011)</b>	<b>550.724 (100%)</b>	<b>26.569 (100%)</b>	<b>40.762 (100%)</b>
No schooling	2.352 (0.43%)	61 (0.23%)	168 (0.41%)
1-3 grades of basic education	586 (0.11%)	22 (0.08%)	58 (0.14%)
4-7 grades of basic education	2.502 (0.45%)	103 (0.39%)	273 (0.67%)
Elementary education	27.831 (5.05%)	1.499 (5.64%)	2.486 (6.10%)
Secondary education	415.729 (75.49%)	20.356 (76.61%)	31.776 (77.95%)
Higher education	1010.385 (18.41%)	4.521 (17.2%)	5.991 (14.70%)

Data presented in Table 3 leads to the conclusion that Istria County, despite the significantly lower number of educational institutions, stands out in terms of a favorable educational structure of youth which is reflected in the below-average representation of persons with a low level of education. On the other hand, in Osijek-Baranja County we encounter an above-average proportion of youth who have not completed secondary education and a small proportion of highly educated persons, despite the relatively favorable number of available institutions of higher education.

Accordingly, it is reasonable to expect that the presented educational structure of youth in the two functional regions will reflect on the activities and programmes directed towards the acquisition of qualifications beyond the regular system of education, which, as previously explained, take place at public open universities and other institutions that carry out adult education programmes. The number and type of institutions offering adult education programmes in the two counties is presented in Graph 3. The data indicate that the two counties are relatively uniform in the number of public open universities, institutions for

adult education and institutions offering literacy programmes. However, noticeable differences are observed in the number of secondary schools that, in addition to regular programmes, offer additional programmes of training, qualification and re-qualification of adults, or they lack coordination with labour market needs, making them rather unemployable.

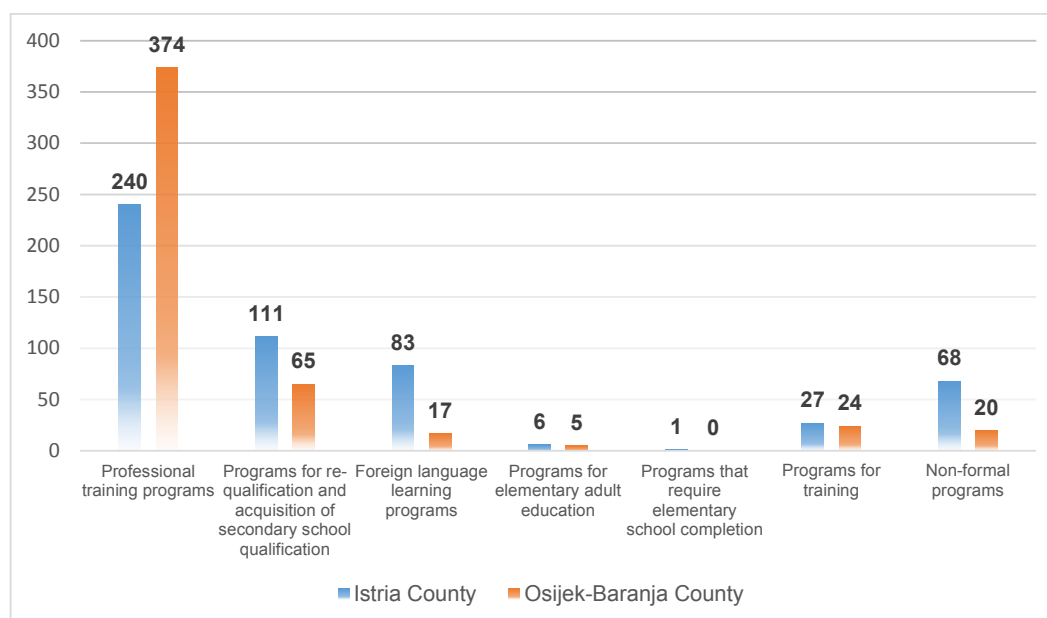
Subsequently, it is possible to conclude that an increased demand for additional education of youth with a low level of education in Osijek-Baranja County is accompanied with the greater availability of institutions for adult education.



*Graph 3: Institutions for adult education according to type and number in two counties (source: internal base of the Agency for Vocational Education and Training and Adult Education)*

Data shown in Graph 4 tell us about the number of existing institutions offering adult education programmes. The data analysis indicates that Istria County offers a higher number of programmes for re-qualification and acquisition of secondary school qualification, foreign language learning programmes and informal programmes, while Osijek-Baranja County offers a higher number of programmes for professional training. Nevertheless, it is important to keep in mind the fact that over 151 programmes of professional training offered in Osijek-Baranja County refer to programmes for training in Work Safety as they are carried out by “Didaktika – institution for education in Work Safety”. When those programmes are omitted from the total number of programmes for professional training, it becomes evident that Osijek-Baranja County with its 223

programmes for professional training lags behind Istria County which offers 240 such programmes.



Graph 4: Adult education programmes in two counties (source: Agency for Vocational Education and Training and Adult Education)

In continuation, we provide examples of programmes for elementary adult education, programmes for training and programmes for re-qualification/acquisition of professional qualification that two comparative schools in the selected functional regions are offering. Examples of programmes offered by the Public University “Diopter” in Pula (Istria County) are the following:

- *Elementary adult education:* Pizza maker, Grower, harvester and processor of aromatic, medicinal, and herbal plants, and Fruittree and vine cutter (3)
- *Professional training programmes:* Lawnmower operator, Grader operator, Web designer, Computer operator, Masons trade training, Roofer training, Scaffolding training for constructions, Bartender training, Reinforcing Steel Installer training, CAD specialist, Hardwood floor layer training, Olive grower training, Chainsaw operator training, Excavator operator, Concrete pump and mixer operator, Compressor machinery and compressor operator, Vibratory compactor operator, Roller operator, Dumper operator, Scraper operator, Tile setter training, Sommelier training, Winegrower and vintner training, Computer graphics designer training, Terazzo worker and finisher training, Accountant, Crane operator, Forklift operator,

Loader operator, Bridge crane operator, Portal crane operator, Auto crane operator, Signaller and digger training, Dozer operator, Bagger operator, Concreting training (37)

- *Programme of re-training and acquisition of vocational qualification:* Construction technician, Baker, Confectioner, Waiter, Cook, Agricultural technician, Mason, (Road) traffic technician, Motor vehicle operator, Sales associate, Retailer, Economist (12)

Examples of programmes offered by Public Open University "Ivan" in Đakovo (Osijek-Baranja County):

- *Professional training programmes:* Compressor and compressor plant operator, Paver operator, Construction equipment operator, Pneumatic sander machinery operator, Vibratory compactor operator, Asphalt plant operator, Bridge and portal crane operator, Hydraulic crane operator, Concrete plant operator, Self-loading vehicle attachment operator, Crusher and separator operator, Primary wood treatment machine operator, Signaller and rigger training, Crane operator, Scaffolder, Hunter, Baker, Operator of tractor attachments for cleaning public areas, House painter and decorator, Dozer operator, Forklift operator, Loader and scrapper operator, Hardwood floor layer training, Excavator and stone processing operator, Driver and dump truck operator, Roller operator, Dumper operator, Scrapper operator, Auto crane operator, Tower crane operator, Tile setter, Reinforcing Steel Installer, Mason, Carpenter, Roofer, Stonecutter, Excavator operator (41)
- *Programme for re-training/acquisition of professional qualification:* Road traffic technician, Retailer, Motor-vehicle operator (3)
- *Programme for skill improvement:* Motor-vehicle driver in international road traffic, Driving instructor, Gamekeeper and Game trophy evaluator (4).

Although the numbers of programme users are not available, they indicate the possibilities that youth have in particular counties to acquire appropriate qualification through formal or non-formal education with the aim to ease their inclusion into the labour market.

Alongside open universities, an important stakeholder in offering programmes which aims to include the unemployed into the labour market is the Croatian Chamber of Trades and Crafts (HOK). The Croatian Chamber of Trades and Crafts is involved, through county divisions for education, in numerous projects directed towards the integration of education and youth employment. Usually, they take form of programmes financed by the European Union monitored by the national Agency for Mobility and EU Programmes.

Examples of programmes which have been implemented in the analysed 5-year period in Istria County are the following:

- „RESNET – Local partnership for employment“ (IPA<sup>8</sup> IV, 2011)

The project focused on encouraging a multi-institutional approach in the creation and implementation of active policies and measures at regional labour markets in three counties. The general aim was to contribute to the development of an efficient educational system in line with needs of the labour market. Specific goals focused on creating a formal network of key stakeholders in the labour market, analyses of coordination of educational programmes with the supply and demand of the labour market and increase of the level of knowledge and skills of employed persons. Within the project, 45 unemployed persons who have completed primary education and have attended and successfully completed education for the profession assistant chef and waiter in all three counties, and acquired their first profession, developed new knowledge and skills were selected. The project coordinator is the Istrian development agency, and partners are Hrast Ltd., Croatian Chamber of Economy, Istria County Chamber of Trade and Craft, Croatian Employment Service – Branch Pula.

- „I work tomorrow – from practice to success“ (IPA BGUE 0406, 2012-2013)

The project was undertaken jointly by the Tourism and hospitality school Anton Štifanić Poreč (coordinator), Trade and business school Buje, city of Poreč, city of Buje, Poreč Craft Association, Hospitality school Opatija, and Chamber of Trades and Crafts of Primorje-Gorski Kotar County.

Project goals were the following: development of modern and innovative human resources, increase in the employment rate of youth in the Istria County, lower wait period for first employment, development of contemporary competences in human resources in tourism, development of a direct and long-term communication channel between the labour market and educational institutions. The development of a strategic document “Strategy of Human Resources in Tourism in Istria”, education of teachers, education of students, establishing a communication channel, equipment for practicums and a professional study trip for 100 students to Tuscany are activities undertaken in the one-year project period.

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<sup>8</sup> **Instrument for Pre-accession Assistance (IPA)**, the European instrument is an instrument of pre-accessions assistance to member candidates and potential candidates for EU membership in order to adopt its standards.



- „M4S – Mode for Success, „Modernizing the curriculum of Croatian tourist and catering schools” (IPA IV, 2013)

The aim of the project was the modernization of the curriculum for vocational schools as a condition for raising the competence level in human resources, faster employment and sustainable economic development of the region. The lead partner was the School for tourism, hospitality and trade Pula, with partners School for tourism and trade Karlovac, Zabok high school, Markantun de Dominis high school Rab.

- “Raising Employment in Istria” (IPA Operational programme for the development of human resources, 2015-2016)

The project resulted in the development of a new Strategy for the development of human resources in the Istria Counts for the 2016 – 2020 period, which defines the aims and policies in employment, education and social inclusion of human resources in Istria County. Project coordinator was Istria County with partners Croatian Chamber of Economy – County Chamber Pula, Croatian Trade and Craft Chamber of the Istria County and Croatian Employment Service – Pula Branch.

Examples of programmes carried out in Osijek-Baranja County in the analysed 5-year period:

- „Youth at the door” Mladi pred vratima“ (IPA IV, Youth in the labour market 2011 – 2012)

Within the project framework, 24 young unemployed persons (up to 25 years of age) from Osijek-Baranja Region underwent the programme for skill improvement for solar system installers and web-designers (in total 48). Such skill improvement increased their competitiveness in the labour market. The one-year project was lead by the Association “Baranja” from Bilje with partners: *Oaza* peace group, Croatian Employment Service – Osijek Branch, Public University *Janus* and *CENTUS* – Adult education institution.

- „Youth and social entrepreneurship“ (IPA IV – Youth in the labour market, 2014)

Programme coordinator is the Organization for Civil Initiatives OGI with project partners Croatian Employment Service - Branch Office Osijek. The target population in the project was youth in the city of Osijek and entrepreneurs while the aim of the project referred to support in the development of active policy in the labour market and measures for unemployed youth in the area of Osijek-Baranja County. The aim was to improve compatibility of youth without work experience in the labour force and to encourage employment of youth through promotion of social

entrepreneurship. Key project results are: young persons' improved knowledge about entrepreneurship and possible forms of entrepreneurship, increased knowledge of the needs in the labour market, increased motivation of youth and ability for active involvement into the labour market, established types of work that does not require a formal level of education, established possible providers of occasional part-time work and established workers with the aim of supporting employment of young persons without experience in occasional work, established social service co-op for youth.

- „A.C.T.I.V.E. - Activity and Creativity through Ideas and Ventures = Employment” (IPA IV, Local initiative for the stimulation of employment, 2014 – 2015)

Project coordinator was the Faculty of Economics in Osijek with partners Centre for Entrepreneurship Osijek, Entrepreneurship incubator “Bios” – company for the development of small and medium businesses, the Croatian Employers' Association, J.J. Strossmayer University in Osijek, Trade and craft school Osijek, Trade and commercial school „Davor Milas“, Hospitality and tourism school Osijek and Second secondary school Beli Manastir. The project aimed at improving the preconditions for employment and self-employment of youth in Slavonia and Baranja, particularly students, youth and unemployed persons without work experience, for whom the project activities had been intended. The mission of the project was to increase motivation, competences and “soft” skills among students, pupils and unemployed persons without work experience, and include them into the labour market through employment and self-employment. Project beneficiaries were: 160 students, 195 pupils, 60 unemployed youth without work experience.

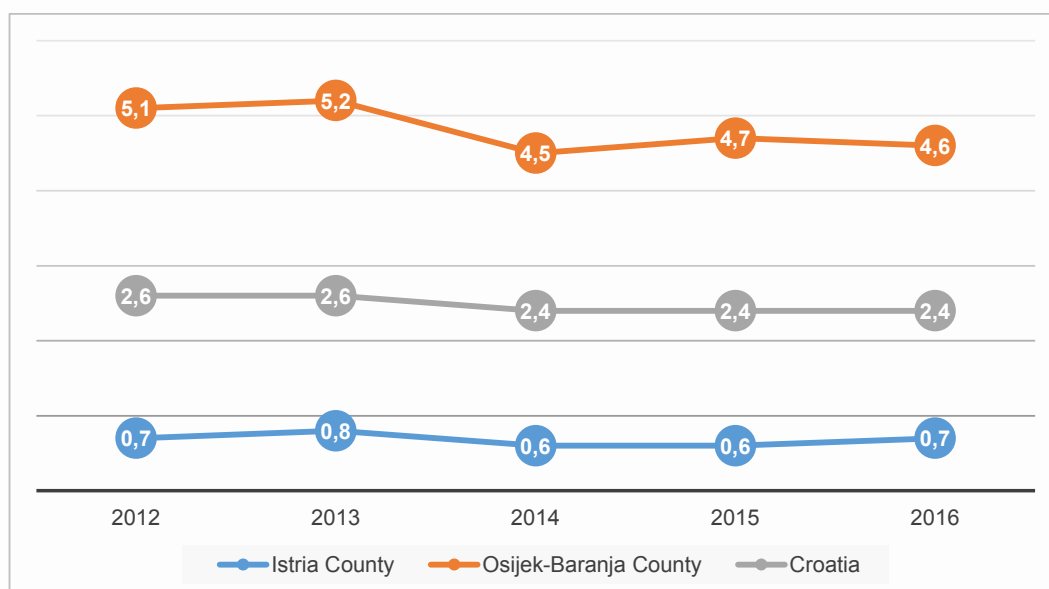
- "New possibilities – higher chances for employing unemployed youth" (IPA, Local initiatives for stimulation of employment, 2015-2016)

This is a project aiming to enhance employability and flexibility of the labour market in terms of unemployed youth. The project leader is SMART Association for Civil Society Development. The project is carried out in cooperation with partner organizations from Primorje-Gorski Kotar County and Osijek-Baranja County (Volunteer center Osijek, PRONI centre for social teaching Osijek, city of Osijek, and city of Rijeka). The project deals with unemployed youth in the sense of enhancing knowledge and skills necessary for the labour market in order to increase opportunities for employment. The aim is to use existing resources of non-profit organizations and increase possibilities for the self-employment of youth in Croatia. Within the project, 80 unemployed youth between 29 and 40 years of age, with or without work experience will be educated, including youth with developmental

difficulties. Furthermore, it will enable young people to acquire knowledge and skills that are sought for in the labour market, particularly in civil society organizations and in the area of social entrepreneurship. They will be given the opportunity to implement acquired knowledge and skills through practical work and counselling and mentorship, primarily in non-government (civil) associations.

### 2.2.3 Social and Youth Policies

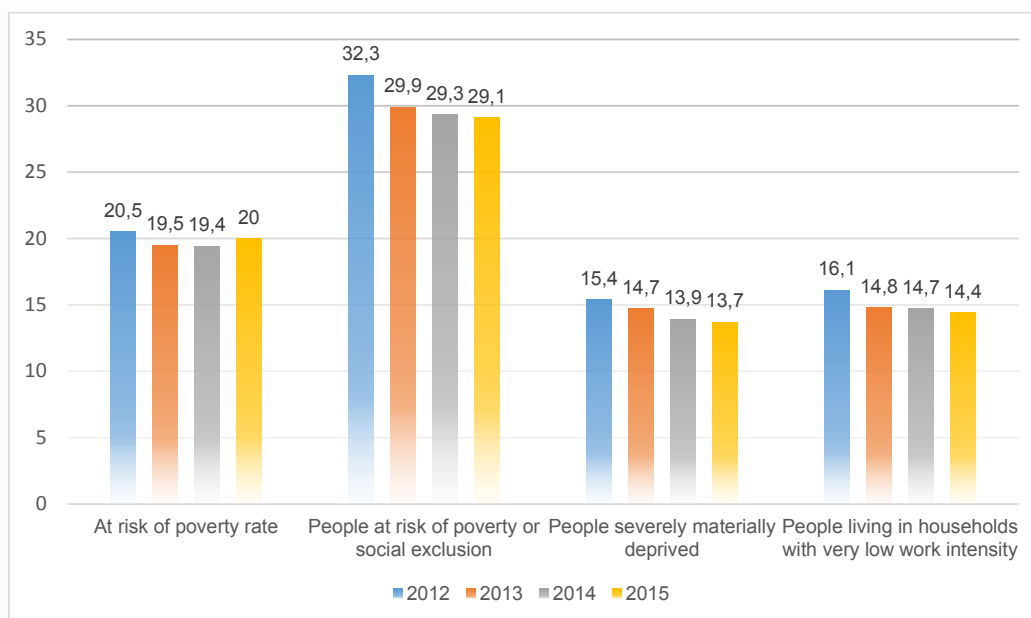
Considering that data on social provisions in Croatia are not kept according to beneficiary's age, Figure 5 provides data on the proportion of social welfare beneficiaries over a five year period (2012 – 2016) in order to gain insight into social needs of citizens in two functional regions. Here we refer to support allowance, i.e. guaranteed minimum allowance that represents the basic allowance for poverty prevention.



*Graph 5: Proportion of social welfare beneficiaries in two functional regions in the Republic of Croatia over a five-year period (2012 – 2016), source: Annual statistical report on applied rights of social welfare, legal protection of children, youth, marriage, families and persons deprived of legal capacity, and protection of physically and mentally handicapped persons in the Republic of Croatia in the analysed period*

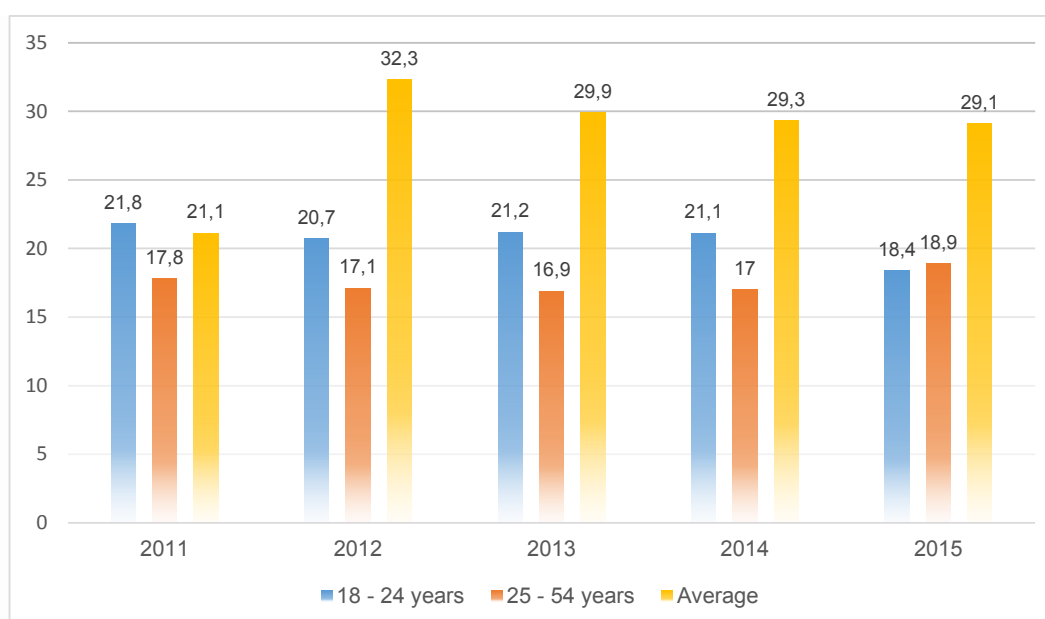
Data indicate that over the five-year period, the proportion of social welfare beneficiaries in the general population in each functional region changed marginally, with maintaining the trend according to which Osijek-Baranja County marks an above-average, and Istria County a below-average proportion of social welfare beneficiaries with respect to the proportion in the overall Croatian population. It is also evident that the number of social welfare beneficiaries is significantly lower than expected with respect to the poverty risk rate of the Croatian population. The poverty

rate is 20% and almost one third of the population is in poverty risk. Around 14% of the population lives in serious material deprivation, in houses with an exceptionally low work activity (Graph 6). The data shown are relatively stable with marginal improvements in 2015 in comparison to 2012.



Graph 6: Indicators of poverty and social exclusion (%), source: Croatian Bureau of Statistics

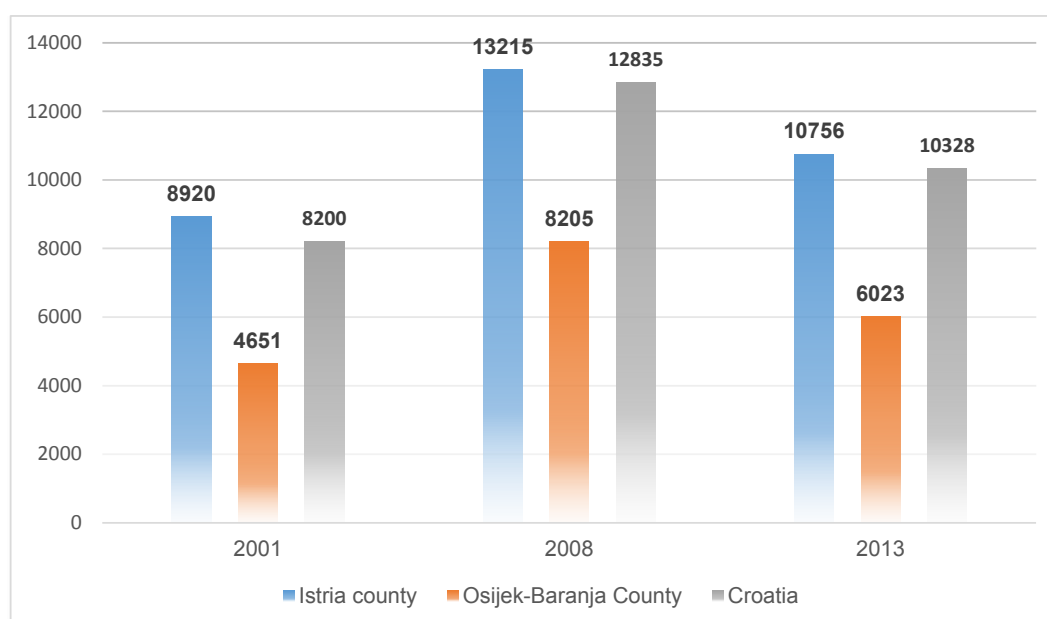
If data on poverty are taken into consideration with respect to age cohorts, it is possible to conclude that from 2012 onward youth are, in relation to the average, exposed to poverty risk to a lesser degree, while in 2011 they were exposed to the poverty risk equally as the rest of the population (Graph 7). The trend is a result of circumstances, in comparison with other European states, where youth in Croatia remain in the parental home in a common household, which also significantly settles their existential needs and costs. Older persons (65 years of age and older), who are not active in the work force and often do not have support of younger family members, are the most exposed to the poverty risk.



Graph 7: Indicators of poverty and social exclusion by age (%), source: *Croatian Bureau of Statistics*

The results of the estimation of poverty (*Poverty map of the Croatian Bureau of Statistics and Ministry of Regional Development and EU Funds, 2016*) point to poverty heterogeneity in Croatia, where the poverty rate in the continental region (including Osijek-Baranja County) is 19.4% and in the Adriatic region (including Istria County) is 12.6%. The two counties significantly differ from each other in the value of gross domestic product per inhabitants (GDP). Osijek-Baranja County has a continuous below-average GDP, while Istria County has a slightly above-average GDP (Graph 8).

For the purpose of social protection, Croatia allocates around 21% of the GDP, which is less than the EU 28 average (*European system of integrated social protection statistics*). According to the *Social Welfare Act*, the majority of social allowances are provided through the state budget. Still, the *Act on Counties, Cities and Municipalities*, at the regional and local level, enables greater allocation of financial allowances and social welfare than established by the *Social Welfare Act*. In that way, the social systems in counties, cities and municipalities, encompass a greater or smaller number of programmes and allowances depending on their size, economic development, social issues, etc. On average, counties finance 3-4 allowances or programmes. Counties with the greatest development index have, on average, fewer programmes than counties with a smaller development index (Šućur et al., 2016).



*Graph 8: GDP according to counties in the three observed periods (in Euro), source: Proposition of the Strategy of Regional Development of the Republic of Croatia 2020. Ministry of Regional Development and EU Funds*

According to the results of the project *Synergistic Social System* which the relevant ministry carried out in cooperation with county offices for social welfare in 2015, Osijek-Baranja County allocates 231HRK (approx. 31 EUR) per person per month for the needs of social programmes and allowances, while that amounts to 427 HRK (approx. 57 EUR) in Istria County. At the same time, the proportion in the budget of Osijek-Baranja County for the purpose of social protection is 6.2% and in Istria County 5.2%, which further points to the difficulties Osijek-Baranja County has in ensuring a minimum standard of living of its citizens in comparison to Istria County.

Programmes relating to education (subsidy for school meals, transportation, supply of textbooks, tuition and scholarships, subsidies for other educational activities, etc.) are, as a rule, intended for pupils and students, although they can be beneficiaries of other types of assistance if they are members of socially deprived households or belong to socially disabled categories of citizens (e.g. physically handicapped, unemployed, surviving dependents in families of missing or killed Croatian war veterans). More specific data on end-users, and the direction of existing programmes and allowances for youth who have a need for additional forms of social protection are unavailable. Regardless of the existence of numerous strategies directed towards socially sensitive groups, the reports of the relevant bodies about their implementation are infrequent, and, if existing, do not contain

data that would exclusively refer to youth. Not one report has been prepared (at the county or national level) relating to the implementation of the *National Action Plan*.

The evident disproportion between the need of the population in functional regions and rights realised within the system of social protection are, to a certain degree, compensated by institutions and organizations, which, through projects contribute to the improvement of the social status of citizens. According to the data of the *Agency for Mobility and EU Programmes*, over the five-year period (with the exception of projects relating to education) there were 6 European projects in Istria County directed towards youth, while only three in Osijek-Baranja County. At the same time, according to the Register of Associations of the Republic of Croatia, there are 53 registered associations for social work in Istria County (of which 10 or 18.8% pertain to youth), while 156 associations for social work are registered in Osijek-Baranja County (of which 19 or 12.2% pertain to youth). In searching the database of existing associations, it can be concluded that associations mostly deal with stimulating youth activism, their networking, educational programmes, stimulating volunteerism, and similar activities, while programmes directed to social protection of groups exposed to the risk of social exclusion are exceptionally rare.

### 3. Analysis and conclusions<sup>9</sup>

In Croatia, youth are defined as a social group which includes the population aged 15 to 29, “to which society, independent of psychophysical maturity and socio-cultural stratification, attributes common specific social characteristics, based on which it determines their special social role and subjects them to special social treatment, the consequence of which is the marginal social status of youth compared to the older population.” (Ilišin, 1999:69). Young people are a very vulnerable segment of the population which is “characterised by ever longer institutionalised education, difficult and inadequate employment, a slow process of gaining socio-economic independence, delayed

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<sup>9</sup> This national report is based on selected legislative and policy documents, on available statistical indicators and contemporary research results which provide a picture of the aims, content and way of implementation of LLL policies in the Republic of Croatia. It also presents several programmes and measures which result from these policies or build on them, and which have been implemented in the two selected functional regions. In interpreting the report, two facts should be considered: (1) It does not comprise all, but only the most important segments of the analysed regions, which have the purpose to indicate the most important directions and challenges of LLL policies aimed at young adults in Croatia; and (2) in Croatia, there is a negligible number of young migrants or youth who have abandoned the system of education too early.

setting up of family and insufficient inclusion into public affairs, i.e. social decision-making.” (Ilišin et al., 2013:10).

Contemporary Croatian researchers on youth (Ilišin and Spajić Vrkaš, 2013; Ilišin et al., 2013; Ilišin, 2007 ) indicated that young people in Croatia (which is a country in the transition process) are facing a series of processes that make adequate integration into adult world more difficult, such as:

- increase in social differences and unequal education opportunities
- stronger competition in the labour market together with growth of unemployment and precarious work
- growing criminality and risky behaviour
- diminished quality of health care
- collapse of former and slow establishment of new social values.

As already stressed, the current generation of young people in Croatia has been growing up in a society marked by the traumas of war and modest economic development, and maturing in circumstances of economic regression and significant personal uncertainty and insecurity. That is why a large majority of youth in Croatia (more than 70%) live in the household with one or both parents until their late twenties, which means that in Croatia family is still the strongest and best support for youth in growing up. Many young people, both employed and unemployed, live with their parents, although they would like to become independent if their financial circumstances allowed it.

The Croatian Government attempts to facilitate the process of becoming independent for youth by enacting and implementing numerous laws and strategies with the common aim of improving the level of education and facilitating youth employment. This also encompasses public social policies directed towards additional support to youth who fall into the category of NEET. The most important laws and policy documents included in the report are summarised in Table 4.

Table 4.: Croatian laws and public policies referring to LLL policies

Labour market		Education		Social policies	
Laws (6)	Public policies (4)	Laws (5)	Public policies (2)	Laws (1)	Public policies (3)
<i>Labour Act (2013)</i> <i>Act on Job</i>	<i>Guidelines for the development and implementation of active policy of employment in</i>	<i>Primary and Secondary School Education Act</i>	<i>Strategy of Education, Science and Technology</i>	<i>Social Welfare Act (2013)</i>	<i>National Youth Action Programme</i>



<i>Placement and Unemployment Insurance</i> (2008)	<i>the Republic of Croatia for the period 2015 – 2017</i>	(2008)	– <i>New Colours of Knowledge</i> (2014)		(2014 – 2017)
<i>Act on Contributions</i> (2008)	<i>Youth Guarantee Implementation Plan</i> (2014)	<i>Vocational Education Act</i> (2009)	<i>Development of Vocational Education and Training Programme</i> (2016 – 2020)		<i>National Roma Inclusion Strategy</i> (2013 – 2020)
<i>The Croatian Qualifications Framework Act</i> (2013)	<i>Strategy for Lifelong Guidance and Career Development in the Republic of Croatia</i> (2016 – 2020)	<i>Adult Education Act</i> (2007)			<i>Strategy for Combating Poverty and Social Exclusion in the Republic Of Croatia</i> (2014 – 2020)
<i>Employment Promotion Act</i> (2012)	<i>Strategy for Entrepreneurship Development in the Republic of Croatia</i> (2013-2020)	<i>Scientific Activity and Higher Education Act</i> (2003)			
		<i>Public Open University Act</i> (1997)			

It can be seen that Croatia is characterised by relatively rich legislative activity, accompanied by a continuous development of policy documents directed towards various social groups, where youth are relatively rarely the addressees of those policies and laws. Still, the analysed documents indicate that youth are given attention in Croatian society, which is particularly visible in the measures of active youth employment policy and in the *National Programme of Action for the Youth*.

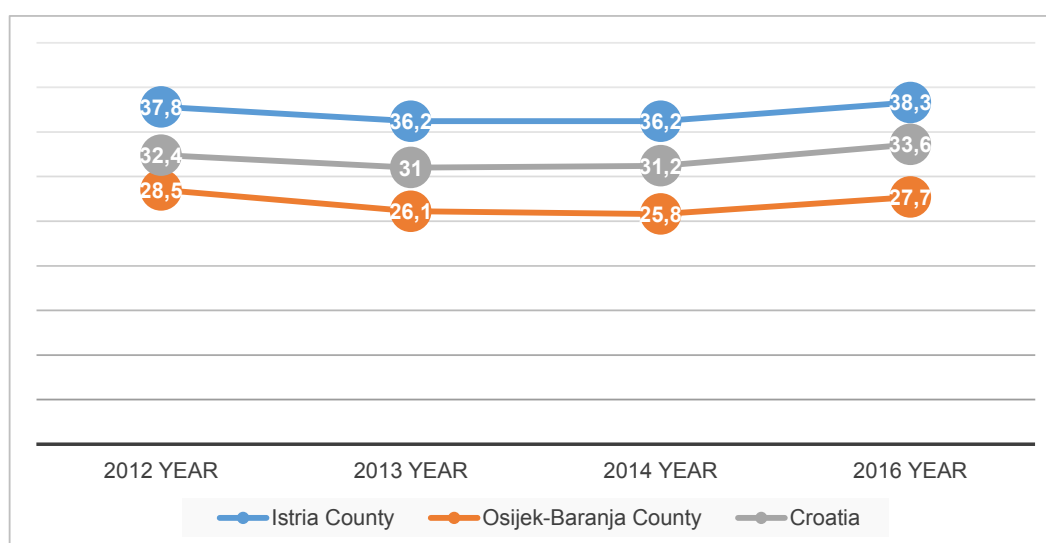
Data presented in Table 4 also point at the relatively high level of centralisation of LLL policies for youth. Although there is an expectation that these national documents are operationalised at the regional and local level, this seldom happens, since local self-government units rarely specify and adapt national needs to the needs of their citizens. Thus, most benefits for the youth are granted at the national level, whereas differences among regions, (which are also pinpointed by this report), have not been adequately overcome. Though, a higher proportion of youth have been observed to have used various national measures in underdeveloped regions (Osijek-Baranja County, as opposed to Istria County). What is more, underdeveloped regions have fewer possibilities to provide additional fundings for programmes supporting youth, including the possibilities of providing money for social support programmes. According to the data presented in the report of the Ministry in charge of social policy titled *Synergistic Social System* (2016), social spending *per capita* in the county with the lowest funding is five times lower than in the county with the highest funding (Istria is among the first five, whereas the Osijek-Baranja County is among the last counties according to the level of social spending in Croatia). Other indicators of inequalities among the 21 Croatian counties also point at the unfounded expectations that national documents and public policies would function in all Croatian

regions and be equally suitable for enhancing the possibilities of youth to become independent after having completed adequate education and having been included in the world of work. Table 5 presents only some of them which are directly connected with the content of this analysis.

*Table 5:* Selected indicators of inequalities among counties (adapted according to: the Draft of the Strategy of Regional Development of the Republic of Croatia by the end of 2020, 2016)

Indicator	Most developed county	Least developed county	State average
Population density (inh/km <sup>2</sup> ) , 2014	1,245.6	9.1	74.9
Share of educated population (in the 16 – 65 age range), 2011	86.9%	62.5%	77.7%
Unemployment rate, March 2016	22.5%	54.1%	33.4%
Share of unemployed youth (in the 15 – 24 age range, March 2016)	12.4%	23.9%	16.4%
Average monthly net salary in EUR, 2013	858	590	734
Share of unemployed, March 2016	54.1%	22.5%	33.6%
Development index	186.4	5.6	100

Graph 8 presents the data regarding the share of unemployed persons in the total population of the two counties. They confirm repeatedly that the Osijek-Baranja County belongs to the less developed, whereas the Istria County is within the group of developed functional regions. Inequality can be observed in the average monthly net salary, which is approx. 734 EUR at the national level, 727 EUR for Istria and 676 EUR in the Osijek-Baranja County. It can be concluded that enacting and implementing national public policies, programmes and measures has not succeeded in changing the trends in the total number of unemployed in the two counties.

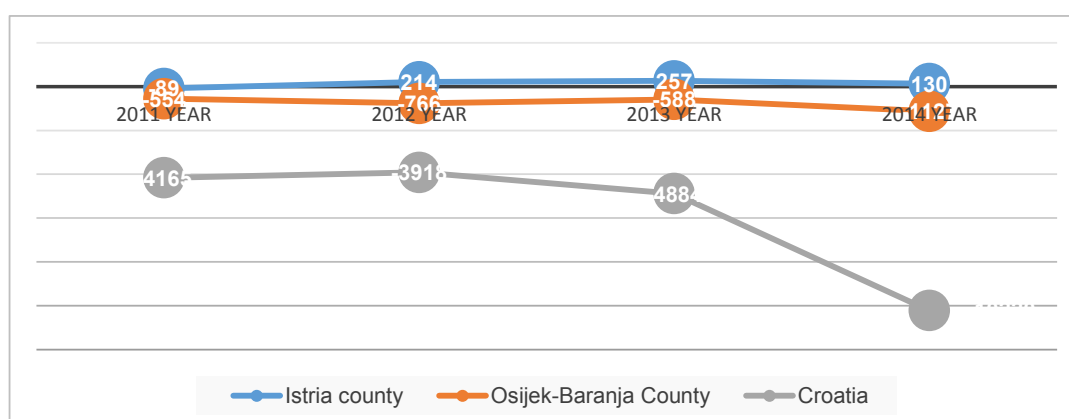


Graph 8: Employment rate in the total population (source: Draft of the Strategy of Regional Development of the Republic of Croatia by the end of 2020, 2016)

Nevertheless, positive changes can be observed in the total number of unemployed persons in both functional regions and indicator of the gentle and gradual economic recovery of Croatia after seven years of recession (from 2008 to 2015). Such a conclusion can be drawn from data, such as industrial production increase, an increase of export and a decline in the import of goods and services, new job openings, an increase in consumer spending and other economic indicators which characterise Croatia from 2015 onwards.

The failure to operationalise national documents into regional and local activities which would lead to an improvement of the living conditions of youth in the two counties can be illustrated by data about population migrations in the two functional regions in the period between 2011 and 2015 (Graph 9).

at the national level, which can indirectly be an indicator of the implementation of active measures of employment policy. On the other hand, it is more probably an



Graph 9: Differences in the number of people who immigrated and those who emigrated (source: Draft of the Strategy of Regional Development of the Republic of Croatia by the end of 2020, 2016)

Data show that the population of the Osijek-Baranja County shows an emigration trend, whereas the Istria County shows a positive trend in net migration.

One of the specific measures which is supposed to affect the increase in the number of employed persons and reduce the necessity among youth to emigrate is professional training for work without an employment contract. An analysis of the results of this measure has shown that it has not met expectations regarding an increase of employability of youth for whom the labour market is less available. External evaluation of the measures of active labour market policies between 2010 and 2013 (conducted by the CES) leads to the conclusion that professional training for work without an employment contract has a number of negative repercussions, the most significant among them being the following:

- As a rule, this measure comprises persons that would be given a chance for professional training and employment even if they were not its beneficiaries, as they are unemployed young persons with higher education.
- Other forms of entrance of youth into the labour market upon completed education are being superseded, including other forms of internship, since this measure has become almost the sole way for youth to find any job or to gain work experience.
- This measure substantially reduces the chances for youth to conclude an employment contract which would guarantee them a more adequate salary. In this way, unequal conditions are created for access to the labour market with regard to the socio-economic background of unemployed youth. This is so, because in terms of the amount of the benefit, professional training for work without an employment contract is adequate and acceptable for those youth who can rely on the financial support of their family members, usually their parents, whether they continue living in the same household with them or they receive financial support from their family.

during their professional training for work (since the amount of the benefit is around 320 EUR, which is the approximate amount of the minimum wage in Croatia).

- An additional negative manifestation of including a large number of unemployed youth in this measure, particularly in civil servant positions in state administration and local/regional self-government offices, is a negative feeling of „being used“ that some beneficiaries have experienced, as the majority of employers have developed a practice of regular rotation of a number of users, where one “generation” of users is replaced by the next, instead of offering permanent employment to the users after the sponsored period has expired. Therefore, in some cases this measure, if applied in such a way to perpetuate the replacement of its users, actually “eats” job positions, especially in the public sector.

On the other hand, there are indicators about positive effects of the Youth Guarantee<sup>10</sup> Plan whose implementation started in 2014. According to the *National Social Report* (2015), in 2014, a record number of youth found employment through the mediation of the CES. Of the total number of 225,462 employed persons, 47.7% or 107,511 were young people in the age range from 15-29. It is quite important to emphasise that 92,739 young persons were employed based on employment contracts, which is by 6.8% more than in 2013. Also, of the said 107,511 persons, 89,549 persons were employed without co-funding, which is the best result in the last 11 years. In 2014, young people accounted for 65.7% of all beneficiaries of the active employment policy measures.

In the context of the *Cultural Political Economy* (Jessop, 2010, Sum, Jessop, 2013), it is important to emphasise that most public policies, including those addressing youth in Croatia, have developed under a strong influence of European documents, especially in the period of Croatia's accession to the European Union and immediately after Croatia becoming a member state. The existing documents from the three analysed areas (labour market, education, social youth policies) are mutually compatible, with a clear intention to improve the living conditions of youth in Croatia. However, it is questionable to what extent the shapers of the political and administrative frameworks also create the conditions for their application, as both a lack of synergy of the three different areas at the national level and of the national, regional and local level can be observed. The data presented in this report have confirmed that public policies are not sufficiently harmonised with the actual needs of different

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<sup>10</sup> The full roll-out of the Croatian Youth Guarantee is expected in 2017 and will guarantee that “Every young person under 25 and person under 30 will be given a quality offer of a job, a traineeship, on-the-job training, apprenticeship or a continuation of education within 4 months of becoming unemployed.”

youth in different local communities. Besides, there are insufficient mechanisms for checking the implementation of measures, for providing a system of quality control and for long-term evaluation of the effects of their practical application. The inclusion of youth finding themselves in a vulnerable position is particularly questionable, as the policy documents addressing them are very general and, as a rule, do not lead to significant changes in their employability and to the improvement of their life quality. In other words, turning the good wishes formulated in the documents into reality still lies ahead. In the process, public policies should be harmonised with the needs of the respective local communities. Attempts have been made by different associations and civil society organisations to meet those needs. They act in the regions, where they are involved in planning and implementing projects financed by EU funds. However their range is mainly limited by the relatively small number of users and by the duration of the projects, with no long-term changes in the structure and models of support for education and employment of groups having difficulty finding employment.

Besides public policies, social expectations and interventions targeting youth, in the assessment of their efficiency it is important to take into consideration the self-image of youth, i.e how they see their own careers and life paths (Walther, 2011; Heinz et al., 2009). For this reason, a selection of data from the research *Needs, problems and potentials of youth in Croatia* are presented here (Ilišin, Spajić-Vrkaš, 2013). One of the aims of the research was to investigate the harmonisation of public policies with the real needs of youth. The research was carried out on a representative sample for Croatia, consisting of 2,000 youth aged 15 – 29. Results have shown that youth consider unemployment the most important problem of Croatian society (62%), followed by bribery and corruption (46%), and Croatian economic problems (37%). Every other young person thinks that unemployment is the greatest problem a young person faces in Croatian society. Approximately 30% of the participants consider nepotism (the importance of “connections” rather than one’s capabilities and expertise), the lack of life perspective and a low standard of living to be the greatest problems. The problems represent a combination of existential and socio-economic problems along with problems related to dominant social values, which grow in periods of unemployment and youth see them as insurmountable obstacles to becoming independent and planning their own future. Moreover, only one fifth of youth see mass emigration of young experts as a problem, and an even lower percentage (15.6%) see the system of education as a problem. In other words, regardless of its deficiencies, youth maintain that the system of education more or less prepares them for the challenges of the labour

market, which has ceased to be limited within the national borders after Croatia's accession to the EU. That is why job-seeking abroad is no longer considered to be a social problem, but a chance to realise one's wellbeing.

It has to be pointed out that the majority of youth maintain it is most important to provide equal chances in education and employment (70.8%), to adapt secondary education to new life needs (50.7%) and to secure participation of youth in the decision-making process at all levels (39.3%). Since, according to the research, employment is at the centre of interest and needs among Croatian youth, Table 6 shows the viewpoints of youth in the Istria County and Osijek-Baranja County regarding the necessary qualities for finding a good job. Data referring to the observed functional regions have been compared with the average results obtained on the total sample of youth in the Republic of Croatia.

*Table 6.: Attitudes of youth regarding the necessary qualities for finding good employment in Croatia in two functional regions (%), source: Attitudes of youth regarding the necessary qualities to find good employment in Croatia in the two functional regions (5), source Needs, problems and potentials of youth in Croatia, Ilišin, Spajić-Vrkaš, 2013*

Qualities	Istria County	Osijek-Baranja County	Croatia
Professional qualifications	25.5	42.4	64.3
Foreign language knowledge	49.7	34.4	56.6
Communication skills	49.2	47.5	51.3
Good general education	36.6	43.0	45.9
Ambition	37.0	32.2	31.5
Teamwork skills	20.7	20.1	22.3
Information technology skills	16.4	19.5	20.9
Knowing the business world	23.5	17.3	16.6
Good looks	5.9	8.7	6.5
Completion of internship	7.8	9.8	6.4

The presented data lead to the conclusion that regional affiliation does not significantly affect the viewpoints of youth regarding the necessary characteristics for finding a good employment, since the rankings in both counties coincide. A significant difference between the counties can be observed in the need for foreign language knowledge. This difference can be interpreted by the tourist orientation of Istria, as opposed to the Osijek-Baranja County, where traditional trades prevail.

One of the investigated issues was how Croatian youth see the desirable characteristics of the workplace. At the top of their preferences are job security and a friendly, relaxed work atmosphere. These qualities have been marked as “important” and “very important” by almost all of the participant in the research (97% for security and 93% for friendly atmosphere). A vast majority also emphasise a high salary, the possibility to influence decision-making when decisions refer to their work, a workplace which leaves enough free time for their private life, work which is varied and creative, work which provides opportunities for continuous professional development and which has flexible working hours. About three fifths of youth wish for a job which can partly be done abroad, which enables quick promotion to executive positions and which requires teamwork. Approximately half of youth would like a job including travel abroad and which has a good reputation in society, whereas every fifth young person wishes for a job which will include their appearance in the media. Placing job security before all other characteristics of the workplace clearly defines the state of youth. An extremely high unemployment rate leaves youth no alternative – security becomes an ideal feature of the workplace, making every other element less important.

The complete recovery of the Croatian economy is a key element of every youth policy. However, this is difficult to achieve without a better connection of education with the labour market and without opening equal education chances for all youth, regardless of their social background. Unfortunately, it is exactly education that is strongly socially conditioned, since Croatia has seen changes in the last ten years in the form of extremely increased chances for enrolment in tertiary education for children of highly educated parents, as opposed to reduced chances of offspring of parents with lower education. It seems that the system of higher education, instead of contributing to social mobility, actually contributes to the social reproduction of the existing situation, that is to say, to the additional consolidation of the existing social stratification accompanied by a trend of growing social inequalities (Ilišin, 2014). Solving those problems partly depends on the implementation of the *Strategy of Education, Science and Technology (2014)* and of the *Development of Vocational Education and Training Programme (2016 – 2020)*, which is at the moment very limited. Both documents envisage a better adaptation of the system of education to achieving the necessary competences in order to fulfil social needs and the



needs of youth. In order to achieve this aim, changes in the structure, organisation and content of the educational system are required. This opens the question of whether young people have the time and the possibilities to wait for the positive effects of their implementation.

The slow operationalisation and implementation of strategic documents will greatly contribute to the fact that youth will go on depending mostly on their parents in their life possibilities and choices, since the process of finding adequate and well-paid employment, which would contribute to their independence, is still burdened with many obstacles. The thematic review of the Croatian Youth Network (MMH) dealing with the position of youth in the labour market, rightfully points to the need for institutionalised support to quality mentorship and to standards of quality for different forms of workplace learning (Mreža mladih Hrvatske, 2016). The review explains three groups of measures (short-term, medium-term and long-term). An example of a short-term measure is the introduction of a standardised form containing a learning plan which would encourage the employers to think of the balance between generic, professional and specific organisational skills of young workers. A medium-term measure could refer to planning a project financed by the EU social fund, with the aim of developing a model of quality connection between education and the labour market. An example of a long-term measure could be the development of a sustainable approach to workplace learning in which different forms of learning and work would complement one another, and which would include the key stakeholders from the labour market and from the system of education. As one of the mechanisms which could ensure market relevance of the programmes of education, the MMH suggests the introduction of workplace learning as a compulsory component. In such a way, the educational content provider would be encouraged to show initiative towards employers in order to test the demand for a particular education/training in the local labour market. If the provider is not able to include the student in the work process with local employers, this can be a rather good indicator of a certain educational content being irrelevant for the labour market.

This brief presentation of the ideas and viewpoints of the MMH points at a high level of awareness, competences and potential of youth to participate in decision-making policies and in measures which are relevant for them. The MMH is, indeed, one of the civil society organisations with strong advocating potential and which frequently uses this position to advocate the needs and rights of youth in Croatian society. However, their suggestions are seldom implemented in public policies, since Croatian institutions are frequently fragmented, and the many intergovernmental commissions and workgroups in which MMH representatives participate do not lead to real changes. Youth are frequently approached at the administrative level, without really getting an insight into their specific life

circumstances and into the long-term benefits of various forms of support and accessible measures.

Besides, the Croatian labour market shows numerous specific features. A high unemployment rate and a demand for workers exist simultaneously. The Croatian Government seeks to influence the labour market by applying an active employment policy. The most important instrument of active employment policy includes professional training, professional development, informing, (co)-financing and counseling. However, as mentioned in the summary evaluation report *External evaluation of the labour market policy 2010 – 2013* (CES, 2016), an active employment policy is not a group of universal employment measures for all, and it is therefore more useful to invest in the quality than in the quantity of active employment measures, and to offer adequate orientation to long-term unemployed and those with a low level of employability. Thus, a coherent framework of measures with clearly defined components is required, mutually empowering each other in the process of mitigating long-term unemployment and helping persons threatened by long-term unemployment. The evaluation of the effects of the implemented measures can be of great help in the improvement of shaping and implementing the employment policy, in such a way that the available funds can be redirected to those students and programmes showing greatest benefit and returning the investment.

All the here presented public policies should be mutually connected, in order to secure harmonising the system of education with the labour market needs, and considering the needs of youth in at-risk situations by applying adequate social policy measures. Further on, the measures, activities and projects that are carried out based on these policies need to be followed and their quality should be evaluated. Feedback obtained in this way should be used for the analysis and continuous improvement of public policies. Such feedback is at the moment non-existent.

The introduction of following and evaluation of policies is a complex and long-lasting process which includes co-ordinated record-keeping of youth in all the three observed areas<sup>11</sup>, a political will and co-operation of the national, regional and local authorities. Clear and accessible data are the fundamental prerequisite for effective public policy planning. Political will should ensure the continuity of their implementation, regardless of the

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<sup>11</sup> The system of social welfare has no data about the age of beneficiaries of the welfare benefits prescribed by law. In the system of education, data are collected according to the level of education of youth, whereas the system of categories used by the CES is neither completely harmonised with the official definition of youth in Croatia nor with therecords of the Croatian Bureau of Statistics. Data about at-risk youth groups in the three areas are almost unavailable.

mandates of office-bearers, and connecting different levels of authorities will reduce discrepancies in the development of individual regions of the Republic of Croatia.

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## Work Package 3

### Lifelong Learning Policies: Mapping, Review and Analysis

#### National Report: Finland

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Work Package 3 – Policy Mapping, Review and Analysis

Deliverable D 3.1

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## Summary

This paper maps and analyses Finnish lifelong learning policies targeted at young adults at national level and at the level of two contrasting regions, Kainuu and Southwest-Finland. In the mapping of LLL policies, labour market policies, educational policies and youth policies are taken into account. In addition, six projects from the chosen functional regions are analysed more closely. The regions differ from each other in terms of both socio-demographic features and educational and labour market opportunities available for young people.

In Finland, the general goals of the national LLL policy programmes include improving the employment rate of young people, preventing social exclusion, promoting educational equality, and supporting lifelong learning and continuous accumulation of skills. The analysed documents indicate that there is a desire to develop both education and the youth services provided by the society so that they can support young people better in their transition to adulthood and on their career paths in particular. Special measures are targeted at groups who are assumed to be facing the highest risk of becoming socially excluded, such as NEETs, early school leavers, young unemployed, vocational school drop-outs, immigrants and disabled youths. It appears that the criteria for success of these policies is whether the employment and graduation rates of the young people belonging in these alleged risk groups can be improved.

Both Southwest Finland and Kainuu have a similar aim to involve actors from various policy sectors and administrative bodies for cooperation in implementing LLL projects. In Southwest Finland, the projects are aiming to offer efficient and correctly timed guidance and flexible paths to education or employment. A large share of the projects focuses on youth who need educational support, qualifications and personal guidance in order to reach the labour market and become employable. In Kainuu, the main goals of the LLL projects include often supporting the wellbeing of young people and/or helping them to find employment or education. In Southwest Finland, there were a wider scope of projects from all examined policy sectors. Instead, in Kainuu, there was only one project which had clearly only educational objectives. One reason for the dominance of LLL policies leaning towards the social and youth policy sector could be the urgent need for these types of projects considering the poorer health and lower level of wellbeing and life management skills of the youth and young adults in Kainuu when compared to the country as a whole.

The analysis shows that, in general, the LLL policies are very often approaching the young peoples' situations from an economic point of view: terms are set by the economy. In addition, the individuals are expected to be proactive and take responsibility of their productivity and progress in transitions from education to work. To support this, the policies are aiming to facilitate smooth and linear school-to-work transitions. These are national aims and terms but, on the other hand, the

decentralisation of administration enables the regional emphases. While in Southwest Finland reducing young people's exclusion from education and working life is high on the political agenda, in Kainuu the policies are more focused on reducing young people's overall social exclusion.

## Introduction

Finland is a sparsely populated country in Northern Europe with a population of roughly 5.5 million inhabitants, out of which 5.3 million are Finnish citizens and only approximately 230,000 are foreign citizens living in Finland. There are two official languages in Finland: Finnish and Swedish. The Swedish-speaking minority consists of 290,000 people. Additionally, in Lapland there is a minority of 2000 people who speak Sami, a Finno-Ugric language. (Aro, Järvinen, Rinne, Julkunen & Lunabba 2010, 2; Statistics Finland 2016.)

In this paper, the LLL policies in Finland and more specifically two functional regions of Finland, *Southwest Finland* and *Kainuu*, are mapped and analysed. In Finland, as in many other European countries, the planning and implementation of LLL policies is the responsibility of the central government but is also based on considerable municipal autonomy, and thus it is necessary to include both national and regional contexts in the analysis. Furthermore, recent societal trends such as a shift from programme steering towards network governance (Määttä & Erikson 2015), increased decentralisation and deregulation, and a widening inequality gap between the regions offer a rationale for focusing on the analysis of regional level policies. Hence, both national and regional level policy documents published by main actors in the fields of labour market, education and youth policies are described and reviewed in this paper.

In this paper, the following LLL policy fields are mapped and reviewed: labour market policy, educational policy and youth policy. They do, however, partially overlap. Finnish LLL policies are first analysed on a national level by utilising documents produced by the following key actors in the field: the Finnish government, the Finnish Ministry of Economic affairs and Employment, the Ministry of Education and Culture and the Finnish National Board of Education.

In the Government Programme, the Finnish Government defines the guidelines that it intends to follow during its term. The strategic priorities and objectives related to employment and education, for example, are materialised in the form of key projects. Hence, the general guidelines, as well as the action plans for the implementation of LLL policies, are included in the Government Programme. Concerning the *labour market policy*, the main actor in Finland is the Ministry of Economic Affairs and Employment, which is responsible for the planning and implementation of labour policy and for labour legislation. The ministry is also responsible for developing working life, promoting employment, providing public employment and business services and promoting immigrant integration. (Ministry of Economic Affairs and Employment.)

The main actors in the field of Finnish *education policy* are the Ministry of Education and Culture and the Finnish National Board of Education. The Ministry of Education and Culture is the highest authority in the field of education policy and is responsible for all publicly funded education in Finland. The Ministry is responsible for preparing

educational legislation and its share of the state budget for the Government. The Finnish National Board of Education is the national development agency, whose tasks include implementing national education policies, preparing the national core curricula and requirements for qualifications, developing education and teaching staff as well as providing services for the education sector and administrative services. The Finnish National Board of Education publishes data on, among others, the costs of education, educational institutions, student numbers, applicants and graduates. The agency is also involved in the international exchange of education information through European networks. In addition, it assists the Ministry of Education and Culture in the preparation of education policy decisions. (Finnish National Board of Education.)

In Finland, *Child and Youth Policy* coordination structures within the central administration are divided between the Ministry of Social Affairs and Health, and the Ministry of Education and Culture. These ministries share a common programme work related to Finnish Child and youth policy. This programme work is directed by detailed legislation through the Youth Act (72/2006) and Child Welfare Act (417/2007). While the Child Welfare Act (417/2007) obligates the municipalities to create a plan for the welfare of children and youth, the Youth Act (72/2006), in turn, obligates the state administration to design a national youth policy development programme for improving the living conditions of young people. (Määttä & Erikson 2015.) Because of its importance in the Finnish youth policy, the Youth Act (72/2006) is also included in the documents to be analysed, as is the European Commission's country report concerning the implementation of Youth Guarantee in Finland and a manifesto by the Finnish Council for Lifelong Learning concerning growth and employment. A detailed list of national-level documents analysed is included in the appendix section of this paper.

Ever since the post-war era, the cornerstones of the Finnish education policy, labour policy, youth policy and social policy alike have been inclusion and universalism. However, since the recession in the beginning of the 1990s and the financial crisis in 2010s, there have been considerable budget cuts in the welfare state, shifting the emphasis to a more selective and market-oriented direction, with education strongly affected. Centralised steering, especially of education, was drastically reduced in the 1990s, while the decentralisation, deregulation and decision-making powers of local administration were increased. (Rinne 2014/NESET; Berisha, Rinne, Järvinen & Kinnari 2016.) Due to these changes, the role of regional level planning and implementation of LLL policies has increased in Finland over the course of the past few decades.

Finland consists of 19 regions of which we have chosen two contrasting regions for further analysis and comparison: *Southwest Finland*, representing the urban and marine southwest, and *Kainuu*, which represents the rural northeast by the Russian border. In terms of policy planning and implementation hierarchy, regions can be placed between national and municipality-level government authorities. The regions

are governed by regional councils, which serve as cooperation forums for the municipalities of the region. The regional councils are responsible for general regional policy planning as well as policy programmes within the region. According to the principles of network governance (Määttä & Erikson 2015), the council draws up plans and programmes together with central and local government authorities as well as the enterprises and associations operating in the region. In drawing up the programmes, the council takes account of the development objectives and strategies presented in the regional scheme, the regional and business policy objectives and the environmental impact of the programmes. The plans and programmes of regional councils have mandatory legal consequences. Local and national government authorities must take the councils' plans and programmes into account in their own operation. Programme-based regional policy can also be implemented in cooperation with industry, enterprises, civic organisations and the third sector. Actions are planned with the special characteristics of the region in mind. (The Association of Finnish Local and Regional Authorities).

The regions to be compared in this paper differ from each other in terms of both socio-demographic features and the educational and labour market opportunities available for young people. The most important differences between the regions are presented in more detail in table 1, after a short description of the chosen regions.

*Southwest Finland* consists of 27 municipalities, two of which have a Swedish-speaking majority. It is located by the coast of the Archipelago Sea and it is known for its unique archipelago comprising over 20,000 islands. Its central location as a gateway to the West makes it an important international actor in the Baltic Sea area. While Southwest Finland mainly encompasses urban and marine areas, the region also includes some rural areas. Southwest Finland has a population of around 473,000 inhabitants, which makes it the third largest region in Finland. The capital city of the region is Turku, which, with a total population of around 186,000 inhabitants, is the fifth biggest city in Finland. Turku is surrounded by smaller towns, some of which are rather wealthy and from which many people commute on a daily basis to Turku for work or study. (Regional Council of Southwest Finland.)

For centuries, Southwest Finland was the centre of Finland, and Turku, the oldest city in Finland, was the nation's capital. Today, Southwest Finland is the second largest economic area in Finland with strong links to the Stockholm business area. The main industries of the region are marine industry and metal construction, which, together with the research and development in biosciences and food industry, form the base of the economic life of the region. However, over the past few decades, the traditional industries have been complemented by the service sector, one example of which is the increase in tourism. In 2011, Turku was the Cultural Capital of Europe. (Regional Council of Southwest Finland.)

Southwest Finland is a strong educational region. There are two universities in Turku, the University of Turku (Finnish), and Åbo Akademi University (Swedish).

Additionally, there are four universities of applied sciences in the region: Turku University of Applied Sciences, Novia University of Applied Sciences, Diaconia University of Applied Sciences, and HUMAK University of Applied Sciences. Altogether there are 75 post-compulsory educational institutions that are located throughout the region. Every year about 9,500 new students enrol in the universities, universities of applied sciences, and vocational institutions of Southwest Finland. (Regional Council of Southwest Finland.)

*Kainuu*, being a much smaller region than Southwest Finland, consists of eight municipalities, which are primarily rural. The region is located in northern Finland and it borders the regions of Northern Ostrobothnia, North Karelia and Northern Savonia in Finland and the Republic of Karelia in Russia. While Southwest Finland is culturally affected by the West, particularly Sweden, Kainuu is culturally closer to the East. The population of Kainuu is around 75,000, which makes it the second smallest region in mainland Finland. The capital city of the region is Kajaani, which is the only municipality of the region that can be described as mainly urban. However, with its 38,000 inhabitants, Kajaani is notably small for a capital city of a region. (Regional Council of Kainuu.)

Compared to Southwest Finland, there are much fewer post-compulsory educational opportunities in Kainuu. In the region, there are no universities and only one university of applied sciences, which is located in Kajaani, the capital city of the region. Altogether, there are 21 post-compulsory educational institutions in the region. While Southwest Finland, Turku in particular, is a rather attractive city for youth and young adults to live in due to versatile educational opportunities, the young people living in Kainuu are, in many cases, forced to leave their home towns due to the scarcity of educational opportunities in the region.

From 2004 to 2012 a strong and unique political and governmental experiment was carried out in Kainuu. In the so-called 'Kainuu model', the whole region with all its municipalities was combined under one governing body, which was elected by direct regional elections. All the public health care services, welfare and social services as well as large parts of educational services were included in the model. This experiment provided information for the currently ongoing reforming of the whole region structure, regional governing and regions' responsibilities in relation to the state.

As already briefly described above, there are several socio-economic and demographic factors that make Southwest Finland and Kainuu a good pair of contrasting functional cases of comparison for the purposes of the Young Adulllt project. While Kainuu is larger in terms of acreage, it is much more sparsely populated than Southwest Finland. In Kainuu, the population growth rate is negative and the dependency ratio is much higher than in Southwest Finland or in the whole country on average. Southwest Finland, in turn, is a wealthier region with a growing population and more versatile life opportunities available for young people. It is also

a more multi-cultural region than Kainuu, where the share of immigrants is much lower than in Finland on average. The educational level of citizens is higher in Southwest Finland than in Kainuu, where, in turn, the overall unemployment rate, as well as the share of unemployed youth of all the unemployed people, is higher than in Southwest Finland. In Table 1, the main differences between the chosen regions are presented in comparison with the whole country.

**Table 1.** Key data of Finland and regions selected for empirical research.

Region	<i>Whole country</i>	<i>Southwest Finland</i>	<i>Kainuu</i>
<b>Population<sup>1</sup></b>	5,486,616	474,164	75,315
<b>Number of municipalities</b>	313	27	8
<b>Capital/main city (inhabitants)</b>	Helsinki (630,752)	Turku (185,908)	Kajaani (37,622)
<b>Acreage, km<sup>2</sup></b>	302,347 (mainland)	10,663	20,197
<b>Population density<sup>2</sup></b>	18,1	44,5	3,7
<b>Regional GDP<sup>3</sup></b>	100	91	69
<b>Dependency ratio<sup>4</sup></b>	58,3	58,8	65,8
<b>Population growth rate<sup>5</sup></b>	+15,555	+1,598	-795
<b>Population with foreign background<sup>6</sup></b>	5,9 %	6,0 %	2,5 %
<b>Unemployment level 2015 (2010)<sup>7</sup></b>	9,4 % (8,4 %)	10,2 % (8,1 %)	14,9 % (10,2 %)
<b>Youth unemployment level 2014 (2010)<sup>8</sup></b>	13,2 % (12,4%)	15,6 % (10,4%)	23,7 % (15,4%)
<b>Share of youth under 25 of all the unemployed 2016<sup>9</sup></b>	12,6 %	12,5 %	15,2 %

<sup>1</sup> Statistics Finland (2015)

<sup>2</sup> Population per square kilometer; January 2016 (Statistics Finland)

<sup>3</sup> Index (whole country 100); 2013 (Statistics Finland)

<sup>4</sup> Number of under 15-year-olds and over 64-year-olds per 100 working-aged population; 2015 (Statistics Finland)

<sup>5</sup> Total change; 2015 (Statistics Finland)

<sup>6</sup> Foreign citizenship, country of birth, mother's tongue and origin combined; 2014 (Statistics Finland)

<sup>7</sup> 15-74-year-olds; 2015 (Statistics Finland)

<sup>8</sup> 20-29-year-olds; 2014 (Statistics Finland)

<sup>9</sup> May 2016 (Statistics Finland)

<b>Educational level / post-compulsory education<sup>10</sup></b>	70,1 %	69,5 %	67,4 %
<b>Education level / higher education<sup>11</sup></b>	31,7 %	29,1 %	23,0 %

Concerning regional level mapping and review, documents produced by the key actors were chosen as the material for analysis. In the case of Southwest Finland, documents produced by the following authorities were selected for review: The Employment and Economic Development Office (TE Office), Regional Council of Southwest Finland, Centre for Economic Development, Transport and the Environment, City of Turku, Turku Science Park Ltd, Salo Region Educational Federation of Municipalities and Raisio Regional Education and Training Consortium (Raseko).

In the case of Kainuu, in turn, we concentrated on documents produced by the following key actors in the area: Kainuu Regional Council, Centres for Economic Development, Transport and the Environment of Kainuu and North Ostrobothnia, The Employment and Economic Development Office of Kainuu and Municipality of Kajaani.

The complete list of the regional level documents analysed are included in the appendix section of this paper.

## Mapping and Review of LLL policies

The procedure of mapping the LLL policies both at national and regional levels in Finland started with identifying the main actors of the three policy fields in the focus of the YA project. In the majority of the cases, the necessary information was found from the main actors' websites. As many of the Finnish policies and projects are connected to each other in one way or another, analysing one relevant policy often lead to finding several others. At the end of the mapping process, there were so many LLL policies that they could not all be included in the final mapping. Thus, the final step was to choose a 'representative sample' of the policies keeping in mind the three policy fields. In the mapping process, the coordinate system proposed to be used as a heuristic tool in the work package proposal was utilised. As the national policies included in the mapping are naturally quite abstract (low level of materiality), formal, and institutionally run, the LLL policies chosen for the mapping at the regional level are mostly much more concrete and less 'institutionalised'. This was done in order to avoid focusing on only similar kinds of policies in the analysis, which is presented in the final chapter of this report.

<sup>10</sup> Percentage of the population of 15-year and older with post-compulsory education degrees; 2014 (Statistics Finland)

<sup>11</sup> Percentage of the population of 15-year-old and older with higher education degrees; 2014 (Statistics Finland)



In the most recent government programmes (2011, 2014 and 2015), some of the main priorities have been the stabilisation of public finances and improvement of employment rates. The aging of the population and the increasing dependency ratio are recognised as problems. Ongoing demographic developments will cause a sustainability gap unless work careers are extended at both ends and young people transition quickly from education to working life. Therefore governments have focused on preventing youth unemployment and exclusion, and finding ways to speed up the transitions from education to work. According to the latest government programme (Prime Minister's Office 2015b, 10), employment rates can only be improved by encouraging entrepreneurship and working. When reforming educational practices, it is also important to focus more on providing skills that are needed in working life and on bringing the educational institutes and businesses closer to each other.

In terms of Finland's weaknesses, the government programme lists the strict bureaucracy and norms and inflexible labour market, which cause inequality, youth and long term unemployment and the accumulation of hardships across generations. (Prime Minister's Office 2015b, 9.) Reducing the number of youths who are outside education and work as well as the number of education interruptions is set as a goal for this government term. In the future, the renewal of the Finnish society and equality of opportunity will be supported by the improved skills and education of the Finnish people. The government's spearhead projects related to this subject include reforming second degree vocational education, speeding up transitions into working life and developing the youth guarantee towards becoming a community guarantee. (Prime Minister's Office 2015b, 17–19.)

In 2008, there were more than 40,000 youth who were outside of education and the labour market and had only completed basic education. (MEE 2011, 10). Extended periods outside of education and the labour market, and the lack of further education increase the risk of long-term unemployment and being excluded from working life (MEC 2012b, 23). According to calculations, 40,000 socially excluded people lead to costs of 300 million euros a year (MEE 2012b, 19). This means the issue is critical to both the individual and the society. It is important to ensure that all young people are included in society at least in some way. The costs of social exclusion are not the only cause for concern. The related behavioural issues (e.g. substance abuse and crime) may also threaten the social order.

In annex 1, a short summary is given of the youth, labour and educational policy challenges that emerge from the analysed documents. In accordance with government goals, the youth and labour market policies focus mostly on improving the wellbeing and employment rates of young people. Educational policy documents concentrate on education interruptions, shorter education durations and improving the connection between education and working life. Thus these plans are also indirectly aimed at making young people's transitions into working life faster. The goal of education is employment. We analysed also one document focusing on

education equality strategies. Equal opportunity in education is the foundation of Finnish welfare. The aim of the strategy is to significantly decrease gender differences in terms of competences and education, to lessen the effect of socio-economic background on participation in education, and to improve the situation of disadvantaged groups in education. On the other hand, the programme also tries to improve the efficiency of schooling and shorten the duration of studies. Access to a competent workforce can be improved and the unfavourable social costs of retired elderly people reduced through measures that improve the efficiency of the education system and target the education and training supply. (MEC 2012a.)

In the table 2 (page 40), we analyse also the primary actors and funding, the objectives/problems and the target groups of LLL policies and policies supporting young adults in their lifecourse at national and functional region level in relation to Cultural political economy policies, Life course policies and Governance policies.

In general, Finnish youth policies are guided by the national Child and Youth Policy Programme. The programme is based on values listed in the Youth Act (72/2006): sense of community, solidarity, equality and gender equality, multiculturalism and internationalism, healthy lifestyle and respect for the environment and life. The programme, which is drawn up every four years according to the Youth Act, is intended to support the growth and independence of young people, promote their active citizenship and improve their social skills and living conditions. (MEC 2012b, 6.) The Youth Act states that the improvement of social skills consists of "actions aimed at improving young people's life skills and preventing social exclusion" (§2, 72/2006). The goal of the Child and Youth Policy Programme is to improve the living conditions of young people comprehensively and to offer ways for them to become active members of the society. The programme is intended to encourage participation, promote equality and monitor and support the structuring of the daily lives of young people.

Reforming the structures of various services is often proposed as a solution for improving the living conditions of young people. At the same time, the youths are expected to actively seek education and employment and participate in service planning and implementation. Multidisciplinary collaboration, easier access to services and one-stop services (e.g. the Ohjaamo services developed in the Youth Guarantee programme) are some of the methods used to try to improve youth guidance and support. The guidance and student welfare systems of educational institutions and universities are also being improved. Additionally, the importance of developing apprenticeship training, workshops, trial work and other forms of work-based learning is highlighted in order to enable individual education and career paths. (MEC 2012b.) The various forms of work-based learning and competence recognition, as well as making individual and flexible education paths possible, are also included in the lifelong learning principle. As the population ages, the amount of labour available in the society will no longer increase, which means that acquiring new competences is essential in order for productivity to increase (Council for

Lifelong Learning, 2010). The ideal of lifelong learning is supported e.g. by allowing people over the age of 25 to study while receiving unemployment benefits if their studies improve their chances of getting employed (independent studies supported by unemployment benefit). In general, the aim is to develop education so that it corresponds better to the needs of businesses (in terms of contents and structure, for example, competence-based qualifications) and that the number of people being trained corresponds to the needs of the labour market. The idea is that this will make education more attractive to young people and more effective in terms of leading to employment. (The Finnish National Board of Education 2015, 71–74.)

The cross-administrative Youth Guarantee Programme (started in 2013), which is based on a Public-Private-People-Partnership model, is one of the top programmes of the Finnish Government, aimed to ensure that young people have access to education, training and employment and to prevent them from being excluded from society. The Youth Guarantee will offer everyone under the age of 25 and recent graduates under 30 employment, a study place, a place in on-the-job training or in rehabilitation within three months of becoming unemployed. The Youth Guarantee consist of various elements: 1) the guarantee of employment, 2) the educational guarantee, which offers everyone who has just completed comprehensive school a place in further education or training, and 3) the young adults' skills programme, which is intended for young people who lack a post-basic education qualification entirely. Through the skills programme, it is possible to complete a vocational or specialist vocational qualification or initial vocational education as part of the programme. This training can be provided at an educational institute or in the form of apprenticeship training. Training within the skills programme for young adults will be arranged in the period 2013–2016. The aim is to bring 36,000 adolescents into the programme during the period. Apprenticeship training is also promoted in the Youth Guarantee programme by increasing funding for the process. Employers will receive a higher compensation for apprenticeships offered to young comprehensive school graduates. (MEC 2012c; MEE 2015, 13–14.)

The analysed documents indicate that there is a desire to develop education and the services provided by society so that they can better support young people and their career paths. On the other hand, the young people themselves are expected to be active and take responsibility: they must not remain outside of education or employment for long periods since that increases the risk of social exclusion in the long term (MEE 2011; MEC 2012b, 23). In addition, the requirements of working life are stricter than before, and while it used to be possible to get a job while having completed only basic education, that has becoming increasingly difficult. Every young person should complete at least secondary education. (MEC 2012a, 32–35; MEC 2012c, 13.) That is why measures like the obligation to apply for education are used to push youths to get educated. The obligation to apply to educational programmes means that persons below the age of 25 must apply to educational institutions every spring in order to be able to receive unemployment benefits if they

cannot find work. If they are accepted into a programme, they must participate in and complete the studies. This obligation may result in young people having to participate in education they are not necessarily interested in (MEE 2012a, 75; The Finnish National Board of Education 2014a, 86). Young person's own wishes, dreams and plans may be ignored due to the fear of social exclusion. It has, however, been found that most young people who are left out only remain "outsiders" for a short period of time and eventually end up in a job or educational programme (MEE 2011, 30). The obligation to participate in education may be a good form of encouragement for some youths that need a lot of pushing, but for many driven youths with plans for their future it has also caused issues and thus created distrust towards politicians (MEE 2012a, 103–104, 131).

Based on these documents we can recognise an ideal path that young people are expected to follow. After basic education they, supported by efficient guidance, should quickly find a career they are interested in. Then they apply to an educational institute, get in, commit to their studies and are motivated, complete their degree within the given target time and immediately find a job after having graduated. During all of these phases, efficient guidance, career planning and employment services provided by educational institutes and TE services support young people on their individual education and career paths. If traditional education is not suitable for a young person, they will be offered internships, workshops, rehabilitation, job-seeking training or similar activities that are better suited to them. In addition, educational institutions must also be able to meet the individual needs of young people by enabling flexible study paths (ME 2010, 37; MEC 2012c, 33). The undergraduate education in higher education institutions is aimed at young people getting their first degree, while adults wanting more education should be offered alternative study paths so they do not take away study opportunities intended for young people. The goal is to develop application processes so that the Joint Application is only for those who are applying for their first higher education degree and other people apply through other channels. This should allow youths to transition into higher education faster after completing their second degree education. At the same time, this is intended to reduce the number of people going through multiple education programmes by offering adults shorter and more specific education options. (ME 2010, 21, 35; Council for Lifelong Learning 2010.) The goal is to have youths transition to the labour market at least one year earlier than now through a more efficient education system and smooth transitions (ME 2010; MEC 2012c, 45).

In order to get young people to graduate faster and to reduce the number of school dropouts, a programme was launched in 2011. The programme was run by educational institutions and focused on developing guidance and student welfare services, pedagogical solutions, teaching arrangements and the recognition of pre-existing competence. The goal was to bring the education interruption rate down to 7% from the previous 10 % by 2014. In 2012–2013, the interruption rate was successfully brought down to 7,5 %. (The Finnish National Board of Education

2014a, 7–8.) Practices that were found to be effective included providing comprehensive guidance to young people, supporting their wellbeing and utilising varied learning environments. (The Finnish National Board of Education 2014a, 72–80.)

In general, the programmes we analysed were aimed at young people left without a study place, unemployed youths, vocational school dropouts and youth applying to educational programmes. Nearly all of the programmes consider individual differences and backgrounds. Therefore, in principle, the documents do take into account potential differences and aim to develop services for young people to meet a variety of needs and support a variety of paths towards employment. The two most commonly mentioned groups with special needs are disabled youths and immigrant youths. The goal is to offer people with disabilities or only a partial ability to work more frequently flexible study opportunities and opportunities to participate in, for example, internships or apprenticeship training. Special attention is paid to promoting the education of immigrant youths, which is why especially language training and preparatory training for secondary studies should be developed (MEC 2012c, 15–16). Nearly a fourth of socially excluded young people have an immigrant background and a third of uneducated, non-Finnish speaking youths are socially excluded, so exclusion can also be seen as an integration-related issue (MEC 2012a, 19).

In the Child and Youth Policy Programme (MEC 2012b) the groups with special needs are defined in more detail. According to the programme, the prevention of discrimination towards children and youths belonging in various minorities should be a priority. It should be noted that in order to achieve equality between various groups, affirmative action towards minority groups is sometimes necessary. The listed minority groups include immigrants, traditional Finnish minorities like the Romani people and the indigenous Sami people, people with disabilities and groups that differ from the majority in terms of gender identity or sexual orientation. In addition, gender and age groups are mentioned separately. The programme also defines equality of rights and opportunities between girls and boys as a strategic goal. (MEC 2012b, 6–7, 28.) Gender groups are also mentioned in the Educational Equality Strategy (MEC 2012a).

When discussing the education and employment opportunities of students who need support it is often mentioned that the needs of both the individual and the society should be considered. The document focusing on education equality stresses that, in the future, our society will need all working-age people to participate in the labour force, so students in need of special support must be provided with flexible, accessible and achievable opportunities. This concerns also an individual's right to education, work and participation in society. (MEC 2012a, 58.)

The graduation rate improvement programme identifies various groups of people whose education has been interrupted in order to determine the correct response to

these situations. The majority of drop-outs are over 20 years old. (The Finnish National Board of Education 2014b, 18.) Some of the reasons why these people over the age of 20 interrupt their studies include financial problems, changing fields, earlier interruptions and difficulties in forming a group with 16-year-olds. Additionally, a number of students simply disappear, little by little, during the course of the studies, and some interrupt their studies in the very first weeks. Drop-outs who "disappear" often suffer from a lack of motivation or from different health issues. Those who interrupt their studies very quickly are often the ones who got accepted into their 2nd or 3rd choice of education and may feel they have ended up in the wrong field. The ones who interrupt their studies during the third year often do so because they found a job, lack motivation or started a family, but sometimes also because they are anxious about graduating. These different groups require different forms of support, which the institutions should take into account so they can correctly time the guidance provided to each student. (The Finnish National Board of Education 2014a, 60–63.)

In the documents, young people with families are often overlooked, and, for example, the measures aimed at helping people graduate faster do not include any dedicated support to students with families. On the other hand, while discussing study grant improvements it is mentioned that the position of students with families has to be considered. In general, though, family wellbeing is discussed mostly in relation to the Child and Youth Policy Programme. Methods used to improve the wellbeing of children and youth include supporting parents more extensively through family centres. However, students' families are not mentioned here either – the focus is on the possibility that part-time work or shortened work days may be a good solution for parents. (MEC 2012b, 34, 38).

In the documents we analysed, employers play mostly a very passive role. On the other hand, wage subsidies are used to encourage employers to hire young people. Young people can be given a so-called Sanssi card, which is a promise to the employer that the TE Office will pay a portion of the wage. The wage subsidies are intended to make up for the young persons' lack of experience. (MEE 2012b, 60.)

Supporting young people's entrepreneurship is also a part of the Youth Guarantee. In addition to wage subsidised work, entrepreneurship is an important employment option for many young people. Due to this the TE Office organises workshops to support young people interested in entrepreneurship. The workshops offer business advice, coaching, start-up money, training and mentoring, and the programme is tailored to suit young people in particular. (MEE 2012b, 61–62; Prime Minister's Office 2015a, 44).

All in all, the policy programmes' general goals include improving the employment rate of young people, preventing social exclusion, promoting educational equality and supporting lifelong learning and continuous accumulation of skills. These goals are seen beneficial to both the individual and the Finnish society as a whole. From

an individual's point of view, low levels of education and lack of professional skills significantly reduce employment opportunities and increase the risk of long-term unemployment and social exclusion. From society's point of view, in turn, a lack of skilled population and a large number of marginalised people cause economic problems. Unemployment, social exclusion and the accumulation of hardships are costly to the community. Special measures are targeted at groups who face the highest risk of becoming socially excluded, such as drop-outs, immigrants and various minorities. It appears that the criteria for success is whether the employment and graduation rates of the young people belonging in these risk groups, who are more likely to become socially excluded, can be improved. From an employment policy perspective, this can be understood as achieving full participation in the labour force for those young people and risk groups that are expected to struggle the most in this area. In terms of education and youth policies, the criteria for success are also defined based on a wider perspective of citizenship and adult socialisation. The criteria for the success of policy programmes are, therefore, not only based on the labour market and economy, but also on broader concepts such as community, growth and socialisation.

### **Mapping and Review of LLL policies in Southwest Finland and Kainuu**

#### **Southwest Finland**

Southwest Finland's main challenges include a slower development of employment than in the rest of the country as well as the large number of people who are long-term unemployed. More people are retiring from working life than entering the workforce. (ELY Centre 2013, 7.) Higher education policies stress the importance of lifelong learning and entrepreneurship education, because the changes and growth of the knowledge and skill requirements, the aging workforce and educational differences between generations mean they are needed (Regional Council of Southwest Finland 2010, 24; Regional Council of Southwest Finland 2014, 30). Education developments are centred around pre-emptive measures, projects and entrepreneurship education. Co-operation networks will be expanded, management of expertise improved and collaboration with businesses encouraged. The goal of the education strategy is to ensure the availability of skilled labour in the area. (ELY Centre 2013, 2.)

In higher education policies, the importance of using versatile and flexible methods to educate and employ young people is highlighted. Efficient and correctly timed guidance, especially during the transitions between education levels and from education to working life, various internships and trial opportunities, as well as investing in co-operation between the different actors are highlighted as ways to prevent youth unemployment and social exclusion. The goal is to provide relevant, multidisciplinary and networked guidance that prevents the social exclusion of young people and adults, supports graduation and employment of young people and helps them find a suitable place to study (ELY Centre 2013, 7). Educational policy projects

aim to develop and consolidate work-based learning methods, and educational institutions strive to enable flexible and individual learning paths. The flexibility of studies has been improved especially through the AAVA and OPEDA projects. In the AAVA project, all the programmes offered by the educational institutions of the different municipalities have been opened to everyone so that students can choose the most suitable institution regardless of where they live. The project is intended to offer students exactly the education that they and the labour market require. The OPEDA project was designed to make flexible studies possible for students who need special support in vocational training.

The relationship between education and working life is being improved in many ways. To encourage young people to become entrepreneurs, a project called INNOSTAMO was created. It was used to build a regional entrepreneurial education network with the goal of developing entrepreneurship and new learning environments. In addition, there is a project underway in Southwest Finland that aims to strengthen the sales knowhow of young people by providing sales training. The Milli project is not only about increasing the young people's appreciation, knowledge and understanding of sales – it's also about teaching them skills such as promoting their own thoughts, know-how and achievements, which are important in terms of getting a job, being successful at work and life management in general. According to the project, sales training improves the youths' employability and reduces their likelihood of ending up unemployed.

In Southwest Finland there is a dedicated project aimed at youths who have interrupted their education. The project tries to catch them straight away and guide them directly into apprenticeship training. Improving the guidance offered by educational institutions is another method used to reduce the interruption rate. In order to decrease the interruption rate and improve the graduation rate, the VALMIS project has developed new individual and group-based support and guidance systems.

In Southwest Finland, the guidance for transitions between educational levels and education and working life has been a main focus, since these transitions are critical in terms of social exclusion risk. One problem has been that there is not enough capacity in the educational programmes for the education guarantee to be fully implemented. Guidance for drop-outs is also a development target to prevent the people who dropped out from being abandoned. The goal is to not drop the contact with drop-outs at any point. (Regional Council of Southwest Finland 2010, 47.) An extensive regional guidance model intended to provide smoother transitions is under development. According to the MAST project's management model, educational institutions and workshops shall guide the youths in cooperation and enable individual education paths.

VALMA training, which prepares youths for vocational education, is offered in several educational institutions. The VALMA project also includes a separate branch that



offers ICT training developed by the #ICTknowhow project. In the project, ICT training is used to pre-emptively reduce the risk of social exclusion. The VALMA training also includes training used to improve life skills, such as the life management module, where the youths participate in group activities designed to motivate them to take responsibility for their own life.

Youth policy projects are aimed at improving young people's wellbeing and chances of getting employed. In youth workshops (e.g. Fendari) young people can try their hand at some traditional handicraft work, while also receiving guidance from youth workers and a career planner in order to solve their everyday challenges. In Southwest Finland, there are also Ohjaamo centres that fall under the Youth Guarantee project. They offer all the services young people need under one roof. Ohjaamo provides e.g. individual counselling, help finding a job or training place, career planning and assistance in mapping the options that are suitable for the youths' life situation. Job-search guidance and career planning services for youths in different life situations has also been developed in the VaSiTe project. Additionally Southwest Finland offers services that are aimed at girls in particular. The House for Girls of Turku provides girls with support to help them improve their self-esteem and find their own approach to femininity while taking the diversity of gender in consideration.

Employment policy projects have goals that are similar to the ones of educational policies. The goal for the projects is to find employment for young people, support the transition from education to working life and to encourage and guide young entrepreneurs. Work-based learning opportunities are developed in the OTE and M.O.T. projects. The OTE project is run in collaboration with businesses and work-based learning centres. It is built around a mixed model that falls between a "school" model and a work-based learning model. The goal is to create models that are targeted at young people and combine studies and work in a flexible way. The M.O.T. project is aimed at youths who need different types of support. The project develops ways for students who need support to learn and receive guidance at the workplace. It also looks for ways to increase the number of ways that work-based learning can be organised.

The employment services are thus targeted at youths who are in different situations and require individual support. The Töitä! project specifically targets young people with higher-level education. Meanwhile, the VOITTO project is dedicated to trying to help youths and adults who are in a weak position in the labour market find employment. The project seeks to offer its clients alternative ways to acquire new skills and improve their life management and chances of finding employment.

Employment policies also take into account the practices of other EU countries. The Huippu project utilises experiences and good practices from other countries in order to promote the employment of young people. There is an international project to support young entrepreneurs, as well. Erasmus for young entrepreneurs is an

entrepreneur exchange programme that allows beginner entrepreneurs and persons interested in becoming an entrepreneur to learn from experienced small-scale entrepreneurs in the other countries that participate in this programme.

The projects' target groups include young people outside of education and the labour market, students, education dropouts, young people who need flexible education, youth facing the risk of social exclusion and highly educated young people. Immigrants are often classified as a special target group in various projects. VaSkooli is an educational policy project dedicated to immigrant youth. It aims to construct an education guarantee model for immigrants while taking their specific challenges into account. In general, immigrant youths' education paths are many and varied, education options are not well matched to demand, learning, guidance and teaching needs to be developed and the number of starting places in secondary vocational education needs to be increased. The projects look for solutions for these problems.

Many of the projects in Southwest Finland are examples of situations where several actors work together and networking is used to achieve goals. Information and good practices are shared in order to find cost-effective and functional solutions. The goal is to offer young people guidance that is both effective and correctly timed so that each of them can find the right place for themselves and help meet the labour demand in the area. For instance, educational policies can be seen as successful when the region's available education matches local labour demand, supports entrepreneurship and the local people participate in education to extend their working careers or improve their wellbeing and employability. Meanwhile, employment policies are expected to help young people to transition smoothly into the regional labour market.

In the area surrounding Turku, and in the entire Southwest Finland, the Youth Guarantee and education guarantee have been under active development since 2005. Numerous Youth Guarantee projects have been carried out in the region in 2005–2015. Various development projects, models and approaches have been created in broad-based cooperation between different actors in order to guarantee education access for young people, prevent education interruptions and social exclusion and support young people's transitions into the labour market. Particular attention has been paid to cooperation, especially during transition phases, as well as to realising the Youth Guarantee with regard to some special groups (such as youth who only speak foreign languages or special needs youth). New guidance and training models have also spread into other Finnish regions as well as other European countries. Below, we present short descriptions of three different projects.

***THE MAST PROJECT – The regional management model in use and in practice***  
(2009–2011)

The MAST project is a broad-based collaboration project between the educational organisations and other actors in Southwest Finland, funded by the European Social Fund, ELY Centre of Southwest Finland and the participating organisations. The primary target group for the project consists of youths under 25 years of age facing a high risk of social exclusion. In addition, the target group includes educational institutions, teachers and counsellors, workshop personnel, various authorities, representatives of the employers' and workers' organisations as well as entrepreneurs. The MAST project aims to create a regional youth guidance model, as well as to develop and consolidate the network of experts responsible for providing the guidance.

The project has developed a management model based on co-operation between educational institutions and workshops, as well as primary and secondary education, the introduction of a system for monitoring the region's youth and new pedagogical control models, as well as increased co-operation between the different actors. Measures relating to the management model are used to support young people's transitions on their education path, reduce the dropout rate and improve graduation rate. The project measures are divided under three different thematic categories, which are: 1) cooperation between schools and youth workshops, 2) first transitional phase and interruption prevention, as well as individual guidance and learning paths, and 3) improving graduation rates in second degree graduation and transition to working life.

The regional management model is based on shared values and principles and the actors participating in the project are committed to these values. The shared values are: equality, justice, respect for individuality and diversity, responsibility and a positive attitude towards development. All actors involved in the project are committed to implementing certain measures, as well as ensuring the agreed level of guidance and support. To support the various stages of the youth guidance model developed during the MAST project, materials have been created as a result multidisciplinary cooperation. They consist of various operating models, project descriptions, instructions, forms, and agreements. The materials are designed to help the persons providing youth guidance and support services as they guide a variety of young people on their education paths and through the transitions towards working life.

MAST project was executed in the level of high concreteness. In the project it was established a model of steering for reducing school dropouts and improving the transition from school to work. It was put into practice in regional level with low or medium level of institutional involvement (the network of the actors in project was reasonable large).

***VaSiTe – Promoting youth employment and education (2011–2014)***

The VaSiTe project is jointly implemented by the City of Turku and the municipalities of the surrounding area and funded by the European Social Fund (ESF). The project is linked to the Youth Guarantee, which was implemented in spring 2013. The project aims to promote the education and employment of young people and to prevent social exclusion of young people in the region around Turku. The goal is to produce long-term effects by making the good practices created during the project a part of the key partners' and organisations' normal activities.

The target groups are the Turku sub-region's secondary level graduates and young people without vocational training who are between 17 and 30 years of age and are not employed or enrolled in an education programme. In addition, the project's target group includes secondary school teachers and counsellors, public authorities (youth and social workers, labour administration and other public services), employers and entrepreneurs. As the good practices created as result of the project are disseminated, the target group will expand to include, in addition to the people mentioned above, training organisations in different parts of Finland, various youth guidance organisations and projects, representatives of working life, as well as public authorities at local and national level, labour organisations, labour administration, local and national decision-makers and the media, and through them the so-called general public.

The main measures included in the project to combat the social exclusion of young people are 1) job search guidance and job-search services for secondary level graduates and career planning services for those heading for further studies or a different field of education, 2) career planning for those without a degree or drop-outs: guidance towards work try-outs or apprenticeships, 3) piloting job-search training and employment-promoting card training in high schools, 4) training high school teachers and instructors in using job search materials, 5) an increase in business co-operation to assess demand for labour and work try-out opportunities, 6) the organisation of recruitment events and participation in them together with the TE Office, 7) promoting youth employment in the region through communications, 8) the use of social media in order to get the youth to use the guidance services, 9) increasing cooperation with other actors who provide guidance for young people.

The project produced a job-seeking course and related online materials for young people who are close to graduating from gymnasium. In addition, a job search material package that secondary school counsellors and teachers can use in career guidance and job search skills training was created.

Project leaders in collaboration with the TE Office have also arranged regular information sessions for unemployed jobseekers. Over the course of the entire project, guidance was provided to 213 unemployed persons (goal: 180), 145 people enrolled in education were assisted (goal: 60) and 80 employed people participated

(goal: 90). During the project, altogether 13 companies (goal: 26) and 11 other organisations (goal: 15) participated in the business collaboration. As a result, 64 people (30%) found a job, 30 started a new educational programme (14%) and 35 started a work try-out or internship (16%). In addition, 7 people switched to other guidance services or started military service. Overall, the project reached its objectives: the figure for the main objective aka realised employment rate was 91% (64 persons found employment during the project, while the goal was 70).

VaSiTe was a project with high level of concreteness (materiality) and included practical measures such as courses for job search and web material for seeking jobs (both for students and teachers). It functioned at regional level with medium level of institutional involvement (the project included various educational institutions and employment offices).

### ***M.O.T – versatile learners in the workplace*** (2014–2015)

The M.O.T. project is a network project funded by the Ministry of Education and Culture. Several educational organisations and foundations from Southwest Finland are involved in the project. The project aims to develop work-based learning and guidance for students with different educational needs, as well as to diversify the work-based learning methods, so that these youths could complete a larger part of their studies at work. The long-term goal for the M.O.T. project is to develop permanent operating models and practices. The measures developed during the project can be classified under two categories: developing more flexible education paths and the guidance provided at the educational institution and developing measures that prepare the youth for work-based learning.

To achieve the project's objectives a variety of practical measures are considered necessary, for instance more support for students who need help with their working life skills, improved teaching and guidance at school, improved guidance at the workplace, close co-operation with businesses in order to obtain job training places, as well as ensuring the quality of work-based learning through e.g. common quality criteria. These measures are expected to support the implementation of the Youth Guarantee by reducing the vocational education interruption rate and strengthening young people's connections to employers. A variety of guidelines and training materials that can be used by teachers, students and employers to support young people in work-based learning has been developed during the MOT project.

M.O.T. was a “network project” with medium level of concreteness. In project there were produced learning materials and operation models for learning at work. The project functioned in regional level with medium level of institutional involvement, since it was funded by Ministry of Education and Culture, but carried through in different educational institutions.

To summarise the nature of the Southwest Finland projects described above, it can be said that they are quite broad projects for developing the approaches, practices

and tools in order improve effectiveness various kinds of policies related to youth at risk. These developed practices, in turn, will be applied in ongoing and forthcoming policies in the region.

### ***General notions***

In the Southwest region the LLL policies are governed by several educational project coordinating institutions and education institutes on different levels. The majority of the projects are organised by the City of Turku but also the cities of Raisio and Salo are collaborating in different projects. All the major development projects especially related to NEET are presented on the website [koulutustakuu.fi](http://koulutustakuu.fi). It is also a platform for good practices, publications and tools for students and teachers. It can be argued that the planning for future has been quite active in this region: there is a clear strategic plan for organising education in the Southwest region and a plan that specifically focuses on the youth and their transition to *the labour market*. At least on a rhetorical level, the transitions are strongly emphasised. The exclusion or marginalisation of youth is seen as a major disaster for the individuals themselves and an expensive issue for the society itself. These plans for youth include immigrants, NEET, young entrepreneurs and more educated youth.

It is hard to distinguish which of these three sectors are mainly emphasised in the region, since a majority of the projects include elements from all of the sectors. Many of the projects focus on youth who need educational support, qualifications and personal guidance in order to reach the labour markets and become employable. Relatively speaking, it can be argued that the focus in many projects is turned to the 'learning' of the individual and policies tend to be more individual or 'learning centred'. For example, there exist plenty of 'guidance services' in the region. The target groups for these services are young immigrants, youths who need special support (the girls house for example), but also young entrepreneurs who need instructions and advice on how to run their businesses.

According to our sample of projects, it seems that many municipalities do collaborate with each other intensively. It is also noteworthy that some municipalities are completely missing from these projects. The reasons for this are impossible to analyse here and would require a more accurate analysis. Overall, it can be argued that various policy sectors are well covered and the emphasis on youth is considerable. The Southwest region has a high number of educational organisations and it seems that they collaborate in many projects, many of which are funded by the EU.

### **Kainuu**

In Kainuu, the negative population development trend is intensified by young people moving out of the region for jobs or education. One of the challenges that Kainuu faces is how to attract new inhabitants from elsewhere in Finland or even abroad. (Regional Council of Kainuu 2015, 14.) On the other hand they also struggle with a

youth unemployment rate that is above the national average. In the Kainuu welfare plan for children and young people, the fact that the region's children and young people are in poorer health than the rest of the country on average is highlighted as a major challenge. Education's effect on well-being is emphasised, so one of the objectives is to reduce the number of young people left outside active measures while implementing the Youth Guarantee. (Kainuu Social Welfare and Health Care Joint Authority 2014, 29, 36; Regional Council of Kainuu 2015, 19.)

The main goals of projects often include supporting the wellbeing of young people and/or helping them find employment or education. Most youth policy projects aim to comprehensively improve the wellbeing of each young person. They provide everyday skills, improve life management and help the youths prepare for studies or work. Many projects stress the youth's own active participation and take their plans and wishes into account. In accordance with the objectives of the Youth Guarantee, the NUPPA project in Kainuu has developed a one-stop service. This means that services related to guidance for young people, education, life management skills and hobbies are all found under the same roof. The Youth Guarantee is being actively implemented all across Kainuu and the aim is to offer young people exactly the services they need. Workshop projects help maintain communities where employment and related training strengthen young people's ability and capacity to seek training or employment. In Kainuu, there are active workshops in several cities (Kuhmo workshop, Kumppaniksi ry, Suomussalmi and Vaala workshops). (Kainuu Social Welfare and Health Care Joint Authority 2014, 21–22.) In addition, Kainuu offers the Aikalisä service which is aimed specifically at young men and provides support for tackling complicated life situations. The position of young mothers and the challenges they face while looking for work are also recognised, but there is no dedicated project (City of Kajaani's youth work, 33).

Kainuu uses both regional and local strategies to try and improve the employment rates of young people. In accordance with the national objectives, all projects emphasise the importance of cooperation between the different actors and different regions in order to provide the most appropriate services to each individual. There is also a project dedicated to supporting foundations' ability to offer jobs (Tukea ja tehoa työllistämiseen). Labour market policy projects generally target unemployed youths who already have a vocational degree and the basic skills required by working life. On the other hand, youth policy projects include a lot of supportive activities for young people who lack skills and that are both outside education and outside the labour market. To give young people who are outside education and the labour market tools to improve their life management and chances at transitioning to education or employment, e.g. courses (the Hyvä päivä project) or art projects (the Tenho project) can be used.

Many projects list finding a suitable educational programme as one of their goals, but there are few actual educational policy projects in Kainuu. The VALMA project is aimed at young people who have graduated from school and young adults who need

support to improve their learning capacity and support in order to transition to the next education level. The adults targeted by the project include especially immigrants and people who are changing professions. In Kainuu, there is an obvious lack of projects aimed at people who have interrupted their education. There are services that provide career planning and employment guidance, but no systematic social and health support service. In the Kainuu child and youth policy programme (City of Kajaani's youth work, 33) it is noted that young people can get trapped in a social, economic and psychological vacuum, which at its worst can lead to social exclusion, behavioural problems or suicidal thoughts.

In Kainuu there are separate services for young people who need to improve their life management skills and for young people who already have the motivation and the potential for direct employment. It is, however, clear from the project descriptions that young people are expected to actively look for help and support. In the evaluation report concerning youth services (Regional Council of Kainuu 2016, 4), it is noted that there is a group of young people whom the services do not reach.

The final goal is for the young person to become employed, usually after completing at least second degree education. In accordance with national objectives, the training aims to enable work-based learning and flexible learning paths and to support youth entrepreneurship. Actual concrete projects are, however, not mentioned. Instead, the goal remains almost exclusively an idea recorded in the regional programme and the educational institutions are left to implement it independently. (Regional Council of Kainuu 2015, 41–44.)

Since there is no university available in Kainuu, some youths move to other cities to get higher education. Kainuu tries to convince young experts to move back into the region. Yet throughout the early 2000s, the number of young adults moving away has exceeded the number of those who move into the region. (Regional Council of Kainuu 2015, 14.) Kainuu has also been found to suffer from a lack of faith in the future, experienced by young adults in particular. There are attempts to combat this by highlighting local values and positive mental images (Regional Council of Kainuu 2016, 7). In the regional plan, the goal is to refresh Kainuu's image by marketing and commercialising its special characteristics using the concept of "*kainutlaatuisuus*" (Kainuu + ainutlaatuisuus, "uniqueness"). (Regional Council of Kainuu 2015, 33, 69–70).

### ***Reviewing three LLL Policies in Kainuu***

The three LLL policies of the Kainuu functional region chosen here for more extensive descriptions are the PajaNUPPA workshop (social/youth policy), Nuorten työstartti service (labour market policy), and VALMA training (educational policy).



**PajaNUPPA**

PajaNUPPA is a workshop for young people from Kajaani under the age of 30, whose objective is to reduce social exclusion. Reasons for participation may include, for example, unemployment, inactivity, interruption of studies or the threat of it, the lack of vocational training or a desire to find something to do. The operation is targeted at those young people whose motivation and/or ability to plan their own future planning is weak and whose everyday life management skills are not sufficient, and who therefore do not have the capacity to participate in rehabilitative work, work try-outs or normal employment. Youths struggling with their studies also belong to the target group. PajaNUPPA's primary sector orientation can be defined as social and youth policy since, while the orientation overlaps both with labour market and educational policies to a certain extent, its main focus is on strengthening the overall wellbeing of young people.

PajaNuppa activities are based on voluntary participation and a lack of contracts and they consist of individual coaching and activities performed in small groups. Together with their counsellor, the young person will create an individual plan for themselves, which will then be updated regularly. The objective of individual counselling is to comprehensively assess the youth's life situation, to help them find the ability and motivation to participate in rehabilitation and training services, to motivate them to enroll in education and seek employment, and to promote their opportunities and ability to function in society. The project seeks to provide exactly the type of help and guidance that the young person needs. The guidance can concern e.g. housing or livelihood-related issues, education issues or problems with everyday life (daily rhythm, healthy lifestyle, gambling addiction, cooking, shopping, debt issues, etc.) . In addition to individual guidance, the project also arranges workshop activities that are used to improve social skills and group work skills. The groups practice everyday life skills and try to help the youths find out what they are interested in. Group activities may consist of, for example, cooking, sports, hiking, crafts making, visits, discussion groups; the activities are planned together with the youth, based on their wishes. Doing things together strengthens their belief in their own skills and ability to participate. The purpose of PajaNUPPA is to provide young people with skills needed in everyday life, to help them make and implement plans for their future and to give them a sense of having a routine and things to do. The youths can participate depending on their own needs and capabilities. The duration of participation in the activities is not limited; the youth can visit the workshop until their plan for the future has become clearer and they have the resources they need to take the next step. Once the right place is found, the young person is supported through the transition. Even after the transition, contact with the person is maintained until they have connected with the new place. The time horizon of PajaNUPPA is long term, as it is an ongoing service model. The primary actors are the youth workers of the Nuorten kynnyksetön palvelupaikka project, but they work in cooperation with several other

experts depending on the individual needs of the young people participating in PajaNUPPA.

PajaNUPPA is a concrete policy measure, which was initiated by the actors of the NUPPA project (see below) and is run by a network of local and regional actors. With regard to the Coordinate system for identifying policies suggested in the Work Package Proposal, PajaNUPPA has a high level of materiality but a rather low level of formality.

The PajaNUPPA workshop is part of the No-threshold youth services project (NUPPA), which aims to construct a service management and multidisciplinary service model for young people under 30 years of age. NUPPA works by using a partner network and existing services to develop new services in collaboration with other actors. NUPPA brings all of Kajaani's youth services under one roof and provides young people with free and confidential counselling, advice, life management support, hobby activities and expert services. The aim is to implement the principles of lifelong guidance and to create services for long-term and urgent situations as well as to construct an operating model for the various service providers operating in Kajaani. NUPPA is a project funded by the European Social Fund (ESF) and the Finnish state. The City of Kajaani is responsible for the operation, and the project will be implemented in close cooperation with sponsors, government agencies, the youth guidance and service network, service providers, and third-sector actors. Young people are closely involved in planning the operations. The implementation of NUPPA is supported by the nationwide Kohtaamo project, which provides low-threshold guidance services to young people and aims to improve the coordination of online guidance. Its purpose is to promote the employment of young people and to prevent social exclusion. A number of administrative sectors, the labour market and the third sector are organising the project in collaboration. Kohtaamo is a part of the implementation of the Youth Guarantee and will be funded by the European Social fund in 2014–2020.

### ***Nuorten työstartti***

Nuorten työstartti is a service provided by Kumppaniksi ry. Its target group consists of people who are under the age of 30 and have a vocational degree who and the motivation and desire to find employment. This project, which receives employment policy funding from the Kainuu TE Office, always has employment in the open labour market as a goal, so its primary sector orientation is labour market policy and its aim is to reduce youth unemployment. The service provider behind Nuorten työstartti, Kumppaniksi ry, is an organisation founded by the City of Kajaani and the Sotkamo and Ristijärvi municipalities. It provides coaching and rehabilitation to unemployed young people facing a high exclusion risk and other difficult-to-employ persons in order to help them get an education and find work. The goal of Nuorten työstartti is to promote the participants' rehabilitation and help them find a place in normal working

life. Kumppaniksi ry wants to provide a transitional environment where the participants' objectives are clarified while working, and their activities are designed to ensure that once the rehabilitation or training period with Kumppaniksi ry ends, the next place for the participant has been determined and that it suits their needs and capabilities. Primary actors in Nuorten työstartti include the Kumppaniksi ry rehabilitation counsellors, personal coaches and the job coaches or various work stations, all of whom work in collaboration with each other and, where appropriate, utilise a broader network of collaboration partners to support each young person.

Production work carried out under the guidance of the job coach is an important part of the preparation for working life and rehabilitation. The Nuorten työstartti service starts with a one-month work try-out period at one of Kumppaniksi ry's work stations (cars and metal, ICT and communications, food, wood and building, textile and office). Each person's work tasks are tailored to meet his or her skills and current resources, and do not require any specific training or special knowledge in the field when starting. During coaching, the young person will learn about the rules of working life, the workshop and the jobs available in the chosen workshop. The coaching concept also includes work orientation and guidance as well as the materials and equipment needed in the work, protective clothing and occupational health services. During the period, an individual job-hunting plan will be created or updated, the person looks for work in the open market with the support of the job coach and job search expert and goes to job interviews. This period can also be shorter, if a work try-out place or a job in an external company is found earlier. If the person needs some type of short training in order to get a job at a company (e.g. occupational safety and hot work card or hygiene passport), the goal is to organise the necessary training during the period. After the work try-out period at the Kumppaniksi ry work station, there is a one-month work try-out period at a company so the applicant can demonstrate their skills and motivation to the employer. The aim of this second period is always the signing of an employment contract, either fixed-term or permanent, at the end of the work try-out period. To improve their chances of finding work, the Nuorten työstartti participants have Sanssi cards granted by the Kainuun TE Office. This is a sign to the employer that the TE Office has committed to providing wage subsidies if the participant is hired in accordance with certain terms. Nuorten työstartti aims to match the needs and opportunities of an individual with training and coaching so as to form a clear route towards the set goals. The time horizon of this LLL policy is long-term, as it is not a project but an ongoing service available for unemployed youth who have completed vocational education. As an LLL policy measure, Nuorten työstartti is very concrete and, hence, has a high level of materiality. It is part of the services provided by an association upheld by three municipalities, and its operations are run by a network of actors working in cooperation. On the x-axis of the coordinate system for identifying policies (institutions – actors/networks), it can be placed a bit closer to the network end of the axis.

***VALMA – preparatory training for secondary education***

VALMA training is preparatory training provided by the Kainuu Vocational College, with the aim of providing students with the capability to apply to vocational training and to support their ability to complete a vocational qualification. Hence, the primary sector orientation is educational policy. Kainuu Vocational College is funded by the state and the municipalities of Kainuu. The VALMA training has a long-term time scale, and the main actors are teachers and guidance counsellors of the vocational college. VALMA training is primarily aimed at young people who are leaving school, are without secondary education and want to refine their career plans and attend vocational training after the preparatory training, but the training is also open to adults who need support in order to transition to vocational training. In addition to youths, immigrants are also an important target group. Immigrants or persons of immigrant origin who want to participate in the training should have Finnish or Swedish language proficiency at level A2.2. and they must have a valid residence permit.

The Valma training takes one year, has a scope of 60 competence points and a structure that includes both compulsory and optional modules. The orientation period at the beginning of the training is mandatory, has a scope of 10 competence points and provides vocational training orientation and the development of key skills for working life. Covered themes include the student's self-awareness, information about education and professions, learning skills, information about employment, occupations and apprenticeship training, and the creation of a personal study plan and follow-up plans. During the orientation period, an individual study plan is constructed based on the student's interests and goals. The student can influence the contents and implementation of their education with their own choices. The studies consist of training and work try-outs as well as more theoretical studies and the student can choose how they are timed during the school year. During the studies, a plan for future education will be constructed for the student. Based on their own goals, the student chooses 50 competence points' worth of optional studies. Available training modules include the improvement of learning skills, preparing for work-based learning and apprenticeship training, strengthening everyday life management and well-being, as well as vocational qualification modules. The training improves study skills and life skills, and during it participants have the chance to explore a diverse range of educational sectors, professions and workplaces. At any stage of the preparatory training, students can move on to vocational training if they have necessary resources. Similarly, students can move on to apprenticeship training, if he or she has the resources and finds a suitable apprenticeship training place. As mentioned above, VALMA training is provided and run by a regional educational institution, Kainuu Vocational College, which has been granted the permission to organise the training in question by the Ministry of Education and Culture. This LLL policy can be described as concrete, formally initiated and institutionally run.

***General notions***

Overall, the LLL policies are fairly well organised and different institutions and actors work in collaboration within the Kainuu functional region. This is not only possible but also necessary, since there is a very limited amount of resources to be used for this purpose in the region, and there are only a relatively small number of people living in an area that is large in acreage (Kainuu is roughly the size of Belgium). Most of the LLL policy actors work or provide their services in more than one of the region's municipalities, although many actors work mainly in and from Kajaani, which is the capital of the region. Out of the three central policy sectors, social and youth policy is best represented in the (concrete) LLL policies of the Kainuu region. There are also several LLL policies that can be categorised as belonging to the labour market policy sector. However, in our mapping process of Kainuu's policies, we only came across one LLL policy that is clearly oriented towards the educational policy sector, VALMA training (although its goals also include also improving general life management skills, thus taking a step towards a policy aim of reducing social exclusion, which is a typical goal for social and youth policies). While goals and objectives related to educational policy are, of course, taken into account in many of the social and youth policy documents and projects as well as in more general policy plans and programmes, it is nevertheless quite surprising that educational policy objectives are in almost all the cases subsumed in more 'comprehensive' LLL policies.

One factor behind the absence of a larger number of LLL policies in the category of educational policies is that there is really only one major institution in the region that provides vocational education in the municipalities, so it seems (based on the policy mapping results) to also be the only relevant actor when it comes to executing more concrete educational sector LLL policies with regard to the target group of the Young Adullt project. One reason behind this could be that vocational education is likely to be a more realistic and desired choice compared to general upper secondary education for most of the young adults in vulnerable situations, so the Kajaani Polytechnic and the general upper secondary schools of the municipalities are not targeting their resources to cater to the needs of this group of young people. The dominance of LLL policies leaning towards the social and youth policy sector can be explained by the urgent need for these types of projects and interventions considering the poorer health and lower level of wellbeing and life management skills of the youth and young adults in Kainuu when compared to the country as a whole.

## Analysis

### Cultural political economy perspectives in Finnish LLL policies

The perspective of Cultural Political Economy (CPE) “highlights the relevance of the cultural dimension in understanding and analysing the complexity of social formations such as policies.” This is to say that *LLL policies always reflect selective interpretations of problems, explanations of their cause, and preferred solutions*. The economic and the political in the LLL policies are deeply embedded in cultural contexts and broader sets of social relations.

As the research plan says, “by emphasising aspects of variation, selectivity and retention of policies’ focus and approach, their objectives and orientations as well as their definitions of target groups, CPE invites us to analyse policies as the articulation of semiotic (cultural) and extra-semiotic (structural) moments, thus focusing on aspects of semiosis, agency, technologies, and structuration and their interaction” (see Jessop 2004; 2010). Some of the questions CPE helps us address, amongst others, are: What are the different orientations and objectives of LLL policies? Since they differ in terms of sectorial focus and approach, are their objectives and orientations mutually compatible? How do they construct their target groups? With what (intended or unintended) effects? What are the specific contexts and conditions for these policies to succeed?

A cultural political economy perspective makes it easier to view the subject (policy papers and actions) from a wider angle than the one that the “self-understanding” of the policy texts and actions reveal. It is appropriate to ask how the social problem this study focuses on (youth unemployment, social exclusion, young people outside of education and work) is framed. What kind of terminology (economic, social, cultural, etc.) is used when talking about the phenomenon and potential solutions? At the implementation level, practical issues are often the main focus, while more general connections between the phenomenon and society are not discussed. Policy documents are, however, always based on some perspective that is taken as granted in the texts. In a way, the texts construct a problem and a “reality” around it and then discuss them. Therefore the description of a phenomenon and its reasons is, at least implicitly, an assumption on the logic that the reality is built on. Often the description unpoliticises the subject matter and presents it as if a clear-cut solution, based on e.g. economic principles, exists for the problem. This way political solutions turn into technical solutions. Yet with this approach, a large portion of the problem’s framework is not brought up and is left outside of the reality constructed by the texts.

The labour market and the relationships between the parties of working life are an arena of political struggles. At the core there is the power to define wages and employment relationships. Similarly, the struggle between social classes permeates

the education market, which is built on logic that is based on middle and upper-class culture. Studies show that compared to successful or average young people, the young people who struggle with education and employment more often come from a disadvantaged background and are the children of poorly educated parents. Class background, therefore, essentially determines the way these young people perceive their own opportunities and whether they believe in their chances of being successful in the competitive education and labour markets. A similar situation is easier to detect in societies with sharp class differences such as the UK and France, but the perception of class differences and the general existence of classes in the society has grown in the 2000s in Finland. For example, the income and health differences between different social classes have markedly increased over the last 20 years.

Thus, one important aspect that the policy texts do not discuss at all is the class structure and the different life opportunities available to the different social classes. Especially after the Second World War, Finland experienced a period of growing equality, during which class differences, measured in several ways, decreased as the number of available white-collar jobs and middle-class positions increased significantly. For a long time, the development of the Finnish welfare state's services could be described using rising graphs and increasing numbers. The range of services expanded and the number of people covered by them, and thus costs, increased. Economic growth made extensive wellbeing services possible and public services supported the growth. A comprehensive social security system was built to make up for temporary gaps in income from employment income. Social assistance, provided by municipalities, was intended as a last-resort form of income security. In the 1990s, the trend began to change. Neoliberalistic argumentation created a doctrine around this change. The relationship between society and the individual was redefined. Citizens should take responsibility for providing their own wellbeing and not expect help in the form of transfer payments. The service systems are too extensive and generous and maintaining them through high taxes violates an individual's right to make their own spending decisions. Inefficient state and municipal services waste resources. The public authorities should stop producing services themselves and transfer them to private producers that can operate more efficiently. The social welfare and health reform currently underway in Finland is intended to do exactly this.

During the 2000s, the number of persons and households receiving social assistance has increased dramatically. The increasing social sector costs have inspired politicians, right-wing politicians in particular, to justify all kinds of cuts in social benefits and lowering the level of benefits. First on the list of benefits to receive cuts are the benefits of those who are outside the labour force. Overly generous, gratuitous social security is seen as an explanation to why some youth choose to remain outside education and the labour force. The benefits aimed at younger people may also be an easier target since they are not yet considered full citizens and have no strong, organised lobbying to support them. Due to their age

young people have not yet benefitted society in any way, so they have no right to demand support. The foundation for this logic is the concept of individual responsibility contained in the neoliberalist ideology – in this case the responsibility is placed on underprivileged young people.

Publicly provided education has also been subjected to many changes. And no new resources for education are to be expected in the foreseeable future. The education network has been streamlined, which means that institutions have been merged and closed down. Interestingly, this development is opposite to the current government's rhetoric regarding raising the level of education. The objective of shortening graduation times is also realised as the shortening of the formal duration of the educational programmes as well as in cutting the amount of content. As the connection between vocational training and working life is improved, the amount of general educational content is decreased. Young citizens are primarily seen as members of the labour market. Skills that are essential in terms of the functioning of civil society and democracy make way for skills that increase productivity.

In the Ministry of Education and Culture's future review from 2014, *Osaamisella ja luovuudella hyvinvointia*, the waning increase of the education level and the differences to education level in other countries is recognised: "National and international studies have shown that young people's learning outcomes have begun to decline. A severe drop in basic skills has occurred. The proportion of young people with poor basic skills has increased in various age groups. Young people's lifestyle and way of thinking have changed. Attitudes that hinder learning have become more prevalent and the differences in skills between girls and boys have increased. Many other activities compete with school for the youths' attention. [--] Finland's position as a location for economic activity based on high competence is facing new challenges as a decades-long period of increasing level of education in Finland is coming to an end. The level of education in Finland can be expected to stop increasing at the turn of the 2020s. In most other OECD countries, the level of education will keep increasing for decades and will stabilise at a level that is higher than Finland's." (MEC 2014a.)

In Finland, the education level of younger age groups seems to have stabilised at the late 1990s levels, and the educational structure of the young age groups does not appear to be changing in the future. As the trend of increasing education level, which has lasted more than 50 years, slows down substantially, Finland will in the next decades become one of the few developed countries, where the increase in the population's level of education will stop. In the ministry report *Suomalaisten koulutusrakenne ja sen kehittyminen kansainvälisessä vertailussa* (MEC 2014b) it is estimated that in 2030, the Finnish working age population's level of education will be around the average of the EU28 countries. In all likelihood, the educational level of the Finnish working age population will settle below the average of both the EU and OECD countries by 2030.



In addition to the fading growth trend, the way education is approached has also changed. Before, education was seen as a public commodity that produces equality and general wellbeing. Especially since the 2000s, education is increasingly seen as a private good that allows the individual to try to improve their position in the increasingly competitive labour market and advance their private interests. In this situation where economic growth is slow, competition has become a zero-sum game where one person's gain is another person's loss. In many countries, the socio-political importance of education has been pushed to the side and replaced by the idea of a business that serves the needs of various consumer groups: at their best, both education and health care are lucrative businesses. Underprivileged youth are also turning into customers for privately organised projects, which clouds the customers' understanding of the state's role and responsibility for its citizens. In Finland, too, the state and municipalities have privatised some of the projects designed to help young people.

The basic problems of young people who are in a weak position in the labour and education markets are a result of lack of jobs, which feeds the depressing views of the future that these young people have. The larger context of the phenomenon is the decline in so-called low-skilled jobs and the increase of highly educated population, as a result of which the competition between individuals for the available training places and jobs has intensified. As a result of these changes, people who struggled with education have mostly lost faith in their ability to succeed in the intense competition for decently paid work. In fact, many of the measures against youth unemployment are not targeted at unemployment – they are targeted at the youth. There are attempts to treat structural problems (the lack of jobs in proportion to the number of those without a job) through measures targeted at individuals (changing the people who do not have a job). One of the most important success criteria is, therefore, the extent to which the measures are successful in bringing the disadvantaged young people back into the competition for jobs.

In employment policies sanctions are a very common way to approach the situation of disadvantaged young people (poorly educated, difficulty finding employment). The primary goal seems to be to reduce the number of youth falling under the "unemployed" category. An important method here appears to be tightening the conditions for receiving labour market subsidy. Since 1996, the right to receive unemployment benefits has been connected an obligation for people who are 18–24 years of age and have not completed a vocational qualification to apply to educational programmes. A young person must apply to at least three educational programmes in the joint application according to certain rules, and if they are accepted they must start and complete the educational programme in order to be entitled to receive unemployment benefits.

As a measure, tightening the conditions for receiving unemployment benefits targets individuals, and not even indirectly the demand for labour or the amount of available jobs (aka opportunity structure). The most important criterion that defines the

measure's success is whether the number of youths who do not have a degree and receive unemployment benefits decreases. Increasing education of young people and its consequent impact on them, such as these young people having the opportunity to apply for work that requires vocational training, can be seen as a secondary criterion. An evaluation study shows that a large number of young people do not, in spite of the sanctions, enrol in education in a manner consistent with the obligation. Sanctions against these young people are common. According to interviews, young people are dissatisfied with the obligation to apply for education. The interruption of studies is common during secondary education in any case, and the obligation cannot be said to have increased the interruption rate. On the other hand, no studies have looked at the unintended consequences created when uneducated young people are excluded from receiving unemployment benefits. From the perspective of equal citizenship, sanctions related to unemployment benefits make it difficult for young people to fully achieve the status of an adult, which being entitled to unemployment represents in a sense. It is more socially acceptable to receive labour market subsidy than to receive social assistance.

Giving employers the option of paying young workers a lower wage than those defined in collective agreements is one of the most discussed topics when it comes to current discourse on youth unemployment. No minimum wage is defined by Finnish legislation. Instead the minimum wages are defined in the collective agreement of each industry. In autumn 2016 the decision was made to start these wage cuts for young people in the construction industry. Young people who do not have a vocational education and want to get into the construction industry can be paid an hourly rate of six euros, which is well below the industry's collective agreement rates. According to the government parties, a good example of solutions for unemployment is offered by Germany, which has succeeded in reducing unemployment through low-wage work. In autumn 2016, statements according to which the government's employment rate goal of 72 per cent cannot be reached without consciously and purposefully increasing the prevalence of low-wage work have been strongly present in the Finnish debate. Low-paid work is seen as a solution especially for poorly educated young people. Gratuitous social security and so-called inactivity traps are seen as obstacles to accepting low-paid temporary work.

The situation of young people is approached from an economic point of view: the productivity of professionally unqualified young people without relevant work experience is at a lower level compared to professionals, so it is not viable to offer them full pay. According to numerous statements, the local bargaining supported by the government should be extended to the individual level: wages should be paid depending on each individual's productivity. Collective representation of employee interests is seen as a relic that prevents the "natural" growth of employment.

The differences between the two regions we are comparing largely stem from differences in market structure and size. The labour market in Southwest Finland is

much larger and more versatile than the labour market in Kainuu. It is more likely for young people to find employment in the open market than in Kainuu. Similarly, the education opportunities offered by numerous educational institutes do, in principle, offer young people better educational options. The youth LLL policies in Southwest Finland are more mainstream than in Kainuu. In Kainuu, the importance of taking care of the youths' wellbeing in addition to helping them find employment in the open market. Kainuu has to take the poor opportunity structure available to young people seriously and recognise the poor economic status of the region. In a situation where steady employment is unlikely, highlighting the importance of taking care of underprivileged young people is seen as necessary. Instead of only placing responsibility on the young people themselves, their wellbeing has been included in the agenda of youth policies.

### **Life course perspective in Finnish LLL policies**

From the life course perspective, the key issue is to understand the dynamic relationship and interaction between societal expectations, institutional governance and individual interest and orientations related to the life choices and careers of youth and young adults. In this section, we explore how societal expectations related to the ideal life courses of youth and young adults emerge, and what kind of measures intended to support the fulfilment of those expectations are presented in Finnish LLL policy documents, both at the national and regional levels. Due to the nature of the analysed data (i.e. written documents) individual interests and orientations receive less attention in this paper.

A host of studies have revealed that key life-course transitions have taken a different shape over the past few decades. The transition from education to work, in particular, has proven to be a challenging and difficult process for many European adolescents and young adults (Eurofound 2012; 2014). The de-standardisation of life-courses has been noticed in many studies completed in recent decades. (EGRIS 2001; Walther 2006; Furlong & Cartmel 2007; Eurofound 2014). Furthermore, risk groups such as NEETs and early school leavers have been recognised in both the academic and political fields, and facilitating smooth school-to-work transitions and the prevention of dropping out have become more and more important topics on political agendas across Europe (Eurofound 2012; 2014).

Even though life-courses might have been individualised in many respects (Beck & Beck-Gernsheim 2001; Côté 2002), there is evidence that people's locations within power structures still strongly affect their life chances and thus the formation of their life-courses (MacDonald, Shildrick, Webster & Simpson 2005; Iannelli & Smyth 2008; Furlong 2009). However, in spite of the significance of structural factors such as social class in the life-course formation of young people and young adults, the studies on transition policies have revealed that at policy level, young people themselves are increasingly expected to take extensive responsibility for their own

careers, and to be self-governing, enterprising and proactive. (E.g. Lundahl & Olofsson 2014.)

In the following section, the key Finnish LLL-policy documents already mapped in previous chapters are analysed from the life-course perspective. The main interest lies in educational and school-to-work transitions, and the societal expectations related to them, as well as in the policies supporting and governing these transitions. Our starting point is the idea according to which LLL policies represent not only societal expectations but also public interventions that aim to bring about preferred visions of individual development and 'normal' life courses. The following overview of the main results is based on the general level findings concerning both national and regional policy documents.

Analysing the policy documents from the life-course perspective produced four general themes. The first concerned a tension between societal expectations related to a standardised 'normal' life course and the recent shift towards de-standardised life courses. This tension was reflected in several documents, even though the policies were mostly based on the assumption of the prevalence of the standardised 'normal' life course model.

One of the main challenges faced by the LLL-policies of European countries, including Finland, is how to take into account and deal with the fact that a large share of today's young people and young adults do not follow the chronological steps of education, work and retirement. In contrast, their careers are becoming less predictable involving breaks and the blending of educational and labour market statuses of different kinds. Further, de-standardisation concerns not only the school-to-work transitions but other transitions, such as housing and family transitions as well. In this respect, the key issue is how well LLL policies work in practice in the contemporary societal situation where life-courses are slipping from their temporal patterns, meaning that life stages are no longer determined by a specific age and the duration and forms of life course transitions as they used to be.

Despite this de-standardisation of life-courses, the societal expectations related to standardised 'normal' life course are strongly present in Finnish LLL policy documents. Facilitating smooth and linear transitions from compulsory education to further education and finally to working life is seen as a key policy priority in LLL policy documents, concerning both educational and labour market policies. Deviation from this standardised trajectory is seen as a threat to both the individual and the society. This viewpoint is emphasised in the programme of the Finnish Government as well as the policy documents produced by the Ministry of Education and Culture.

One programme with both nationwide and regional significance in Finland is the cross-administrative Youth Guarantee Programme (started in 2013), appointed as one of the top programmes of the Finnish Government to ensure that young people

have access to education, training and employment and to prevent them from being excluded from society. It is based on a Public-Private-People-Partnership model. Societal apprehension about undereducated young adults is reflected in the Youth Guarantee, which aims to offer everyone under the age of 25 (as well as recent graduates under 30) either employment, a study place, a place in the on-the-job training or in rehabilitation within three months of becoming unemployed. The Youth Guarantee consists of various elements: guarantee of employment, educational guarantee, a young adults' skills programme, a youth workshop, and outreach youth work. (MEC 2012b) (See page 11).

The EU Committee of the Regions (CoR/13/7 01/02/2013) has also backed plans to offer a Youth Guarantee for all young Europeans which will be co-financed by EU cohesion funds. The Youth Guarantee promotes inclusion of young people through three approaches:

- Helping these young people get back into education, training or employment
- Developing youth services that promote social inclusion
- Creating a context for collecting feedback from young people on how the services work for them, and how the adopted measures function, as well as what needs to be improved. (MEC 2012b.)

The tension between the assumptions of standardised and de-standardised life-courses shows in the programme paper. On the one hand, the priority is to promote and speed up the smooth and linear school-to-work transitions, and a deviation from the standardised path is seen as a threat to both individual and society. On the other hand, the programme involves elements of recognising the need for individualised and tailored measures of support to make individualised and de-standardised learning and labour market trajectories possible.

Our second finding was that the individual-level risks related to life-course formation, and educational and school-to-work transitions in particular, were clearly identified in the labour market and educational policies. These risks included being unemployed, having a low level of education, having interrupted education and being outside of both education and working life. As a consequence, one of the main aims of LLL policies is, according to the analysed documents, to reduce young people's dropping out from school before completing upper secondary education. In youth policy, in turn, supporting young people's general well-being and life management received more attention, although reducing youth unemployment and social exclusion were also present in youth policy documents.

*Identifying the risk groups that experience the most difficulties in meeting the societal expectations related to 'normal' life course* was a third general theme in the documents. In most of the documents, early school leavers, school drop-outs and young unemployed people are seen as belonging to the group of 'youths at risk'. In

educational policy, minorities were also brought up. A fear that was brought up in many documents was that the inactivity of young people and young adults belonging to various 'risk groups' poses a threat to social order. This was evident, for example, in a programme of the Finnish Government, in which being outside education and work, and thus dropping out of the standardised life trajectory was seen as leading to deviant behaviours (substance abuse, crime) which, in turn was seen as a threat to social cohesion.

The fourth theme was *the relationship between informal and formal learning environments in supporting educational and school-to-work transitions, and hence the life course formations of those identified as 'risk groups'*. The main goal of the strategies related to this was to re-engage young people in education and training through both informal and formal learning environments. The role of adult education and particularly various forms of second chance education were seen as important in this task. At the same time, the analysed documents revealed that young people themselves are expected to take extensive responsibility for their own life-courses and careers especially in terms of job-searching and educational decisions.

To sum up: the ideal and 'normal' life course trajectory that young people and young adults are expected to follow could be identified from the documents. According to this ideal-typical model, young people's transition from compulsory education to further education, and later to working life is smooth and linear and it involves no breaks or interruptions. With the help of effective guidance and counselling young people get access to education that meets their interests. They graduate in time and gain a foothold in the labour market immediately after graduation. During the whole transition process, career guidance, counselling and employment services, which are multi-professional by nature, support young people both in the establishment of their individualised life trajectories and in remaining on their chosen path. The learning opportunities offered by formal and informal contexts are integrated in a way that makes the flexible tailoring of individualised trajectories possible. Deviation from this 'normal' trajectory is seen as a threat to both the individual's own future and the social cohesion of society.

Concerning both regions, the tension between societal expectations related to the standardised 'normal' life course and the reality of young people and young adults, where de-standardised life courses have become more and more common, was reflected in the regional and local LLL-policies. However, due to variation in the regional structure of opportunities, in terms of education and work in particular, there were differences in both the emphasis and focus of the LLL-policies in Kainuu and Southwest Finland. Life opportunities available to young people are more versatile in Southwest Finland than in Kainuu, where youth unemployment rates are higher and also the level of well-being of young people is lower than in Finland on average. Furthermore, there are much fewer educational opportunities available for compulsory school graduates in Kainuu than in Southwest Finland. The risk of

dropping out of the standardised life trajectory is hence much more significant in Kainuu than in Southwest Finland.

The above-mentioned differences are reflected in regional LLL-policies as follows: while in Kainuu the social and youth policies are emphasised the most, in Southwest-Finland the focus is more on educational and labour market policies. In Kainuu, LLL-policies are more comprehensive by nature, and providing support for youth and young adults in their life management is at the core of the policies. In Southwest Finland, on the other hand, the focus is more on facilitating smooth school-to-work transitions for youths and young adults. Furthermore, while in Southwest Finland reducing young people's exclusion from education and working life is high on the political agenda, in Kainuu the policies are more focused on reducing young people's overall social exclusion.

### **Governance perspective in Finnish LLL policies**

Nikolas Rose (1999) stresses that governments only have the power to govern when there is the possibility of governmentality. Throughout history this has forced rulers and governments to create and manage a myriad of techniques, strategies, calculations and estimates used to classify, calculate, organise, assess and govern thousands of dispersed locations and items. This has made it possible create constitutional, economic, organisational, legal, and ideological power, which can then be used to assess, regulate and control economic life, the functioning of institutions, the health and habits of the population, or even the decency and morality of the common people. (p. 17). An extreme description of this is given by Michel Foucault in his book *Discipline and Punish* (1980) using the concept of Bentham's Panopticon. It is an architectural structure of continuous control, monitoring and evaluation, in which all individual citizens and their actions, their behaviour and the results of their work can be continuously monitored and evaluated. (Rinne 2001, 106).

According to Raija Julkunen (2001, 117), the re-defining of the relationship between municipalities and the state has become the most important part of the broad reform of the entire Finnish public sector. Peter Scott (1995, 80) describes this change in public sector operations as a transition process, where the state, which used to act as a service provider becomes a regulator of service provision, as well as the assessor of the services provided in the employment policy, social policy, education policy and youth policy sectors. As a stable central regulator, the state creates the conditions in which various internal markets are allowed to operate, and as an evaluator it weighs the results of these markets' operation. In Finland, this re-shaping of government also means the state hand over some of its control to lower levels such as provinces and municipalities, where partially autonomous administrative systems and institutions operate (ultimately the regional councils and city/municipality councils).

Decentralisation can be said to have been one of the dominant trends in public administration in Finland in recent times. The concept of decentralisation is a well-known concept to all public sector actors. Decentralisation can be understood as distancing something from the centre. Regionalisation can be used as a synonym and centralisation as the antonym. (Kaarakainen 2008.)

In Finland, at the level of normative measures, deregulation and decentralisation have simultaneously meant a change in control systems and the transition to a completely new type of administrative culture that highlights the importance of evaluations. This the related redistribution and decentralisation of power has largely taken place since 1988 beginning with the free commune experiment, the state subsidy system (L 705/1992) and municipal legislation (L 365/1995) that were renewed as its result.

The fuzzy concept of a broad "evaluation experts network" has led to a situation in which a number of different actors have the mandate to assess the success of public policy measures and implementations, while no one has the exclusive right to their operation, much less the related rule-making rights. As a result, the evaluation of political measures has been expanded and become more scientific and politicised, and the importance of the data it produces has increased.

In terms of policy planning and implementation hierarchy, regions can be placed in between national and municipality-level government authorities. The regions are governed by regional councils, which serve as the cooperation forums for the municipalities of the region. The regional councils are responsible for general regional policy planning as well as policy programmes within the region. According to the principles of network governance (Määttä & Erikson 2015), the council draws up the plans and programmes together with the central and local government authorities and the enterprises and associations operating in the region. (See page 5.)

The relationship of young people in Finland have with employment and the labour market can be characterised by at least three things: the unemployment rate is higher than among older age groups, fixed-term contracts are typical, and the right to unemployment security is very limited. For a long time, youth unemployment has been considerably higher than that of older age groups. The economic recession affects the youths much faster than others. The connection of education to unemployment remains strong: the unemployment rate of those with only basic education is roughly three-fold in comparison with those with tertiary education. More than half of youths under 20 years of age are employed fixed-term; in the age group of 20–24 roughly a third and among 25–29-year-olds approximately a fourth. Many youths are forced to apply for last-resort social welfare.

In terms of Finland's weaknesses, the government programme lists the strict bureaucracy and norms and inflexible labour market, which cause inequality, youth and long term unemployment and the accumulation of hardships across generations.



(Prime Minister's Office 2015b, 9.) The government's goal is to reduce the number of youths outside of education and working life and the number of people who interrupt their education. (See page 9.)

Educational policy documents focus on education interruptions, shorter education durations and improving the connection between education and working life. Plans aim to speed up the transition from education into the labour market. The goal of education is employment. One of the main goals of Finnish education strategies is 'Equal opportunity in education is the foundation of Finnish welfare'. The aim of the strategy is to decrease gender differences significantly in terms of competence and education, to lessen the effect of the socio-economic background on participation in education, and to improve the situation of disadvantaged groups in education. (See page 10.)

In general, the programmes we analysed were aimed at young people left without a study place or job, unemployed youths, vocational school dropouts and youths applying to educational programmes. The two groups with special needs that are mentioned the most are disabled youths and immigrant youths. Nearly a fourth of socially excluded young people have an immigrant background and a third of uneducated, non-Finnish speaking youths are socially excluded, so exclusion can also be seen as an integration-related issue (MEC 2012a, 19). (See page 13.) On a general level, the documents we analysed present employers as surprisingly passive actors. (Page 14.) All in all, the policy programmes' general goals include improving the employment rate of young people, prevent social exclusion, promote educational equality and support lifelong learning and continuous accumulation of skills. It appears that the criteria for success is whether the employment and graduation rates of the young people belonging in these risk groups, who are more likely to become socially excluded, can be improved. From an employment policy perspective, this can be understood as achieving full participation in the labour force for those young people and risk groups that are expected to struggle the most in this area. (Pages 14–15.)

At national level, the main challenges faced by Finland are, in short, youth welfare, youth unemployment and promotion of youth employment, and the equality of educational opportunities. These main problems are closely linked to the marginalisation of youth, NEET risks and extended working careers. The target group, at the national level, consists of primarily youths and young adults, unemployed young people, education dropouts, minority groups and the socially excluded. (Annex 1.)

In Southwest Finland, the Youth Guarantee and the education guarantee that is a part of it have been under active development since 2005. In various development projects, models and approaches have been created in broad-based cooperation between different actors in order to guarantee education access for young people, in order to prevent education interruptions and social exclusion, as well as so support

young people's transitions into the labour market. (Page 15.) In addition to successful development work, an important requirement for success is that the results must be implemented as a part of the normal operations of various actors. The project's collaboration network will also continue the development work in other projects and start working on new challenges. (Page 16.) On a regional level, actors usually include the region's cities/municipalities and various foundations and municipal federations of education. In Southwest Finland, funding is provided by the European Social Fund and the Ministry of Education and Culture.

In Kainuu, the negative population development trend is intensified by young people moving out of the region for jobs or education. One of Kainuu's main challenges, therefore, is to find a way to get people to move to Kainuu from elsewhere in Finland or from abroad. On the other hand they also struggle with a youth unemployment rate that is above the national average. (Page 22.)

The projects in Kainuu cite youth wellbeing and helping them find a job or educational programme as a main goal more often than the projects in Southwest Finland. Most youth policy projects aim to comprehensively improve the wellbeing of each young person. They provide everyday skills, improve life management and prepare the youths for studies or work. Many projects stress the youth's own active participation and take their plans and wishes into account. In accordance with the national objectives, all projects emphasise the importance of cooperation between the different actors and different regions in order to provide the most appropriate services to each individual. (Page 22.)

In Kainuu, projects are also funded by the European Social Fund and the state. In addition to the City of Kajaani, the sponsors, authorities, the youth guidance and service network, service providers, and third-sector actors are responsible for the operations. The employment office and the Kainuu Vocational College also participate in the projects. (Page 25.)

Most of the LLL policy actors work or provide their services in more than one of the region's municipalities although many actors work mainly in and from Kajaani, which is the capital of the region. In Kajaani, it is evident, that when there is really only one major institution in the region that provides vocational education in the municipalities, so it seems also to be the only most relevant actor when it comes to executing more concrete LLL policies. (Page 27.) The dominance of LLL policies leaning towards the social and youth policy sector can be explained by the high need for these types of projects and interventions because of the poorer health and lower level of wellbeing and life management skills of the youth and young adults in Kainuu compared to the whole country. (Page 28.)

## General notions

In the following table, we summarise the differences between the whole country and the Southwest Finland and Kainuu functional regions while concentrating on three theoretical perspectives: Cultural Political Economy policies, Life Courses policies and Governance policies.

**Table 2.** Perspectives in Cultural Political Economy policies, Life Courses policies and Governance policies in LLL Policies and Policies supporting Young Adults in their Life Course in Finland and in different functional regions.

	<b>National level</b>	<b>Regional: Southwest Finland</b>	<b>Regional: Kainuu</b>
<b>Primary actors and funding</b>	<ul style="list-style-type: none"> <li>• Government,</li> <li>• Ministry of Culture and Education, Ministry of Employment and the Economy,</li> <li>• Ministry of Social Affairs and Health</li> </ul>	<ul style="list-style-type: none"> <li>• Actors usually include the region's cities/municipalities and various foundations and municipal federations of education.</li> <li>• Funding source: mostly EU and public funding, mostly European Social Fund (ESF) and the Ministry of Education and Culture, little weight on companies and unions</li> </ul>	<ul style="list-style-type: none"> <li>• Wide range of actors, usually the City of Kajaani, authorities, youth guidance and service network, service providers and third sector actors, the employment office and the Kainuu Vocational College.</li> <li>• Funding source: mostly EU and public funding, European Social Fund (ESF) and the state, little weight on companies and unions</li> </ul>
<b>Objectives/problems</b>	<ul style="list-style-type: none"> <li>• youth wellbeing,</li> <li>• youth unemployment and employment</li> <li>• equal educational opportunities</li> <li>• prevention of social exclusion</li> <li>• lifelong learning</li> <li>• achieving full labour market membership, especially across young "risk groups"</li> </ul>	<ul style="list-style-type: none"> <li>• The Youth Guarantee and the education guarantee that is a part of it have been under active development</li> <li>• The results are becoming a part of the actors' normal operation</li> </ul>	<ul style="list-style-type: none"> <li>• The negative population development trend is intensified by young people moving out of the region for jobs or education – finding ways to attract young adults to move into the region</li> <li>• Youth unemployment rate is above the national average, and several projects focus on improving it.</li> <li>• Compared to Southwest Finland, the main goals of projects often include supporting the wellbeing of young people and/or helping them find employment or education.</li> <li>• Improving everyday and life management skills and helping the youths prepare for studies or work</li> <li>• many projects stress the youth's own active participation and take their plans and wishes into account</li> </ul>
<b>Target Groups</b>	<ul style="list-style-type: none"> <li>• Youth and young adults</li> <li>• Unemployed youths</li> <li>• Education drop-outs</li> <li>• (Ethnic) minorities</li> <li>• Socially excluded</li> <li>• NEET youths</li> </ul>	Same as in national level and also <ul style="list-style-type: none"> <li>• higher educated youths</li> <li>• youths with special needs</li> <li>• young entrepreneurs</li> </ul>	Same as in national level and also <ul style="list-style-type: none"> <li>• youths with health problems</li> <li>• youths with poor life-management skills</li> </ul>
<b>Central policy programme</b>	The cross-administrative Youth Guarantee	Youth guarantee, Education strategy of Southwest Finland	Youth guarantee, Kainuu welfare plan for children and young people

	Programme		
<b>Cultural Political Economy Perspective</b>	<ul style="list-style-type: none"> <li>• Economic perspective, terms set by the economy</li> <li>• Giving individuals responsibility and helping them become productive in the labour market again</li> </ul>	Same as the national level	<ul style="list-style-type: none"> <li>• Social and human perspectives stressed in addition to the economic perspective</li> <li>• Taking other activities into account, not only the labour market</li> </ul>
<b>Governance Regime Perspective</b>	<ul style="list-style-type: none"> <li>• decentralisation &amp; deregulation</li> <li>• new evaluation culture</li> <li>• plans to put more power on regional council level at the expense of municipal level</li> <li>• primary actors: state run public sector</li> <li>• all over sector orientation</li> </ul>	<ul style="list-style-type: none"> <li>• The Youth guarantee and education guarantee model has been established and become a kind of “self-governing” reform movement in South-West Finland.</li> <li>• There are several governing institutions on different levels, which work quite tight together in the projects. You could name this as a kind of “network governing”.</li> </ul>	<ul style="list-style-type: none"> <li>• There were already in process regional governance change going on in 2004-2012, the so-called “Kainuu model”. It added political and governmental power and funding in provincial/regional level and combined the social and health services breaking the barriers.</li> <li>• Most projects are taking strongly into consideration also from down to up feedback and co-operative governance and listening to the opinions of the young adults and strive to better their life possibilities.</li> </ul>
<b>Life Courses Perspective</b>	<ul style="list-style-type: none"> <li>• Policies mostly based on the assumptions of the prevalence of the standardised ‘normal’ life course model</li> <li>• Facilitating smooth and linear school-to-work transitions</li> <li>• Emphasising individual responsibility; self-governance, proactiveness</li> </ul>	<ul style="list-style-type: none"> <li>• Focus on educational and labour market policies, facilitating smooth school-to-work transitions</li> </ul>	<ul style="list-style-type: none"> <li>• more comprehensive policies, supporting youths and young adults in their life-management and overall well-being</li> </ul>

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## Annex 1. National LLL policies.

Problems, challenges		Policy	Target group	Documents
Youth and Social Policies	Welfare of the young adults	Welfare of the young people	Young people, under 29-year-olds	Youth Act 72/2006
			Young people, 7-29-year-olds	Revision of the Youth Act 2015
	Youth unemployment /employment	Welfare of the young people, youth unemployment, social exclusion	Young people, 18-29-year-olds	The Ministry of Education 2008: The Finnish Government's Child and Youth Policy Programme 2007-2011
			Young people	The Ministry of Education and Culture 2012: Child and Youth Policy Programme 2012-2015
				The Ministry of Employment and the Economy 2012: Youth Guarantee 2013
Labour Market Policies	Youth unemployment /employment	Youth unemployment, social exclusion	Unemployed young, NEET	The Ministry of Employment and the Economy 2015: Final Report of Youth Guarantee Working Group
				European Commission 2016: Youth Guarantee country by country, Finland, March 2016
				The Ministry of Employment and the Economy 2011: Young people outside the labour market and studies
Educational Policies	Youth unemployment /employment	Young adults neither in employment nor in education or training (NEET), youth unemployment	NEET	The Ministry of Employment and the Economy 2012: Youngsters' entitlement to labour market support and obligation to occupational education
		Youth unemployment, preventing social exclusion, more rapid transition to working life		The Finnish National Board of Education 2014: Programme for boosting the completion rate of studies in vocational education, a follow-up 2011-2013. <i>(Ammatillisen koulutuksen läpätäsyn tehostamissuhteiden seuranta 2011-2013)</i>
		Dropping out education, social exclusion, youth employment		The Finnish National Board of Education 2014: Programme for boosting the completion rate of studies in vocational education, a follow-up 2011-2013. <i>(Ammatillisen koulutuksen läpätäsyn tehostamissuhteiden seuranta 2011-2013)</i>
		Dropping out education, more rapid transition to working life		The Finnish National Board of Education 2014: Programme for boosting the completion rate of studies in vocational education, a follow-up 2011-2013. <i>(Ammatillisen koulutuksen läpätäsyn tehostamissuhteiden seuranta 2011-2013)</i>
				The Finnish National Board of Education 2014: Programme for boosting the completion rate of studies in vocational education, a follow-up 2011-2013. <i>(Ammatillisen koulutuksen läpätäsyn tehostamissuhteiden seuranta 2011-2013)</i>

		More rapid transition to working life; transitions from another educational level to another; equivalence of education and societal needs	The obligation to participate in education; boosting the completion of education	Students, applicants	The Ministry of Education 2010: Transition to education and completion of degree - a memorandum of the working group. (Ei palkoillanne, vaan valmiit nyt! Koulutukseen siirtymistä ja tutkinnon suorittamista pohlineen työryhmän muisto)
		Equivalence of education and working life needs; more rapid transition to working life	Educational guarantee, boosting the completion of education		The Ministry of Education and Culture 2012: Education and Research 2011-2016. A development plan
		Equivalence of education and working life needs			The Finnish National Board of Education 2015: What does the "equivalence of vocational education and working life" mean? (Mitä tarkoittaa "ammatillisen koulutuksen työelämävastavuus"?)
		Lengthening work careers	Educational guarantee	Applicants, NEET students	Lifelong learning - opportunity to growth and employment. Manifesto of the Council for the Lifelong Learning. (Elinikäinen oppiminen - mahdollisuus kasvuun ja työllisyyteen. Elinikäisen oppimisen neuvoston ohjelmajulistus)
	<b>Equal opportunities in education</b>	Equal opportunity in education; preventing social exclusion		Especially minority groups; students; excluded young people	The Ministry of Education and Culture 2012: A proposal for the strategy of the government to promote educational equality (Ehdotus valtionneuvoston strategiseksi koulutuksellisen tasa-arvon edistämiseksi)

ANNEX 2: The analysed LLL policies of the FR Southwest Finland

LLL Policy	Date / Duration	Primary sector orientation	Problems	Solution proposals	Objectives	Target group	Time horizon	Governance regime/primary actors	Funding source
<b>#ICTknowhow-project</b> ICT skills for young people	2015–2016	Education policy	Youth unemployment, social exclusion	In connection to VALMA (training, which prepares youths for vocational education) and workshop training the young people can develop their ICT skills. The program includes ICT skill tests and practical educational interventions.	ICT training is used to pre-emptively reduce the risk of social exclusion. The objectives are to promote equality, prevent social exclusion and support lifelong learning. The young peoples' abilities to participate in and benefit from the digitalized society will be supported.	the young without vocational education, dropouts, immigrants, the young who have learning disabilities	Short-term project, long-term orientation	Consortium of regional workshops, educational organizations and foundations	European Social Fund
<b>Milli-project</b>	From January 2015 to June 2017	Education policy	Youth unemployment	A model will be developed in which the young people familiarize themselves with different areas of sales work in an interesting way. Methods are sales competitions, learn by teaching-concept and founding a forum for interest groups.	Objective is to strengthen the appreciation, skills and understanding of sales work among young people and young adults. Selling skills are not only needed in business life but also private people need them to succeed in working life and to express ones ideas, skills and activities.	Students, (secondary and higher education)	Short-term orientation	Consortium of regional educational organizations and upper secondary schools	European Social Fund, Turku University of Applied Sciences Ltd., Raseko, cities of Turku and Kaarina, Sales and Marketing Professionals (MMA)
<b>INNOSTAMO-project</b> - Developing new learning environments, methods and services of entrepreneurship	From January 2015 to June 2017	Education policy	Unemployment, supporting entrepreneurship and transitions from education to work	In the project a regional entrepreneurial education network with the goal of developing entrepreneurship and new learning environments, will be build.	The aim is to encourage young people to become entrepreneurs. The network cooperation will provide services for young people to support them in transitions from education to work.	Students (lower and upper secondary school students, mature students)	Short-term project, long-term orientation	Consortium of regional educational organizations	Centre for Economic Development, Transport and the Environment (ELY), European Social Fund
<b>NOPPA</b> - promoting youth apprenticeship training	From April 2015 to December 2016	Education policy	Dropping out of education, youth unemployment	Contacting dropouts, planning individual educational paths for them, organising and attending in youth happenings, cooperation with actors who provide guidance to the young	The aim is to develop practices and models that are helping to reach under 25-year-old vocational education dropouts and to check their possibilities to complete the education by apprenticeship training. During the project a permanent practice of contacting dropouts will be established. Cooperation practices between regional networks and employers will be developed.	Under 25-year-old school dropouts	Short-term project, long-term orientation	Salo Region Educational Federation of Municipalities	The Ministry of Education and Culture
<b>AAVA</b> - an open path to vocation	From May 2015 to December 2017	Education policy	Youth unemployment, equivalence of education and working life needs	During the project an open and flexible model which enables youths and adults to study where ever needed will be created. Formulating the modules of the studies, developing models to identify and acknowledge the acquired know-how and developing guidance practices to support students' transitions in their educational paths.	The aim is to organise possibilities for youth and adults to study in any school they want in spite of home region, and to create a flexible education supply model which is crossing the regional borders and helps the student to acquire the specific skills they need.	NET, school dropouts	Short-term project	City of Turku and some regional educational organizations	European Social Fund, Centre for Economic Development, Transport and the Environment (ELY) and the participant organisations
<b>Vaskiooli for young immigrants</b> - Developing a model of educational guarantee for young immigrants in Turku and Salo region	From April 2008 to January 2011	Education policy	Immigrants' special needs in education, equivalence of education and working life needs	During the project a regional admissions procedure for immigrants was created and cooperation between the actors was developed to support the transitions from education level to another. In addition material for teachers and instructors was produced.	During the project a regional education model for young immigrants was created. To support the youngsters in different phases of their educational paths the sufficient guidance services and flexible cooperation between the actors were developed.	15-25-year-old young immigrants who are in danger to be socially excluded	Short-term project	EU's EQUAL-program. In Finland, the primary actors were Turku Vocational Institute, University of Turku, and educational authorities and institutions from Salo, Turku, Naantali, Uleto, Raisio, Kaarina	European Social Fund, The Finnish National Board of Education and the participant organisations

ILL Policy	Date / Duration	Primary sector orientation	Problems	Solution proposals	Objectives	Target group	Time horizon	Governance regime/primary actors	Funding source
<b>OPEDA</b> - Showing consideration for students' specific characteristics and the development of pedagogical leadership	From March 2011 to December 2014	Education policy	Boosting the completion of education; increasing the flexibility of studies	The OPEDA project was designed to make flexible studies possible for students who need special support in vocational training. In the project new teaching methods, operation models and learning environments which are supporting fluent progress of studies were created.	The aim was to develop and diversify the teaching, studying and instructing methods of basic and vocational education by means of regional and multi-professional cooperation and by taking into account the students' specific characteristics. In addition the aim was to develop teachers' and instructors' pedagogical leadership.	Management staff, teachers and instructors of vocational education institutions. Indirectly also students in vocational education who need support and flexibility in their studies.	Short-term project, long-term orientation	City of Turku	European Social Fund, The Finnish National Board of Education and the participant organisations
<b>VALMIS</b> - project	From August 2011 to December 2015	Educational policy	Boosting the completion of vocational education	Using the know-how of wide partnership network the youth are supported in their education paths and transitions from school to working life. The best practices and models are disseminated around Southwest Finland.	During the I-IV VALMIS-projects new methods for supporting and instructing young people individually and in groups were developed. The aim of these methods is to decrease the dropout rates and boost the completion rates.	Students of vocational education who are in danger to drop out or whose studies are in danger to lengthen notably	Long-term orientation	City of Turku, Salo Region Educational Federation of Municipalities	The Finnish National Board of Education and the participant organisations
<b>MAST-project</b> - The regional management model in use and in practice	2009-2011	Education policy	Preventing social exclusion, supporting transitions on education path	The project has developed a management model based on co-operation between educational institutions and workshops, the introduction of a system for monitoring the region's youth and new pedagogical control models, as well as increased co-operation between the different actors. Measures relating to the management model are used to support young people's transitions on their education path, reduce the dropout rate and improve graduation rate.	The MAST project aims to create a regional youth guidance model, as well as to develop and consolidate the network of experts responsible for providing the guidance.	Youths under 25 years of age facing a high risk of social exclusion; educational institutions, teachers and counselors, workshop personnel, employers' and workers' organization representatives, and entrepreneurs.	Short-term project, long-term orientation	City of Turku, Consortium of regional educational organizations and foundations	European Social Fund, Centre for Economic Development, Transport and the Environment (ELY) and the participating organizations
<b>VALMA</b> - preparing youths for vocational education; <b>life management module</b>	Ongoing	Youth policy	Youth unemployment, social exclusion	The studies of life management module are available for VALMA-students and for those youths without study place who have challenges in life management. In the group activities youth learn life management skills (time management, management of finances, to be an active citizen etc.). The needs of the young are the starting point of studies.	VALMA training, which prepares youths for vocational education, is offered in several educational institutions. One part of VALMA includes training used to improve life skills, such as the life management module, where the youths participate in group activities designed to motivate them to take responsibility for their own life.	NEETs; VALMA-students, teachers and instructors. Also the instructors helping the students in their transitions from school to another.	Long-term orientation	Vocational education institutions	Ministry of Education and Culture, vocational education institutions
<b>The House for girls of Turku</b>	Ongoing intervention	Youth policy	Girls' well-being	To offer a meeting place for girls and young women, to provide opportunities for immigrant girls for practicing Finnish language, to provide individual support for schoolwork and life in general, hobby and conversation groups and events for girls and young women from different cultural backgrounds.	Improving self-esteem of girls and young women and supporting their own approach to femininity while taking the diversity of gender in consideration, promoting dialogue between girls from various cultural backgrounds	Girls and women between 12-28 years	Long-term orientation	Civic sector	Finland's slot machine association, City of Turku, Ministry of Education and Culture
<b>FENDARI</b> - Youth workshop	Ongoing intervention	Youth policy	Youth unemployment, young people's life management and well-being	Learning by doing, individual career planning, supporting young adults' coping with everyday challenges	Reducing youth unemployment, supporting life-management of youths at risk	Youths and young adults under 29 years, NEETs	Long-term orientation	City of Turku	City of Turku, Ministry of Education and Culture
<b>Ohjaamo</b> - centre	Ongoing intervention	Youth policy	Youth unemployment, NEETs	Collecting several services meant for young people and young adults under 30-year olds under one roof: employment and rehabilitation services, individual counselling, career planning and guidance, providing information about hobbies	To reduce dropout and youth unemployment, to promote smooth educational and school-to-work transitions	Youths and young adults under 30 years, as well as teachers and career counsellors	Short-term project, long-term orientation	City of Turku	European Social Fund, Regional Centres for Economic Development, Transport and the Environment

LL Policy	Date / Duration	Primary sector orientation	Problems	Solution proposals	Objectives	Target group	Time horizon	Governance regime/primary actors	Funding source
<b>VasTe-project –</b> promoting youth employment and education	2011–2014	Youth policy	Youth unemployment, school dropout, NEETs	Creating good practices and making them as a part of the key partners' and organizations' normal activities; establishing job search guidance and job-search and career planning services, as well as guidance towards apprenticeship, training of upper secondary school teachers and counsellors in job-searching, organizing recruitment events, promoting co-operation with different actors in the fields of education and the labour market	Promoting youth employment and education, preventing social exclusion of young people in the region around Turku	Turku sub-region's upper secondary school graduates, non-completers and NEETs between 17 and 30 years of age, upper secondary school teachers and career counsellors, public authorities, employers and entrepreneurs	Short-term project, Long-term orientation	City of Turku and surrounding municipalities	European Social Fund
<b>Erasmus for Young Entrepreneurs</b>	Ongoing intervention	Labour market policy	Youth unemployment	Exchange programme for young entrepreneurs; sharing of experiences by allowing beginner entrepreneurs and persons interested in becoming an entrepreneur to learn from experienced small-scale entrepreneurs in the other countries, providing opportunities to work abroad for a period of 1 to 6 months under the supervision of an experienced entrepreneur	Promoting entrepreneurship among young people and young adults	Young entrepreneurs, young people interested in becoming an entrepreneur	Short-term orientation	Turku Science Park Ltd	European Union
<b>OIE - project</b>	Ongoing intervention	Labour market policy	Youth unemployment	Providing more work-based learning opportunities, establishing models and programmes for the flexible integration of learning and work	The aim is to develop vocational education and training targeted at young people by integrating school-based training and apprenticeship training	Vocational school students, career counsellors, representatives of working life who act as supervisors for students in their workplace learning periods	Short-term orientation	City of Turku	Ministry of Education and Culture
<b>Huippu - project</b>	2011–2014	Labour market policy	Youth unemployment, problems in school-to-work transition	Utilizing experiences and good practices from other EU countries in order to promote the employment of young people and integration of immigrants	To find new viewpoints and establish new measures in promoting smooth school-to-work transitions, concerning young immigrants in particular	Students of different educational levels, young immigrants	Short-term orientation	City of Turku	European Social Fund, Regional Centre for Economic Development, Transport and the Environment
<b>Totai - project</b>	Ongoing intervention	Labour market policy	Un/employment of young adults with higher education	Individual guidance and counselling for higher education graduates and non-completers	To promote employment of young people graduated from universities and polytechnics	Young job-seekers with higher education degree	Short-term orientation	Consortium of higher education institutions	European Union
<b>VOITTO - project</b>	Ongoing intervention	Labour market policy	Youth unemployment	To create and provide alternative models and programmes to acquire skills needed in the working life, individual guidance and counselling targeted at those belonging to the target groups	Improving the life management and labour market situation of youths and young adults in weak labour market positions	Youths and young adults at risk of exclusion from working life, young immigrants	Short term project, long term orientation	City of Salo, educational authorities and institutions from Salo and Turku	European Union, Regional Centre for Economic Development, Transport and the Environment
<b>M.O.T. - versatile learners in the workplace project</b>	2014–2015	Labour market policy	Labour market inclusion of young people with special needs	diversifying work-based learning opportunities and guidance for young people with special needs, developing flexible education paths	Reducing the vocational education interruption and promoting labour market integration of young people and young adults with special needs.	Young people with special needs	Short-term project, long term orientation	Consortium of regional educational organizations and foundations	Ministry of Education and Culture



ANNEX 3: The analysed LLL policies of the FR Kainuu

LLL Policy	Date/Duration	Primary sector	Problems	Solution proposals	Objectives	Target group	Time horizon	Governance regime/ primary actors	Funding source
<b>Youth Guarantee in Kainuu website</b>	Website build in 2014-2015; currently available and regularly updated	Youth and social policy; Labour market policy; Education policy	NETs, youth under the threat of social exclusion, recently graduated young people without work or further study plans	Creating and updating a web site with up-to-date information about all the application deadlines to region's educational programmes, how to find and apply to open jobs, what services there are available for young people in the region, how to register to an employment agency etc.	The aim is to ensure that young people find the access to all the relevant information that can help them to find a job or transition into education.	16-30-year-old youth not in education, employment or training	Long-term service	North Ostrobothnia's Centre for Economic Development, Transport and the Environment (ELY Centre); primary actors are the Youth Guarantee project workers	North Ostrobothnia's Centre for Economic Development, Transport and the Environment (ELY Centre), European Social Fund, City of Kajaani
<b>Outreach youth work</b>	Ongoing	Youth and social policy	NETs	Searching out and reaching those young NETs (and those under the threat of becoming NETs) who need information about and support to reach public sector services they are entitled to, and who need support and rehabilitation for the skills required in everyday life; to provide them with highly individualised 'hands-on' support	The aim is to reach the young people who are in the need of support and help them to find and access those services and support measures, which strengthen their development and independence, and enhances their abilities to find education or employment.	16-29-year-old youth not in education, employment or training	Long-term service	Youth services of the City of Kajaani; primary actors are the outreach youth workers employed by the city	City of Kajaani
<b>NUPPA no-threshold youth services project</b>	Ongoing	Youth and social policy	Youth unemployment; wellbeing and health of young people; transition to secondary education	Constructing a service management and multidisciplinary service model for young people under 30 years of age. Working by using a partner network and existing services to develop new services in collaboration with other actors. NUPPA brings all of Kajaani's youth services under one roof and provides young people with free and confidential counseling, advice, life management support, hobby activities and expert services.	The aim is to promote the employment of young people and to prevent social exclusion by implementing the principles of lifelong guidance and creating services for long-term and urgent situations as well as constructing an operating model for the various service providers operating in Kajaani.	youth under 30 years of age	Long-term project	City of Kajaani; primary actors are the youth workers, social workers, guidance counsellors etc. working in the project	European Social Fund, the Finnish state
<b>PajaniNUPPA workshop</b>	Ongoing	Youth and social policy	NETs, youth's wellbeing	The project seeks to provide exactly the type of help and guidance that the young person needs. The guidance can concern e.g. housing or livelihood-related issues, education issues or problems with everyday life. The project arranges workshop activities that are used to improve social skills and group work skills. The purpose of PajaniNUPPA is to provide young people with skills needed in everyday life, to help them make and implement plans for their future and to give them a sense of having a routine and things to do.	The aim is to comprehensively assess the youth's life situation, to help them find the ability and motivation to participate in rehabilitation and training services, to motivate them to enroll in education and seek employment, and to promote their opportunities and ability to function in society.	Youth under 30 years old whose motivation and/or ability to plan their own future planning is weak and whose everyday life management skills are not sufficient, and who therefore do not have the capacity to participate in rehabilitative work, work try-outs or normal employment.	Long-term service	The primary actors are the youth workers of the NUPPA project, but they work in cooperation with several other experts depending on the individual needs of the young people participating in PajaniNUPPA.	European Social Fund, the Finnish state, City of Kajaani
<b>Hyvä päivä (a good day) project</b>	Ongoing	Youth and social policy	Unemployed youth's wellbeing	Carrying out courses and creating web materials that focus on improving life management skills and providing knowledge about healthy lifestyles in co-operation with experts from the fields of nutrition, mental health, and physical education.	The aim is to enhance young people's knowledge, skills and capabilities needed for leading a healthy lifestyle, increasing studying and working capacities, and reduce the risk to become seriously ill (incl. cancer)	NETs; young people who could benefit from the themes included in the courses	Long-term project	Cancer Society of Finland; Youth services of the city of Kajaani; primary actors include the youth workers of the NUPPA project	Cancer Society of Finland
<b>TENHO project- Life Skills for Youth Through Art</b>	From June 2015 to May 2018	Youth and social policy	Wellbeing and life skills of young people	In the Tenho ('fascination') programme, young people with no study place or job can participate in art activities in six municipalities in Finland. In the film, circus and theatre workshops, youth can get to know themselves better, learn to work with others, set goals for themselves and commit to achieving them.	The aim is to provide young people with tool that make it easier to move on to studies or working life.	NETs	Medium-term project	Lauria University of Applied Sciences, the Finnish Youth Research Society, five art organisations together with six municipalities including Kajaani, Kainuu Social and Health Services, and the Kainuu Regional Council. The body in charge is the Ministry of Social Affairs and Health.	European Social Fund
<b>Aikaishä (Timeout) service for young men</b>	Ongoing	Youth and social policy	Young men's wellbeing	An individualised service with a personal counselor who gives support and information on issues related to education, housing, income, relationships, health, substance abuse, mental health issues and such. When necessary, the counselor can direct the customer to the relevant public and third sector services.	The aim is to provide comprehensive support for young men to find solutions to challenging life situations.	Young men	Long-term service	Primary actors are social workers, community health nurses; psychologists, youth workers, and education and employment officials	Kainuu Social Welfare and Health Care Joint Municipal Authority

LLI Policy	Date/Duration	Primary sector orientation	Problems	Solution proposals	Objectives	Target group	Time horizon	Governance regime/ primary actors	Funding source
Project for supporting third sector actors' ability to employ young people	2015 – 2017	Labour market policy	Youth unemployment	Bringing together different actors and creating one co-operation network; strengthening the co-operation between healthcare (for unemployed) and providers of rehabilitative activities, and between educational institutions and regional employers.	The aim is to improve the co-operation between local employment officials and third sector actors.	Third sector managers and workers; indirectly also local actors, businesses and other employers	Medium-term project	Finnish 4H youth organisation	North Ostrobothnia's Centre for Economic Development, Transport and the Environment (ELY Centre), European Social Fund, Finnish state, participating municipalities etc.
KAIRA project	2008–2012	Labour market policy	Structural unemployment	Coordinating and enhancing co-operation between different actors and creating a widely encompassing strategy to employ longterm unemployed, unemployed youth, and people with impaired working capacity. Kaira is an umbrella project, which coordinators and supports labour market actors, and focuses on structures, organisations, and networks.	The aims are cutting down structural unemployment in half, keeping the number of new structurally unemployed as small as possible, and creating a well-functioning network of relevant actors and helping them to face future challenges and operate flexibly.	Structurally unemployed, people who are difficult-to-employ, and youth who are under the threat of social exclusion	Medium-term project	Research and development services of Kainuu Social Welfare and Health Care Joint Municipal Authority	Kainuu's Centre for Economic Development, Transport and the Environment (ELY Centre), Kainuu Social Welfare and Health Care Joint Municipal Authority
Kumppanit: Nuorten työstätti (Youth's start to work)	Ongoing	Labour market policy	Youth unemployment	Providing coaching and rehabilitation to unemployed young people facing a high exclusion risk and other difficult-to-employ persons in order to help them get an education and find work; providing a transitional environment where the participants' objectives are clarified while working, and their activities are designed to ensure that once the rehabilitation or training period with Kumppanit is over, the next place for the participant has been determined and that it suits their needs and capabilities.	The aim is to help the youth to find employment.	Under 30-year-old who have a vocational education and motivation to find employment	Long-term project	Kumppanit's registered association, Kainuu's Employment and Economic Development Centre	Kainuu's Centre for Economic Development, Transport and the Environment (ELY Centre)
Kumppanit: Nuorten starttivalmennus (StartTraining for youth)	Ongoing	Labour market policy	Youth unemployment	Vocational training and rehabilitation by individually tailored guidance and work experiments	The aim is to provide support, training and rehabilitative work which then helps the youth to move on to the open labour market or transition to education.	Unemployed youth who are under 30 years of age	Long-term project	Kumppanit's registered association	City of Kajaani, municipalities of Ristijärvi and Sotkamo
Work for all project of the municipality of Paltamo	2009–2013	Labour market policy	Unemployment, social exclusion	The unemployed people are employed by the Paltamo labourhouse and all the welfare benefits are transformed to wages. In the labourhouse, they get help to search work from the regional labour market. The labourhouse also offers some specific duties eg. in wood- and metalworkshops, recycling centre, bakery.	The aim was to provide employment to all unemployed people in Paltamo and, in addition, to strengthen their wellbeing, improve their general working skills and prevent social exclusion.	Unemployed	Medium-term project	Municipality of Paltamo, Paltamo Labourhouse (labour association in Paltamo), Employment and Economic Development Centre of West Kainuu, other regional civic sector actors and business	Ministry of Employment and Economy, Municipality of Paltamo
Workshop of Kuhmo municipality	Ongoing	Labour market policy	Youth unemployment	The workshop offers a meaningful activities for youth, gives career guidance and information of the working life rules. For educated youths the workshop offers introduction to working life and a possibility to maintain professional skills. The workshop is specialized in handicraft professions like sewing, wood- and metalwork.	The aim is to help the youth to carry out their individual plans, which are advancing their employment or helping them to apply to education.	Unemployed youth who are under 29 years of age	Long-term project	Municipality of Kuhmo	Municipality of Kuhmo
VALUMA training, preparing youths for vocational education	Ongoing	Education policy	Transition to vocational education	The studies consist of education and work trials and theory studies. Students are also training their everyday skills and strengthening their wellbeing. During the education students are familiarized with different education possibilities, professions and working life.	The aim is to strengthen studying abilities and give information how to apply to vocational education; hence, the aim is to provide students with the capability to apply to vocational training and to support their ability to complete a vocational qualification.	Young people who have just completed basic education, adults who need support in transition to vocational education, especially immigrants	Long-term service	Kainuu Vocational College	City of Kajaani



## Work Package 3

### Lifelong Learning Policies: Mapping, Review and Analysis

#### National Report: Germany

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Work Package 3 – Policy Mapping, Review and Analysis

Deliverable D 3.1

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## 0 Executive Summary

This report maps, reviews and analyses lifelong learning (LLL) policies in Germany targeted at young adults with particular reference to two contrasting Functional Regions (FR), the FR Bremen and the FR Rhein-Main. Both FRs differ from each other in terms of socio-economic factors and structure, rates of unemployment of young adults and LLL policies in the educational, labour market and youth and social policy sector. Following the WP 3 proposal, all of these three policy sectors have been taken into account for the mapping of LLL policies in both FRs. Nine LLL policies have been selected from each FR and described according to an analytical framework and template provided in the WP 3 proposal. In addition, three of these nine policies per region were described in more detail by embedding them in their specific contexts. These policies will also be the basis for the selection of interviewees (young adults, experts etc.), which will follow in later work packages and which aim to deepen the analysis of the effects and side-effects of LLL policies on young people's life courses.

The analysis of LLL policies in the two FRs in this report is mainly based on document analyses and is therefore still preliminary and tentative. However, our initial analysis suggests that the policy landscape is very complex with various national policies and programmes that are implemented at the FR level and further variations of these programmes on the local level. From our mapping of LLL policies in the FR Bremen and the FR Rhein-Main it would appear that both regions have tried to integrate their LLL policies originating from three different policy sectors. Almost every single LLL policy analysed covers aspects and dimensions of more than one policy sector. Thus, the allocation of LLL policies to the three main policy sectors is rather problematic. There is evidence that in both FRs many of the mapped policies follow lately the national pattern. The three policy sectors have an integrative activating approach with the ultimate aim of labour market integration of young adults, reduction of early school leavers and assuring sufficient numbers of skilled workers. In terms of governance there is evidence that the socio-economic realities influence the way the policy sectors are represented: while in the FR Rhein-Main educational policies are more prominent, the labour market and social and youth policies in FR Bremen are rather prevalent. With regard to life course it appears that the transition from the school into the world of work can be grouped in five phases and that each phase presents different challenges to young adults. It seems that LLL policies at various phases of the transition from school to work act as 'repair agencies', being closely related to potential problems at different phases of the transition. Individuals, as well as groups, defined as needing special attention are tackled by LLL measures and programmes. In general, in the FR Rhein-Main as well as in the FR Bremen, more and more activating approaches are implemented in the field of education, social and labour market policies. In terms of cultural political economy, there seems to be a stronger predominance of the vocational orientation in the school system in the last 15 years. As a first tentative conclusion, it appears that certain current issues and discourses like the academisation of the VET system, the shortage of skilled workers as well as skill and demand (mis)matches etc. have decisively influenced LLL policies in Germany. All these discourses which frame LLL policies in Germany individualise problems, which can also be seen and interpreted on a structural level.

# 1 Introduction

This national report provides an overview and first analysis of lifelong learning (LLL) policies for young adults and their inclusion in education, training and work in Germany with special reference to two selected case studies, the two 'Functional Regions' (FRs); the FR Bremen and the FR Rhein-Main. The report takes account of LLL policies from three different policy sectors: education policy, labour market policy, and social and youth policies. Following the recommendations of the Work Package (WP) 3 proposal<sup>1</sup>, the report takes a very broad view of 'LLL-policies', including policies ranging from a low level of materiality and concreteness (e.g. discourses, strategies) to very concrete measures as well as policies, which are formally initiated and run by institutions (e.g. ministries) and, also those policies, which are informally initiated and run by networks.

The report is structured according to the WP 3 proposal and falls into three parts: In chapter 1 we will provide general contextual information on school-labour market relations and the transition from school to work in Germany as well as a short characterization of the German vocational education and training (VET) sector, which plays a major role in the successful integration of adolescents and young adults from the education system into the labour market (1.1). After having provided the national framing of LLL policies in Germany, we will then briefly characterize the two selected FRs and explain the rationale for their selection (1.2).

Chapter 2 provides an extensive mapping of LLL policies in both FRs and therefore falls into two parallel structured sections (2.1 and 2.2). In both sections, we will briefly outline our methodological approach to the mapping process, give an overview of LLL policies from different policy sectors in each region and then provide a 'thick description' of three exemplary LLL policies in each FR and of their embedding in their specific contexts.

In the first part of chapter 3, we will review and synthesize LLL policies in both FRs with regard to their primary sector orientation, their main objectives and target groups etc., but also in respect to their 'blind spots' and 'gaps' (3.1). In the second part, we will analyse the LLL policies in both FRs with special reference to their compatibility and integration with other social policies. In addition, we will tentatively assess potential implications and the impact/effects, both intended and unintended, of LLL policies on young adult life courses and the embedding of LLL policies in policy landscape(s) on the local and regional level (3.2).

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<sup>1</sup> Work Package 3 Policy Mapping, Review and Analysis: *Work Package Proposal* (25.06.2016)

## **1.1 National framing of LLL policies: School – labour market relations in Germany**

In order to facilitate a deeper understanding of the implementation and the impact of LLL policies in Germany, this section provides a brief description of the traditional institutional features and the current developments and issues regarding school–labour market relations in Germany and thus aims to provide a national framing and contextualization of the implementation of LLL policies in Germany.<sup>2</sup>

### **School-labour market relations in Germany: Traditional features**

A first traditional feature of the German education system that has to be taken into account when analysing school-labour market relations in Germany is its strong vertical differentiation at the lower secondary school level (ISCED level 2) and the resulting large variety of different routes into the labour market. Following the common primary school (*Grundschule*) which lasts for four years (1-4), covering the age range from 6-9/10 years in most of the sixteen *Länder* (states) and is attended by all children, the lower secondary school (years 5-9/10) is traditionally characterised by a multitude of different types of secondary school tracks. In addition to the separate and highly differentiated school system for students with special needs (*Sonder- or Förderschulen*), which is attended by about 4% of each age cohort (Autorengruppe Bildungsberichterstattung 2016, 81) enrolled in schools, there are three different traditional tracks or types of secondary schools that aim to construct homogeneous learning groups with regard to the cognitive abilities of their students: *Hauptschule*, *Realschule*, and *Gymnasium*.<sup>3</sup>

On the grounds that the distinctive secondary school types at ISCED 2 level provide different qualifications and entitlements, which in turn limit or widen opportunities of access to the labour market at a later stage of the school career, the traditionally strong vertical differentiation of the German secondary school system is highly relevant for the transition from school to work. In addition, the initial distribution to a certain secondary school track which already takes place at the end of the primary school (i.e. at an age of 10 or 12 depending on the individual *Länder* regulations) is of particular importance. Most and foremost this is due to the permeability (and transition) between lower secondary schools that is quite low in Germany and works mostly ‘downwards’ (i.e. from the academically oriented to the vocationally oriented tracks and not vice versa) (cp. Bellenberg, Hovestadt & Klemm 2004). Simply put, once children have been distributed to a certain secondary track, they are quite likely to stay there and finish with school-leaving qualifications which in many cases qualify them for certain sectors of the labour market only (see below).

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<sup>2</sup> For more detailed background information on the German education system and its relation to the labour market, please refer to deliverable D.2.2 provided in WP 2.

<sup>3</sup> A detailed description of these three school types can be found in Annex A: “Secondary School Tracks in Germany”

A second traditional feature of the German education system, which has to be taken into account when analysing school to work transitions, is the long tradition of separation between academic and vocational education routes at the upper secondary level (ISCED level 3). Students may enter vocational education after lower secondary education, but also with higher school leaving certificates enabling them to go to university (e.g. *Abitur*), or even during or after university studies. Vocational education at upper secondary level is rather complex and can be divided into three main sectors: the 'dual system' (*Duales System*), the full-time 'vocational schools' (*Berufliche Schulen*) and the so-called 'transition system' (*Übergangssystem*)<sup>4</sup>. Traditionally, vocational education, which is exclusively organized and run by full-time vocational schools, plays only a marginal role in Germany. For the majority of young people in vocational education, the main route into employment is provided and organized by the 'dual system' of vocational education, which consists of a vocational on-the-job-training or apprenticeship in companies and part-time instruction in general and vocational subjects in vocational schools (*Berufsschule*). Vocational education in the dual system usually lasts for three years and the apprentices/students receive a monthly salary which is set and paid by the employers. After successful completion of the dual system of vocational education, the graduates receive a professional vocational qualification, which enables them to work as a qualified employee in a recognised occupation that requires formal training. The third sector of vocational education, the so-called 'transition system' (*Übergangssystem*), does not lead to a recognised training qualification. However, it offers young adults who cannot get a training position or an apprenticeship contract directly after school (roughly one fourth of all young adults trying to enter VET) the chance to upgrade their personal competences in a large variety of different courses and measures, in order to prepare them for vocational training.

### **School-labour market relations in Germany: current developments and issues**

Despite the rather elaborate institutional organisation of the school to work transition in Germany described above (and further in the annexes A and B), there are several issues currently inhibiting a smooth transition from school to work and which will have a negative impact on the future school-labour market relations.

Firstly, the spectrum of measures offered in the current 'transition system' varies considerably between regions and between the *Länder*. Although the *Länder* do roughly invest the equal sum of 2.000.000.000 € into the transition system, it has been repeatedly criticised by researchers and employers for its lack of effectiveness (e.g. Lex & Geier 2010; Autorengruppe BIBB & Bertelsmannstiftung 2011). Ever since the strongest expansion of the transition system in 2003 when the apprenticeship market had been unable to absorb the number of school-leavers, we have observed a shift in national and regional policies. These new policies aim at closing down the transitional system, thereby sustaining young adults throughout their transition from school to work in a sequence of interconnected measures, rather than keeping large numbers of young adults in the 'transition system' without increasing their chances of finally entering

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<sup>4</sup> The three sectors are only briefly described here. A detailed description of the three sectors in vocational education can be found in Annex B: "Vocational education in Germany"



vocational education. Although reduced by a third since 2005, there are currently still 270.783 young adults in the 'transition system' (Autorengruppe Bildungsberichterstattung 2016, 102). This number has risen slightly again in 2015, mostly due to high numbers of migrants. One major point of reform in recent years has been the attempt to introduce more transparency and better co-ordination into the transition system with its manifold actors and stakeholders as well as evidence-based research, evaluating the cost-effectiveness of the different measures. Still, according to a recent study by Solga & Weiß (2015), the results are yet far from satisfying.

Secondly, there is a strong regional disparity with regard to the availability of apprenticeship places in Germany. For the dual system of vocational education, the ratio between supply and demand of apprenticeship places on a national level has risen slowly but steadily in the last years. However, in 2015, the number of places available for 100 school leavers interested in a training /apprenticeship position was still at 90.3 places 'only' and thus insufficient (BMBF 2016, 22). In addition, a closer analysis of the regional disparities clearly shows that there is a strong west-east divide and likewise, partially, a north-south divide. Thus, the ratio between supply and demand is quite critical in the conurbation centres of Nordrhein-Westfalen (below 90) and also in our two FRs Bremen and Rhein-Main, whereas offer exceeded demand in some areas of Bavaria and Mecklenburg-Vorpommern (above 110). As a result of this, companies will have problems in finding young adults for their vacant apprenticeship and training places.

Thirdly, and in addition to the general capacity problem in some areas, the fact that there are currently 40.960 vacant apprenticeship positions in Germany (BMBF 2016, 16), while the ratio between offer and demand on the national level is still at 90.3, points to problems of matching of demand and offer. Particularly for apprenticeships and training places in the so-called 'upper segment' of occupations (i.e. commerce, administration, IT and media), demand exceeds offer. This is indicated by the fact that in this segment 62% of all vacant positions are taken up by students with the highest school leaving certificate (i.e. the *Abitur*). This means that students who hold a certificate from the least academic secondary school (i.e. the *Hauptschule*) are restricted to the professions in the 'lower segment' of the table, where offer exceeds demand (i.e. skilled manual and commercial occupations in the fields of food/nutrition, restaurants/hotels and building/construction). Thus, graduates from the *Hauptschule* represent the majority in this segment (ca. 55%), while students who graduated from the grammar school, holding an *Abitur*, play only a marginal role (ca. 8%). The social segmentation, which has been caused by the consistent allocation of school leaving certificates to specific professions, means that students with lower school leaving certificates are restricted to a permanently shrinking field of professions, because it is particularly the lower segment which has lost 30% of its apprenticeship and training places between 1995 and 2014 (cp. Autorengruppe Bildungsberichterstattung 2016, 109-110).

Apart from the lacking effectiveness of the transition system and the regional disparities and social segmentations in the dual system, there are various current developments which will affect the future school-labour market relations. The first development which has to be mentioned in this context is the widely shared conviction that Germany needs

to increase both the rate of university degree holders as well as the rate of students who hold a degree from universities of applied science. In 2014, more than a quarter (26%) of all 30-35 year olds in Germany held a degree either from a university or a university of applied science. These rates are still relatively low in international comparison, although Germany has managed to catch up slightly in the last fifteen years (from 18% in 2000) (Autorengruppe Bildungsberichterstattung 2016, 45-46) without, however, reaching the rates of countries such as Finland, Spain or Portugal. To increase the rates of academics, special study programmes have been established for young adults who do not hold an academic higher education entry qualification (i.e. the *Abitur*), but who successfully passed a special vocational education exam (e.g. nurses). Furthermore, so called 'Dual Study Programmes' have been established in HE, which combine the principle of learning in companies and enterprises with traditional university courses. Today, there are about 50.000 students enrolled in these programmes (cp. Autorengruppe Berichterstattung 2016, 102).

The downside of this rapid academization is that students from the *Hauptschule*, who make up about 11% of each age cohort (Autorengruppe Bildungsberichterstattung 2016, 78), finish their school career with a school-leaving certificate, which is not only hardly useful for the vocational education market, but also carries a social stigma. The situation is even worse for students from special (needs) schools, because after nine or ten years of schooling, they do not possess a regular school-leaving certificate. As stated in the latest educational monitoring report, 5.8 % of each age cohort leave the school even without a school-leaving certificate from the *Hauptschule* (Autorengruppe Bildungsberichterstattung 2016, 273). These three groups of students are the most problematic groups in Germany in terms of youth unemployment. Most recently, these three groups have been supplemented by a fourth group of young adults whose integration into vocational education and into the labour market will likewise pose a major challenge. These are adolescents and young adults who came to Germany as part of the influx of more than one million refugees ever since the beginning of 2015, amongst these asylum-seekers were very high numbers of young people.

Finally, the future organisation of the transition from school to work will have to take into consideration the predicted future shortage of skilled workers (*Fachkräftemangel*) in Germany, which has been repeatedly diagnosed by several economists and also in the latest educational monitoring report for Germany (cp. Autorengruppe Bildungsberichterstattung 2016, 122). Thus, it is assumed by economists that in twenty or thirty years, there will not be enough skilled workers in Germany, trained by the vocational education pathways of the dual system to fulfill the needs of the German industry. This, at least, is one important background for the increasing efforts to invest in LLL-policies to strengthen the dual system.

## **1.2 Description of Functional Regions (FR) selected**

This chapter characterizes the two Functional Regions (FR) which were selected as case studies for the analysis of LLL policies in Germany and explains the rationale for

their selection<sup>5</sup>. Thus, this chapter provides the context for the deeper understanding of the mapping, review and analysis of regional and local LLL policies in chapters 2 and 3.

### 1.2.1 FR Bremen

The FR Bremen is a relatively large area in the North-Western part of Germany with roughly 2.7 million inhabitants. Geographically, the FR Bremen consists of the northern (original) part of the so-called 'North-Western Metropolitan Region' which was officially recognised as a European metropolitan region in 2005. This region includes Bremen and Bremerhaven, and the area between these two cities, as well as parts of Niedersachsen to the west of Bremen (e.g. Delmenhorst and Oldenburg). The part of the metropolitan region which we take as the FR Bremen is roughly coextensive with the Bremen suburban rail network. The different parts of the FR Bremen are strongly interlinked in economic terms and also try to harmonise regional policies. The economic centre of this FR is the city of Bremen (ca. 550.000 inhabitants; roughly 130.000 people commute every day from surrounding Lower Saxony to Bremen for work) with Oldenburg and Bremerhaven being secondary centres.

In economic terms, the FR Bremen is in many respects a very diverse region: After decades of crises in the ship-building sector and processes of automatization at the harbour, the town of Bremerhaven (ca. 110.000 inhabitants in 2015; ca. 150.000 in 1968) now has one of the highest rates of unemployed people living from welfare: 6.765 persons or 11.5 % SGB II. Bremen City also has a relatively high rate of unemployment of 27.160 or 9.4% compared to overall Germany, which lies at 5.8% (Federal Employment Office 2016, October) and the city has high debts: 31.299 Euro per inhabitant compared to 9.378 in overall Germany (Statistisches Landesamt Bremen, 2016).

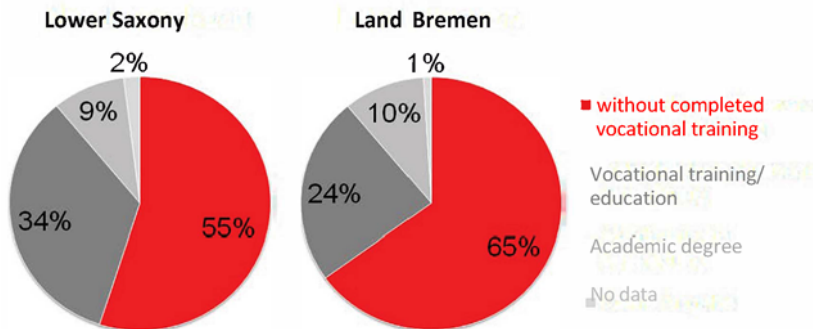
The map below shows the distribution of unemployed people living from welfare in different quarters of the city. Regarding LLL policies, this means that there is a high concentration of measures, projects, and programmes etc. in the sectors of education, social and youth, and employment conducted particularly in these quarters.

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<sup>5</sup> Readers who are interested in a more detailed description of the two FRs are referred to our earlier paper 'WP 3 Functional Regions Germany', which we provided in August 2016.



### Unemployed aged between 25 and 35 according to qualifications



*Of the 60.000 unemployed aged 25-35 in Lower Saxony more than every other has no vocational training degree, in Land Bremen there are two-thirds from 9.300. This has a long term negative impact on the professional life: they earn less, they become more often unemployed and stay unemployed for longer time, which increases the risk of old-age poverty.*

*Source: Statistics of Federal Employment Agency, as of May 2016*

As it can be seen from this table the young adults with no vocational training or education are at greatest risk of becoming long-term unemployed. The longer a person is unemployed (in most cases longer than one year) the lower are his or her chances of finding employment, as the willingness of companies to hire long-term unemployed is rather low.

Surrounding Bremen, we find small towns which essentially function as suburbs and are quite wealthy (since 1973 people pay income taxes at the place of living, not, however, at the place of work – one of the main reasons for Bremen being on the verge of bankruptcy, as many of the commuters work in Bremen and live and pay taxes in the suburban areas in which they live). Around Bremen and towards the east and south (i.e. Verden and Diepholz), the FR Bremen is quite rural. This is also true for the areas in the north, when disregarding the port town of Bremerhaven (Osterholz, Cuxhaven). To the west, there is the secondary centre of Oldenburg, a relatively wealthy town of some 160.000 inhabitants, surrounded by rural areas.

One of the region's main economic drivers is logistics with 115.000 people working in this sector (Handelskammer Bremerhaven 2015). The reason for this are primarily the region's very active harbours. In 2012, the harbour of Bremerhaven alone had a turnover of more than 6 million TEU (twenty-foot equivalent; standard-sized containers). Secondly, the trade and industries in this FR are heavily export and import-oriented (e.g. Bremen has the world's second-biggest plant of Daimler-Benz car manufacturers). In terms of people working in the primary, secondary or tertiary sector, there are partly striking differences between the different towns and communities. However, in all towns and communities, the minimum percentage of people working in the tertiary sector is currently at 56% (Statistisches Landesamt Bremen et al. 2016).

To sum up, on the one hand FR Bremen's highly diverse economy and its unemployment rates of young adults, which in some areas (e.g. in Bremerhaven but also

in *Land* Bremen as described above) are relatively high and, on the other hand, its flourishing car industry in Bremen City, which in 2015 employed 21.965 people (see Statistisches Landesamt Bremen et al., 2016: 26), makes Bremen an excellent candidate for one of the two German case studies. Because of the above-mentioned heterogeneity of the FR Bremen, we expect to find mismatches and tensions between the education, social and employment sectors and, aside from that, a multitude of different LLL policies which are aiming to support young adults in their transition from school to work. A second rationale for choosing Bremen as one of the two German FRs is the fact that the FR Bremen is defined by contrasting characteristics which seem highly relevant for the implementation of LLL policies. Thus, the FR Bremen encompasses both urban and rural areas and it consists of internationally-oriented centres as well as centres which mainly serve their surrounding communities. The combination between 'old' and 'new' industries in the FR Bremen and, what is more, its economic diversity makes the region in its entirety a good basis for the selection and analysis of contrasting cases. A third rationale for selecting Bremen as a case is the size of the education system. Due to the significantly small size of the federal state of Bremen in relation to the other federal states of Germany and hence its relatively small number of educational actors and stakeholders, LLL policies can be implemented relatively quickly and its effects in the region will become visible in a relatively short span of time.

### 1.2.2 FR Rhein-Main

The second FR is the metropolitan region Rhein-Main with its 5.6 million inhabitants. Regarding its economic power, it is one of the most important regions in Germany. The reason is its international outstanding position as a transport hub, fair- and finance center and as a science- and service metropolitan region. It is located in the center of Germany and part of three federal states (Hessen, Rheinland-Pfalz and Bayern). The larger physical portion of the region is located in southern Hessen with the cities Frankfurt am Main, Wiesbaden, Darmstadt and Offenbach am Main. Important cities of the metropolitan region in Rheinland-Pfalz are Mainz and Worms. The most important city in the Bavarian area of the FR is Aschaffenburg. The region consists of 18 more districts (*Landkreise*). The geographical, economic and functional centre of the metropolitan region Rhein-Main is Frankfurt am Main with its over 700.000 inhabitants. The region is connected through a dense suburban railway and motorway network covering the central railway station and Frankfurt airport.

Due to the metropolitan area, the offer of education and training is very high with four universities and several universities of applied sciences, a broad and diversified range of vocational training (apprenticeship places), professional schools, and, last but not least, providers of pre-vocational education and training within the so-called 'transition system'. With regard to the latter issue, the landscape is highly diverse with municipal providers (e.g. *Gesellschaft für Jugendbeschäftigung*), organisations of the youth welfare system (youth social work), organisations for the area of adult and further education, as well as private companies offering education or training.

The FR Rhein-Main has been chosen for the Young Adult project for a number of reasons:

- It is a very wealthy area characterized by Frankfurt airport (the biggest working place in Germany with ca. 80.000 jobs) and the Frankfurt bank district (Seat of the German and the European Central Bank). The GDP per capita per year in Frankfurt and some neighboring municipalities is higher than 80.000 EUR (Rhein-Main region: 38.880 EUR. Germany: 32.500 EUR). These figures reflect the outstanding importance of this city for the region and beyond.
- The region and Frankfurt itself are rather stratified, suggesting that the whole population does not benefit from this economic strength. There are huge differences between districts of Frankfurt with regard to unemployment, income, qualification and rents and consequently different chances for citizens. For instance, despite a very high GDP, Frankfurt itself has child poverty rates far above the German average (Frankfurt: 21.8%, Germany: 15.7%).
- Outside Frankfurt and with regards to the other cities in the FR Rhein-Main, we can also identify rather poor cities with unemployment and poverty rates above the average and a high share of population with a migration background. The city of Offenbach, for example, which is located in close proximity to Frankfurt, is a relatively poor city with high rates of child poverty (34.8%) compared to the national average in Germany, where 'only' 15.7% of the under 15 year-old live from social benefits. Another example is the unemployment rate in the different cities in the Rhein-Main region. In the year 2014 the rates varied between ca. 11% in Offenbach to over 6.9 % in Frankfurt, and ca. 4 % in the district Aschaffenburg.
- Considering other important key indicators, Frankfurt and the Rhein-Main region do not differ considerably from the German average. In the year 2013, 5.3% of school leavers had no school leaving certificate Germany wide. In the Rhein-Main region the rate was 4.9% and in the city of Frankfurt 2.9%. A similar picture was seen in youth unemployment rates in 2015: Germany had 5.4%, the Rhein-Region 5.1% and Frankfurt had 6,2%.
- The Rhein-Main region has high rates of migrants in comparison with the rest of Germany. In the year 2014, 9.3% of the population in Germany were migrants. In the Rhein-Main region this figure was 14.1% and in Frankfurt in 2015 27.7% of the population were migrants.

Again, as in the case of the FR Bremen, it is a special challenge for LLL policies to take the diverse contexts on the local and regional level into account and, therefore, we expect to find mismatches and tensions between different LLL policies in this FR, as well. Thus, the brief descriptions of the two FRs selected as case studies for this report show that the two FRs are facing similar challenges regarding the diversity within the region. However, the descriptions also show clearly that the two FRs are sufficiently different in terms of their economies, labour market developments, population and education structures to make contrasting cases, as suggested in the WP 3 proposal. While the FR Bremen faces greater challenges with regard to the unemployment of young adults and the resulting social issues which will require specific policy and practice responses regarding lifelong learning, the FR Rhein-Main is undergoing rapid economic changes which will require the implementation of LLL policies with focus on further and continuing education.

## 2 Mapping of LLL policies

### 2.1 Mapping of LLL policies in the FR Bremen

The FR Bremen consists of socially, economically, and educationally contrasting and complex realities. As a consequence of this situation, the regional level of LLL policies is defined by a plethora of projects, programmes, initiatives, measures, and networks. The fact that the FR Bremen consists of two *Länder*, namely the *Land* Bremen, with the cities of Bremen and Bremerhaven, and the *Land* of Niedersachsen, makes the mapping of the LLL policies in this FR rather intricate. Its complexity arises from the fact that these two *Länder*, Bremen and Niedersachsen, have different priorities in terms of LLL policies. While the *Land* Bremen puts a strong focus on social and educational policies, the *Land* Niedersachsen emphasises labour market policies and the recruitment and training of skilled personnel.

#### 2.1.1 Description of methodological approach

The mapping of LLL policies in either FRs followed the WP3 proposal and focused on policies (i.e. on programmes, initiatives, projects etc.) that covered primarily the age frame of 18 to 29 years old, but also went beyond this age frame when relevant for the mapping. In both FRs, most LLL policies focussed on the age groups 16-24, 12-27, or 25-35, but there were also variations between them. The mapping of LLL policies in the two FRs (also) focused primarily on the agreed time frame between 2010 and 2016. However, in some cases we also mapped earlier regional and local LLL policies, as we noticed that many of the current policies were either influenced by earlier LLL policies from the 1980s and 1990s or represented further development of these earlier policies.

The main goal of the LLL policies at *Länder*, regional and local level is to ensure the already existing continuity and, by means of collaboration, to improve the social, economic and educational situation of disadvantaged youth and young adults while simultaneously empowering disadvantaged regional and local areas. Therefore, the main policy sectors we concentrated on were educational, social and youth and labour market policies as specified in the WP3 proposal. Concentrating on these three sectors did not completely exclude other relevant policy sectors. Yet, to keep the mapping manageable and coherent, we had to narrow down the policy sectors. Within these three sectors we broadly mapped the already existing programmes, initiatives, projects etc. and identified the publicly available policy documents and reports at national and at FR level.

For the identification of LLL policies we used a 'snow ball' approach in both FRs, implying that we progressively identified sources from the scrutiny of initial key documents, and then specified the search with the help of criteria given in the WP3 proposal like sector orientation, level of materiality/concreteness, objectives/problems



tackled by LLL policies, target groups, solution proposals, success criteria, governance regimes, funding sources, etc.

For the FR Bremen, we started the mapping process in the following way: Firstly, we scrutinized the websites and service portals of the *Land Bremen* that offer a very good overview of the senators, ministries and offices involved in LLL policies<sup>6</sup>. In the case of the City of Bremen many of the LLL policies are taking place in socially disadvantaged quarters, which at their turn also are being in the focus of the LLL policies. In the LLL policy *Bremer Wege* ('Bremen Ways') the focus is both on strengthening the quarters like Hemelingen, Gröpelingen etc. and also the youth and young adults living there by fostering a better cooperation among relevant stakeholders in the quarters.

Secondly, the same procedure was applied for the mapping of LLL policies in the *Land Niedersachsen*. In this context, the *Niedersächsisches Ministerium für Wissenschaft und Kultur* (Ministry of Science and Culture) and the *Niedersächsisches Ministerium für Wirtschaft, Arbeit und Verkehr* (Ministry of Economy, Employment and Transport) proved to be the main ministries and offices involved in LLL policies. Furthermore, there is a joint initiative of the *Länder Bremen* and *Niedersachsen* directed by the *Bundesagentur für Arbeit, Regionaldirektion Niedersachsen-Bremen* and its main scope is to assure a balanced supply of skilled personnel and apprentices between peripheral regions of the two *Länder* and the main cities.

Thirdly, we scrutinized the main Chambers of Commerce and Crafts in both *Länder*: the *Handelskammer Bremen - IHK für Bremen und Bremerhaven* (Chamber of commerce in Bremen and Bremerhaven) and the *Handwerkskammer Bremen* (Chamber of Crafts Bremen) as well as the *Niedersächsischer Industrie- und Handelskammer* (NIHK) (Niedersachsen Industry and Chamber of Commerce) and the *Handwerkskammer Oldenburg*. The LLL policies of the chambers of commerce focus mainly on supporting programmes for apprentices at risk of dropping out of their training, on the recognition of qualifications of migrants and refugees, on winning skilled personnel, on professional guidance, and moreover on further education measures.

Fourthly, we also took a look at various locally relevant stakeholders like the *Arbeiterwohlfahrt* (AWO) (workers' welfare association), *Rotes Kreuz* (red cross), *Caritas*, *Volkshochschulen* (adult education centres), and on different data bases<sup>7</sup> etc., to gain a deeper understanding of how LLL policies are implemented at the local level. It has turned out that groups of youth and young adults who are less prominent in the main LLL policy documents like single mothers, illiterates/functional illiterates, and certain ethnical migrant groups etc. are also to be found in some of the local LLL policies. This 'bottom-up approach' contributed significantly to our understanding of the local LLL policy landscape and to the saturation of data generated.

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<sup>6</sup> An overview of the ministries can be found under: <http://landesportal.bremen.de/senat/ressorts>

<sup>7</sup> The following data base offers a good overview of relevant social stakeholders in Bremen: <http://www.info-sozial.de/datenbank/suche.php?ort=Bremen>

Finally, as to get sufficient information on the interdependence of the different main actors in the FR Bremen, we also conducted interviews with experts in the field of LLL policies. It turned out that many LLL policies have a top-down tendency and that there is a continuity of many programs, projects and initiatives over time. Many institutions and agencies have a well-established role in the LLL policy landscape. Partially and only recently, a close cooperation between the main actors in the LLL policy landscape has been taking place.

### 2.1.2 LLL Policies in the FR Bremen

The mapping of LLL policies in this section aims to provide an initial overview and understanding of the policy landscape of the FR Bremen. The selection of LLL policies is guided by the analytical framework provided in the WP3 proposal, which means that we tried to identify and describe LLL policies from different policy sectors as well as from different levels of materiality and institutionalisation.

#### (1) ,NewStart‘

The project *JOBSTARTER plus – Project NewStart Bremen* is predominantly part of an educational policy, but it also integrates actors and stakeholders from the labour market. Through a close cooperation among important actors and stakeholders such as universities, chambers of commerce and crafts, job centres and other trade unions, the project strives for university students at risk of dropping out and university dropouts with no subsequent options to be re-integrated into the dual educational system. The study *Bildung in Deutschland* (2014) (Education in Germany, 2014) estimated a dropping out quota of 28% in undergraduate and of 10% in graduate studies in Germany in 2012. In Bremen, the number might be the same, but there are no statistics and data on this issue available yet. The target group for the NewStart project are students thinking about leaving the university and university dropouts. The idea behind the project is that students leaving the universities without a degree represent a great unexploited potential for companies in search for apprentices. So, the objectives of the project are many: firstly, in terms of guidance and counselling to raise students' awareness on the possibilities of apprenticeships; secondly, to raise awareness among employers to fill apprenticeship places with university dropouts, thirdly, to create an institutional overlapping system that identifies and supports students at risk at an early stage as well as enables a recognition of the students' prior learning (e.g. in terms of shorter apprenticeship phases) by the employers' associations (chambers). The underlying success criterion is to have a smooth direct transition from university into VET. Therefore, inter-connected information and counselling services were created. These services assist students in choosing an appropriate apprenticeship from the broad spectrum of offers by putting them into contact with institutions offering apprenticeship places and, ultimately, by supporting students in planning their career and professional further education. Due to the recognition of prior attainments, the duration of the apprenticeship can often be shortened. This can be achieved because many students enter into apprenticeships similar to the subjects they studied at university. This project

was started in 2015 and will continue until 2017. It is co-funded by the *Bundesministerium für Bildung und Forschung* (BMBF) (Ministry of Education and Research) and the ESF.

With regard to the level of materiality/concreteness, this project can be classified as an example of a LLL policy with a low level of materiality (low-threshold offers in form of counselling and guidance) and a medium level of institutionalisation (tighter networking among important actors and stakeholders).

**(2) TEAM: MoTivation, ZiEle, ErfAhrung und KoMpetenz (,Motivation, aims, experience and competence‘)**

The project TEAM is realized within the education sector with some parts operating within the youth and social policies sector. Different training and education providers bundled their activities on unemployed young adults (NEETs) and developed a common training approach. TEAM aims at unemployed people aged 18-25 depending on social welfare (ALG2) and living in Bremen. The participants are sent by the local job centre to a training provider, in our case *bras e.V.*, where they take part in courses that last 3 to 6 months and take up to 39 hours a week (a shorter duration is also possible). In terms of content, various occupational fields can be explored in the training providers' workshops (e.g. wood/metal, storage/logistics, catering, housekeeping/nutrition, trade/sales). Instruction is offered by professional trainers. School degrees can also be attained during the courses while instruction takes place in small groups. Other courses include German and math classes, media literacy as well as sports and nutrition classes to enhance the bodily fitness and strengthen the personality. In like manner, the youth and young adults are supported and counselled by psychologists and qualified social education workers. To enhance their chances in finding an apprenticeship or a work place they are prepared for job interviews by experienced job coaches. Practice-based learning is carried out in consultation with social institutions. Courses and other incentives like transportation ticket, free lunch, workwear, etc. are paid for by the state via local job centres and the European Social Funds. The basic occupational knowledge provided is not recognised by the VET system, so the institutional embeddedness and cooperation of the project is rather poor at this point. Training and education providers are privately or semi-privately funded organisations or else belong to chambers of industry/commerce or crafts. The main institutional bases are the job centres that fund the programme according to national policies on activating and schooling jobless people. TEAM was launched in 2014. While it is unclear how long this project will last or whether it will ultimately be replaced by other projects or measures, the general idea of training providers offering these kind of courses is now strongly institutionalised through activating labour market policies at the national level.

This case offers an example of LLL policies aiming at labour market integration of young adults at the national level, which are carried out with slight variations and with a medium level of concreteness on the regional level. The level of institutional involvement can be regarded as low to medium, because the courses are carried out by a varying

number of private-sector education providers, while the funding and the selection of students is organised by the state.

### **(3) COMMPASS: *Aufbruch. Respekt. Orientierung* ('Start up, respect, orientation')**

This project is part of a youth policy approach, supporting the work of the *Werkschule* policy, wherefore we can also identify an educational dimension in it. In Bremen, 8.2% of all students leave school without any school-leaving certificates each year. To counteract this trend, a new type of school was created by the *Land* of Bremen in 2009: the *Werkschule*. Since 2012, it has been officially part of the Bremer education system. In this respect, the project COMMPASS was developed for and coordinated together with the *Werkschule* project. The group targeted at in COMMPASS are *Werkschule* students, i.e. students facing all kind of difficulties and discrimination and who may need further support and assistance (for more information on the *Werkschule* project see the description in 2.1.3). The aims of the project are as follows: Firstly, the programme foresees to motivate students to complete their school degree through mentoring, guidance, personalized/tailor-made trainings in relevant courses and extra-curricular seminars. Secondly, it tries to strengthen students in their personal and professional orientation. Thirdly, the project aims to strengthen the students' respect for others and for themselves. The term 'respect' is part of the title of the project as these students were deprived of respect in many sectors of and situations in their life. This project has, therefore, a preventive character and starts, precisely for this reason, during school time so that an easier transition from school to work is possible. At the core of the project are volunteer mentors and mentees (often retired people) who are found by means of matching methods. In one-to-one mentoring and seminar sessions, students learn social, interpersonal and intercultural competences and are provided with life and vocational orientation. Their self-esteem and respect for others are also enhanced and they learn how to deal with issues of personal and structural discrimination. The project is carried out by a union-based education provider: '*Arbeit und Leben*' looking for voluntary mentors for the *Werkschule* students. COMMPASS works not only with the students but also with other proponents like *Werkschule* teachers, project employees, trainers, parents and mentors.

The project had been taking place between the years of 2012 and 2014 as part of a nation-wide programme called *XENOS - Integration und Vielfalt* ('Integration and Diversity'). At *Xenon*'s core, several essential ideas are brought forward, such as democratic thought, cosmopolitanism and tolerance in the world of work and in society. The target groups are youth and young adults with or without migration background in difficult life situations. They are supported to integrate into the labour market, and, also into society. COMMPASS was co-funded by the German government and the ESF.

COMMPASS is an example of a LLL project at the regional level with a medium to high level of concreteness (facilitated by means of mentoring with teachers, and mentors). The level of institutional involvement is fairly low, because the project is carried out by different inter-connected actors.

**(4) *BeLeM: Berufliche Lebensplanung für junge Mütter* ('Vocational orientation for young mothers')**

The project *BeLeM: Berufliche Lebensplanung für junge Mütter* is mainly situated in the youth and social sector. However, due to its main co-operation partners, the *allgemeine Berufsschule* (general vocational school), the youth welfare system and the *Zentrum für Schule und Beruf* (ZSB) ('Centre for school and vocation') it has also an educational policy sector orientation. The target group addressed in *BeLeM* are young mothers aged 14 to 21 who are still in compulsory education, or on the search of a job or an apprenticeship place. Their children are between 3 months and 3 years old. In this project, young mothers are encouraged and supported to finish their school, which had to be halted due to pregnancy. This offer is amended by means of tailor-made courses and child-care in school. Without this support, they may not have the chance to pursue education, get a school leaving certificate and move into an apprenticeship and, consequently, may avoid life-long poverty. The common problem these young mothers encounter is that they cannot go to normal schools anymore, as they are not flexible enough to respond to their new life situation. In the *allgemeine Berufsschule*, the educational support and the child-care take place in small separate groups of maximum 10 mothers and 10 children. Learning with other young mothers helps them to bond and to learn from each other, and to gain a sense of belonging. They also get comprehensive services in the form of vocational and life orientation. Pedagogical and psychological support aims to promote the development of parenting skills and, correspondingly, develop a strong mother-child relationship. By teaching young mothers how to reconcile family with professional life and by offering them vocational qualifications, *BeLeM* is designated to improve young mothers' opportunities on the labour market. Per school semester, the young mothers are encouraged to take part in a three-week long in-company training, so that they get to know a broader spectrum of vocational choices.

The project addresses a much discussed social and political debate over life and work balance, especially for single mothers, who are at risk to end up in the welfare system and become part of low-income sectors. The project has been inaugurated in 1998 and has ever since been funded by the *Land* of Bremen.

*BeLeM* can be characterised as a LLL project that offers a high level of materiality (e.g. compulsory courses, teachers) and a medium level of institutionalisation (while being part of the regular school system).

**(5) *Lust auf Zukunft* ('Go for it')**

*Lust auf Zukunft* is primarily a social and youth policy with educational elements. The project deals with early school leavers (ESL) in Bremerhaven. In Bremerhaven, 7% of students are leaving schools without a certificate and, further, are at risk to eventually be caught up in the welfare system. Early school leaving is often seen as a serious economic and social phenomenon that has some serious consequences both for individuals and for society. Supposedly, ESLs are threatened to end up as long-term

unemployed, to be socially excluded and to be prone to life-long poverty, and further to have poor health. This initiative aims to help ESLs on their way to financial and personal independence. The political association *Falken* and the educational institution *Arbeit und Leben* (Work and Life) have carried out the project in close cooperation with schools and interested teachers since 1995.

This project was initiated as a response to the persistent high unemployment rates of youth and young adults during the last 20 years. The few apprenticeship places also increase the lamentable situation in which these students find themselves, adding extra pressure on them. Many of the students cannot stand this pressure and thereupon leave school prior to their graduation. Therefore, the project pursues to empower youth by means of extra-curricular seminars. The group addressed in this project are ESL and students at risk of leaving school under the age of 27. The objective is that they go back to school and/or stay at school and continue their studies. The extra-curricular seminars like life and vocational orientation seminars are offered to enforce own skills and competences, and as well, to gain team work skills. Training for jobs and support in apprenticeship applications are also part of the project. The seminars are quite intense and last for two to four weeks per school semester.

*Lust auf Zukunft* is funded by the *Amt für Jugend, Familie und Frauen Bremerhaven* (Agency for Youth, Family and Women) as well as by the educational institution *Arbeit und Leben*. This project is designed in such a way that it implements the Europe 2020 strategy, which aims at reducing early school leaving to less than 10 percent by 2020.

Within this project, the level of materiality is low to medium (low threshold offers like seminars). The level of institutionalisation is equally low as the seminars within this project are carried out by different trainers.

#### **(6) VerA: Verhinderung von Bildungsabbrüchen („Avoiding educational drop-outs“)**

This initiative is mainly oriented towards the labour market and was created in response to the alarmingly high rates of approximately 25% of students dropping out of training schemes yearly. Half of these students resume their apprenticeships in other companies, most of whom remain unemployed (about 50%), ending in a waiting loop for another apprenticeship. These drop-outs have dramatic consequences for employers as most of them struggle to compensate for the loss of apprentices and find it rather difficult to find new ones. The looming shortage of skilled workers has become a long accepted reality. This initiative was created to combat this phenomenon and to retain apprentices in the dual education system.

Through mentoring, guidance and counselling done by volunteer coaches and mentors, the aim of these efforts has been that students no longer interrupt their apprenticeships. The main group addressed by this initiative are apprentices at risk of dropping out. The volunteer mentors are engaging in one to one mentoring and are dealing with a broad spectrum of questions ranging from everyday life, professional development, changing

the apprenticeship, problems with mid-term and final exams right through to difficulties in school, etc.

The initiative started in 2008 and it will run until 2018. It is carried out by volunteer mentors/coaches and retired professional workers and is coordinated by the *Senior Experten Service* (SES). This service is one of the biggest volunteer organisations for labour workers and managers and is funded by the *Bundesministerium für Bildung und Forschung* (BMBF) (Ministry of Education and Research).

In conclusion, the level of materiality of this initiative is low (marked by one-on-one mentoring on a voluntary basis) and although a large number of institutions are participating in this initiative (e.g. *Deutscher Handwerkskammertag* - DHKT, *Deutscher Industrie- und Handelskammertag* - DIHK) and the *Bundesverband der Freien Berufe* - BFB), the level of Institutionalisation is quite low.

### 2.1.3 Contextualized description of three selected LLL policies

In this section we will describe three LLL policies in greater detail by embedding them in their specific contexts. The three selected LLL policies, which are described in more detail, cover all three policy sectors and illustrate different local, regional and national levels, different levels of 'materiality/concreteness', and different levels of institutional involvement and/or responsibility.

#### (1) *Jugend Stärken* ('Strengthening Youth')

The ESF model programme *Jugend Stärken* will be described more comprehensively as it was implemented in many quarters in Bremen and in 20 locations in Niedersachsen like Cloppenburg, Oldenburg, Wilhelmshaven, etc., as well. This programme has primarily a social and youth policy sector orientation, but it also contains some elements of labour market and educational policies. The programme started throughout Germany on 1<sup>st</sup> of April 2015 and continues until 31<sup>st</sup> December 2018 with an overall budget of 20 Million EUR: 15 Million EUR (ESF) plus 5 Million EUR (German Ministries). It is an initiative of the *Bundesministerium für Familie, Senioren, Frauen und Jugend* (Ministry for Family, Elderly, Women and Youth). Other ministries are taking part as well. An important feature of this programme is the linking between general youth policies and the support for disadvantaged neighbourhoods. Communities must apply for funding, introducing bids that should be pre-evaluated in terms of their feasibility and cost-effectiveness.

For the City of Bremen, the corresponding project is *Jugend Stärken im Quartier* ('Strengthening Youth in the Neighbourhood'). Bremen supports the federal funding with a budget of 200.000 EUR per year. Among the cooperation partners, we can identify organisations such as the Social Welfare Services, the Quarter Management Gröpelingen and Oslebshausen, Youth Migration Services of the AWO, Centre for Girls, Children and Family, and integration networks based in Bremen and Bremerhaven. The

main objective of this project is the continuing support for young adults in difficult (un)employment situations and with special needs. The target groups comprise poorly qualified unemployed young people aged from 25 to 35 years, manual workers who do not have a school-leaving certificate, workers with an apprenticeship, but who have not yet worked in their field for at least four years and migrants.

*Kompetenzlotsen / Jugend stärken im Quartier-Nord* (JustiQ) is organised and administered by the AWO social agency. JustiQ-Nord focuses on a long-term supervision of disadvantaged youth and young drop-outs in the quarters of Grohn and Lüssum-Bockhorn in the Northern part of Bremen. AWO has a drop-in centre in the form of a youth café called *Hafen Höft* ('Harbour Hope'). It is also close to the quarter *Grohner Düne* which is a trouble hotspot with 90% migrants out of which 80% are social welfare receivers. For girls and young women, there is a special drop-in centre called 'Lilas Pause' ('Purple rest') in the north of Bremen. The project is based on low-threshold offers by street workers who have long-term experience of working with young migrants and young adults with migration backgrounds. Judging from the interview we conducted with an AWO employee, 50 young adults were individually reached by means of case management in 2015. Their age ranged between 16 and 27 years. About 80% of these young adults have a migration background. The actual work mostly consists in guidance and counselling, although low-threshold measures for integration are offered, too. The street workers work in close co-operation with the Job Agency and other institutions. AWO had built up co-operation structures with young adults as well as with companies through previous projects in the last 15 years and its expertise and experience has been transferred to so-called *Kompetenzlotsen*.

Another agency involved in this project is *WaBeQ: Beratung, Beschäftigung, Qualifizierung und Ausbildung* (Advice, Employment, Qualification, and training) which offers counselling for youth and young adults between the age of 18 and 24, who are not in school or in apprenticeships in Gröpelingen und Oslebshausen. Its main goals are to counsel youth and young adults at the age of 18-24 who are not in school or in apprenticeships, offering help in finding apprenticeship places and/or internships. A second objective is to support youth and young adults in their transition from school to work, supporting them in their career orientation while gaining practical work experience.

With regards to the level of materiality/concreteness, this project can be classified as an example of a LLL policy with a low level of materiality (low-threshold offers like case management, counselling and clearing) and a medium to low level of institutionalisation (no direct contact among the carrying private sector education providers, no mandatory requirement for the youth and young adults to take part in the project).

## **(2) *Bleib dran* ('Keep at it')**

The project *Bleib Dran* is a combination of educational and labour market policies. It aims at the apprenticeship system (hybrid labour/educational with a stronger base in labour market policy), but focuses predominantly on the school sector of the dual system for its activities. Since 1999, the project *Bleib dran* aims at helping apprentices to get through vocational education in the German dual system, which usually lasts 3 or 3.5



years. In this system, drop-outs have always been an issue. The drop-out rates have been relatively stable in the past decades, ranging between 20-25%, although half of the 'drop-outs' continue their apprenticeships in other companies. Apart from bankruptcy of companies and/or the relocation of companies to other cities etc., one of the main reasons for dropping-out are personal problems and conflicts with trainers carrying out the in-company training. *Bleib dran* supports apprentices in the skilled craft-based trades (the domain with the highest drop-out rates) in Bremen and Bremerhaven. In this project, networks of teachers, trainers, VET researchers and representatives from politics, employers and unions developed material for VET teachers and trainers are co-operating closely in order to detect possible problems as early as possible during apprenticeships. Guidance and counselling for apprentices as well as for in-company trainers or VET school teachers are offered by a small group of mediators in order to solve conflicts before they eventually result in drop-outs. These mediators are available a few hours per week at each of the various VET schools in the Bremen region.

Target groups here are young adults at risk of becoming NEETs. The networks of actors from politics, unions and employers normally meet twice a year. The mediators spend time at various VET schools during their regular contact time (usually 2-3 hours per school per week), but are not part of the institutionalised VET system. Instead, the whole program is based on projects that need to re-apply for funding each year.

This project, which is situated at a regional level (*Land* of Bremen) has a low to medium level of materiality (a small group of mediators for the actual work, yet easily available) and a low to medium level of institutionalisation (a project quite stable over time, backed by institutional actors that do not, however, meet on a regular basis).

### (3) 'Werkschule'

A third project, which started in 2009, and was co-funded by the ESF in the first three years of its existence, is the so-called *Werkschule*. Since 2012, they have been a regular part of the Bremen educational system. Thus, this project provides an example of a local policy (comprising the town of Bremen) with high materiality (schools, teachers, etc.) and a high level of institutionalisation (being part of the regular school system). At the premises of at first 6 and now 10 existing vocational schools, initially comprising 90 and now more than 400 students, young people who have completed the 8th grade of secondary education can enter the *Werkschule*. The key characteristic feature for the group of learners entering the *Werkschule* is '*Lernbenachteiligung*' ('learning disadvantage') – an umbrella term encompassing all kinds of difficulties which put the pupils affected at a disadvantage.

The *Werkschule* focuses on the occupational field of the future VET school (e.g. food, personal services, technology, gardening, media). The school lasts for at least three years (grades 9-11) and, therefore, extends schooling by one year beyond the usual duration of secondary schools. The leaving certificate in this school form is restricted to the *Berufsbildungsreife* (vocational education entrance qualification), while the *Mittlerer Schulabschluss* (secondary school leaving qualification), usually acquired after year 10, can only be attained afterwards. The vocationally oriented leaving certificate clearly

shows the intended profile of integrating the *Werksschule* school leavers into the skilled craft's sector of the VET system, opting for better integration there at the expense of a higher leaving certificate at a general school.

Instruction is carried out by teams of teachers, social pedagogues, and *Lehrmeister* (master craftsman with some additional pedagogical qualification). Only up to 16 young adults are placed in a class (compared to 23 or more in regular secondary schools). An integral part here is the social-pedagogical care feature. Instruction is oriented towards practice and heavily project-based. Work is carried out in teams, aiming at tangible products that can and often are sold on the (local) market. An internship of 3-6 weeks is facilitated at a company on an annual basis. An evaluation in 2012 showed that the students felt much more accepted in their classes than at their previous schools. In addition, the practice-based instruction had a strong impression on the subjective feeling of having mastered the content (Gessler/Kühn 2013). Of the first cohort (2009-12), 85% received a school-leaving qualification (*Berufsbildungsreife*) and, therefore, have relatively good chances of entering the system of vocational education. In Bremen this approach is regarded to be highly successful and as result of this, the *Werksschule* has become an integral part of the Bremen school system. Still, there are no attempts to embody elements of the *Werksschule* into the general transition regime. It is regarded as an offer specifically geared towards young people with problems at school.

## 2.2 Mapping of LLL policies in the FR Rhein-Main

### 2.2.1 Description of methodological approach

The mapping approach in the FR Rhein-Main is characterized by a combination of a top-down and a bottom-up approach. As a first step, we collected information and documents on a regional and administrative level. In doing so, we studied the websites of the relevant ministries in the FR Rhein-Main. For Hessen, these were the Ministry of Economy, Energy, Transport and State Development, the Ministry of Education and the Ministry of Social Affairs and Integration<sup>8</sup>. In addition, and to make sure that we would not miss any major policies in the other two *Länder* of this FR (namely Rheinland-Pfalz and Bayern), we also screened the relevant ministries' websites of these two *Länder*. Based on the LLL policies retrieved from the ministries' websites in Hessen, we tried a first coverage of the three main policy sectors: educational, labour market, and social and youth policies. In addition, we checked the websites for the ESF funding program for Hessen<sup>9</sup> to identify major initiatives, programs and major lines of LLL activities in the region. With this approach, we identified principal problems and overarching objectives that are currently occupying the government agencies in this region, such as demographic changes and the anticipated lack of skilled workers in the future. In the light of the findings, we identified major regional programs which were the basis for

<sup>8</sup> The three ministerial websites can be found under following URLs: <https://wirtschaft.hessen.de>, <https://kultusministerium.hessen.de>, <https://soziales.hessen.de>

<sup>9</sup> [http://www.esf-hessen.de/Foerderprogramme\\_2014\\_2020.esf](http://www.esf-hessen.de/Foerderprogramme_2014_2020.esf)

many local LLL projects and measures. The *Fachkräftesicherungskonzept Hessen* ('Concept for securing skilled personnel in Hessen') (Fachkräftesicherung 2013), for example, lists over 100 programs and measures which are highly congruent with the objectives of the major program. These measures, in turn, did not only refer to the *Fachkräftesicherungskonzept*, but also to other major initiatives like the *Qualifizierungsoffensive* ('qualification campaign') (Qualifizierungsoffensive 2016). By doing so, we discovered more ramifications and strong interlinks between different LLL policies in the FR Rhein-Main.

Our second approach can be described as a bottom-up process. Thus, after having screened the ministries' websites, we also checked the websites of the municipal governments. Particularly, the websites of the cities of Frankfurt, Offenbach and Darmstadt as central core of the FR Rhein-Main were the focus of our interest. Through this, local actors of LLL policy implementation such as the *Volkshochschulen* (adult education centres), independent service providers and vocational schools came to the fore of our mapping. In addition, we then promoted a selective research by looking at programs and actors who are well-known in the FR Rhein-Main. On the basis of a close analysis of the websites of these major players in the field of LLL (e.g. the *Gesellschaft für Jugendbeschäftigung* [Corporation for youth employment] or the *Zentrum für Weiterbildung* [Centre for further education]) we identified additional actors and measures, which served as a basis for further research.

Finally, the findings from the two approaches were integrated and pursued until we did not discover any "new" policies, reaching a point of 'saturation'. The LLL policies identified in the next chapter (2.2.2) are the policies with the largest dissemination in the FR Rhein-Main and therefore rather important ones for the mapping process. Because of the extremely large number of policies, only a few programmes could be taken into account. The database *Bildungsnetz Rhein-Main*, for example, lists 82 service providers and over 15.000 courses (Bildungsnetz 2016). LLL Policies which have been neglected in the mapping process were particularly those, which aim at very small target groups, or those policies explicitly directed at young adults. Such programs are, for instance, the *Alphabetisierung und Grundbildung Erwachsener* ('literacy and basic education of adults') (Alphabetisierung 2016) or programs that support vocational issues of the incarcerated (e.g. Strafgefangene 2016). Finally, policies primarily aiming at university education (e.g. Offene Hochschulen 2016) were not taken into account in the following mapping.

### 2.2.2 LLL Policies in the FR Rhein-Main

The allocation of LLL policies to the three main policy sectors in the FR Rhein-Main is rather problematic. Almost every single LLL policy analysed covers aspects and dimensions of more than one policy sector. The so-called *Qualifizierungsoffensive* ('qualification campaign'), for example, aims at improving skills and capabilities of young people. Thus, the *Qualifizierungsoffensive* clearly is an educational policy; yet, the underlying objective is to secure personal resources for companies which makes it also possible to assign it to the labour market policy sector. The initiative

*Fachkräftesicherung Hessen - Gesamtkonzept* ('Overall concept for securing skilled personnel in Hessen') provides a second example for the difficulties in allocating policies to specific sectors. While the concept primarily aims at securing personal resources for companies, which would make its classification as a labour market policy field plausible, the biggest share of its financial means derives from the educational policy sector which would allow for, or even necessitate, a different allocation. This overlap and mixture about the main policy sector orientation of individual programmes should be kept in mind when studying the brief descriptions of LLL policies in the FR Rhein-Main in this section.

In the FR Rhein-Main, we can identify a vast amount of different initiatives, programs and institutions which can be related to labour market policies. Following the ongoing debate in Germany, the biggest challenges labour market policies face are demographic changes and subsequently the projected shortage of trained/qualified professionals. As a direct result of the demographic changes, Hessen will lose 4% of its labour force potential until 2020 (i.e. ca. 100.000 professionals). Until 2030, this loss will increase by up to 9% (i.e. 400.000 to 600.000 professionals) (Fachkräftesicherung 2013: 9). Even if the responsibilities for the training of new specialists, through training and further education measures, lie with the labour market itself, it is hardly surprising that, on the background of the dominant discourse of a fading labour force, this issue is of most salience amongst LLL policies. At the same time, it should also be noted that there are currently more than 400.000 low skilled workers living in Hessen and that their qualification is rapidly gaining importance (Fachkräftesicherung 2013:11). In addition, there are relatively low youth unemployment rates 2015 in Hessen (5.1%), Rheinland-Pfalz (4.7%), and Bayern (3.1%) (Statista 2016). To sum up, while the dominant discourse paints a rather gloomy picture of a decreasing labour force participation rate in Germany, less attention is attributed to the fact that, even nowadays, the number of young people who are looking for a job or an apprenticeship position (nationwide 2015: 20.712 without alternative measures + 60.079 within alternative measures) exceeds the number of available training positions that are vacant (nationwide 2015: 40.960) (Berufsbildungsbericht 2016: 16).

In the remaining part of this chapter, we will briefly describe exemplary LLL policies which are in the project's three main policy sectors, that are the educational, labour market and youth and social policy sectors. We also tried to select those LLL policies located on different levels of materiality and showing different degrees of institutionalization. Insofar, they represent a cross selection of LLL policies in the FR Rhein-Main.

#### **(1) *Fachkräftesicherung Hessen* (,Securing Skilled Personnel in Hessen')**

The governmental initiative *Fachkräftesicherung Hessen – Gesamtkonzept* ('Securing skilled personnel in Hessen – general concept') represents a LLL policy on the regional level and can be allocated to the labour market policy sector. It is a joint initiative of the ministry of economics and the ministry of social affairs and integration, which was started in 2013 and which can be expected to be fully implemented by 2018. As its title suggests, the initiative wants to secure the stock of skilled workers for the economy. It is based on a previous program called *Hessischer Pakt für Ausbildung* (Hessian pact for

training/apprenticeship). Particularly two initiatives are supposed to help to secure the future supply of sufficient numbers of skilled workers, namely, firstly the vocational training and further education and secondly the immigration and integration. Over 150 separate measures were implemented in conjunction with this initiative. The overall concept and the individual measures are aiming at a broad target group and a broad range of ages. Especially the vocational training approach aims at young adults. However, other initiatives such as further education, immigration and (re)integration aim at the project's main target group, as well. Apart from concrete measures for the target groups, the overall concept aims to achieve a better coordination between service providers, the economy and those who require further education. The first field of action, the vocational training and further education initiatives of the *Fachkräftesicherung Hessen*, is being implemented through a number of new measures. However, in some cases some major programs were also continued and perpetuated. For example, in action field one, the two programs "OloV" and "QuaBB" described later (cp. 4 and 4) were evaluated positively and, therefore, continued under the new roof of the *Fachkräftesicherung Hessen - Gesamtkonzept*.

Another important part of the general concept is the activation of unexploited potential of low skilled workers. The government in Hessen tries to implement consistent structures of advice to make tailor-made post-qualifications possible for them. Another governmental measure focuses on women and aims to increase the child care facilities from care for children under three years to all-day schools. The *Netzwerk Wiedereinstieg* (NeW) described below (cp. 2) is a network for women who want to re-join the labour market and therefore works into the same direction by supporting women with children (cp. Fachkräftesicherung 2013). Further measures concern the second field of action, i.e. immigration and integration, and aim to recruit foreign professionals by raising the attractiveness of the region and by strengthening a 'welcome culture'. Accordingly, "Welcome-Centers" and "Welcome-Services" have been opened for migrants and refugees. Finally, it is intended to implement measures which will allow an easier recognition of foreign vocational qualifications.

With regards to the level of materiality, this initiative is an example for a LLL policy with a low to medium level of materiality. The policy defines guidelines which municipalities, government organisations, (independent) service providers, and other actors in the field must follow if they want to gain access to funding. However, within these rather general guidelines the actors on-site have a broad individual scope of action. This allows them to perform their task in a rather autonomous manner. The level of institutionalization can be regarded as high, because the funding ministries (Economics and Social/Integration) can rely on a very elaborate infrastructure which guarantees the implementation of measures.

## **(2) *Netzwerk Wiedereinstieg* („Network re-entry“)**

As an example of a LLL policy which is mainly directed at the labour market, there is the above-mentioned *Netzwerk Wiedereinstieg* ('Network re-entry'). It is a network for women who want to re-join the labour market (New 2016). The network is funded by the Ministry for Social Affairs and Integration, the ESF, the Women's Bureau Frankfurt, the

federal employment agency, the City of Frankfurt, the district Darmstadt-Dieburg, the city of Dieburg, the Jobcenter of the district Groß-Gerau and other bodies of municipalities and districts. An independent service provider called *Berami Berufliche Integration e.V* takes care of the coordination of the network.

The main objective of this network is to make a contribution to the process of reconciliation of work and family life, an issue which is much debated in Germany. At the same time, the network addresses the same problem as the above-mentioned *Fachkräftesicherung*, which is the shortage of trained workers. The idea of this network is to bring the competences and projects of different partners together, who are striving to raise the labour market participation of mothers, whereby increasing their chances of reintegration into the professional life. The target groups of the different partners in this network are mothers in general, although the network predominantly aims at young adult mothers in different situations: mothers after their family time, unemployed women with or without receiving social benefits, women with foreign vocational and professional qualifications. More than a dozen projects have been implemented under the auspices of the *Netzwerk Wiedereinstieg*, including the *Beratungsstelle für Wiedereinsteigerinnen* ('Advice centre for professional re-starters'), *FrauenStärken* ('Strengthen women') and *Vermittlungsmanagement Berufsrückkehr* ('Placement management career comeback'). All projects are based in different locations in the Hessian part of the FR Rhein-Main. One independent service provider participating in this network is the VbFF ('Association for the professional development for women'), which will be described in more detail in section 2.2.3. The project, under the auspices of this network, is called *Neue Wege – neue Pläne* ('New ways – new plans'), in which the VbFF offers individual and group guidance and workshops for women after having to interrupt their professional careers due to family responsibilities.

The level of materiality of this LLL policy is low to medium, because the network itself does not develop new initiatives or measures, but brings together actors, like public offices and other service providers who already run programmes and initiatives on different levels of materiality. The degree of institutionalization can also be regarded as low to medium, because the participating organisations have their own agendas and often do not share more than the common membership in this network. Due to their different agendas and interests, the cooperation between the participating organisations is limited.

### **(3) Qualifizierungsoffensive ('Qualification campaign')**

*Qualifizierungsoffensive* is a mayor educational policy in the FR Rhein-Main. It is a governmental initiative developed by the Ministry of Economics and is in line with the objectives of the European Social Fund (ESF) and the European Regional Development Fund (ERDF) (*Qualifizierungsoffensive* 2016). This governmental initiative addresses the same structural problems as the above-mentioned initiative *Fachkräftesicherung*, i.e. demographic changes and shortage of qualified specialists and professionals. It is therefore hardly surprising that there are strong links between the two initiatives. The objective of this policy is to deal with these problems by developing more flexible and permeable systems and structures of training, and further education. Two main

programmes have been developed in this context to cope with the problems of demographic change and the shortage of skilled workers. The first one is to grant easier access to professional training and to support young adults in Hessen to acquire the professional skills necessary. A second programme aims at the improvement of frameworks which is achieved by offering funds for projects sharing the same objectives (Qualifizierungsoffensive Projektaufruf 2015). The measures aim at employees of all ages and different situations.

In the call for projects, the two main programmes of the *Qualifizierungsoffensive* were split into four different funding programmes, for which interested service providers can apply. The first programme is called *Maßnahmen zur Nachwuchsgewinnung* ('Measures for the recruitment of trainees') and aims at the improvement of the recruitment of trainees by strengthening the vocational orientation of young adults in Hessen. Target groups particularly are those groups of young people who are underrepresented in the company-based training, such as young people with low school leaving qualifications, with migration backgrounds, and young women in MINT (math, informatics, natural sciences)-professions. The second program, the so-called *Mobilitätsberatungsstellen* ('Mobility advice centres') intends to help to increase the share of young people with experience gathered abroad. The third programme is called *Bildungscoaches und Nachqualifizierungsberatungsstellen* ('Educational coaches and post-qualification counselling centres'). The education coaches advise companies and employees relating their further education programmes and qualification measures. The 'Nachqualifizierungsstellen' are primarily responsible to give advice to people who are interested in further education and in additional qualifications. Finally, the *Projekte der beruflichen Bildung* ('Vocational education projects'), intend to strengthen the company based vocational training and further education for the Hessian economy by optimizing the interfaces between school and profession.

Many measures, including larger programmes like „ProAbschluss“, „Gut ausbilden“, „OloV“ (cp. 5) and „QuABB“ (cp. 4), are part of the 'qualification campaign'. Amongst these measures, there are also highly specific programmes such as the *Ausbildungsstellen-Altbewerber-Programm* ('Training positions for former applicants') for those young adults, who could not find an apprenticeship immediately after leaving the school.

With regard to the levels of materiality and institutionalization, the *Qualifizierungsoffensive* is a LLL policy that is comparable to the aforementioned *Fachkräftesicherung Hessen* (cp. 1), i.e. it is a policy that has a rather low degree of materiality and a high level of institutionalisation.

**(4) QuABB: Qualifizierte Ausbildungsbegleitung in Betrieb und Berufsschule**  
(‘Qualified vocational education guidance in companies and vocational schools’)

A typical program under the roof of the *Qualifizierungsoffensive* is 'QuABB' which tries to give qualified vocational education guidance in vocational schools and in companies. The program was founded by the Federal State of Hessen and financed by the ESF and

the Hessian ministry of economics. (QuABB 2016) In line with the above mentioned LLL policies, the underlying problem, which this programme is trying to tackle, is the demographic change and the resulting lack of skilled workers. The programme is focused on the high dropout rate in vocational education in Germany, which is currently at about 25% on average, but with high variations between different professions. Particularly those professions which are accessible for young adults with lower educational attainments have dropout rates up to 50%. (Berufsbildungsbericht 2016; QuABB 2016b). Most aborted apprenticeships are either the result of problematic circumstances at the workplace (70%) or personal issues of the apprentices (46%) (QuABB 2016b: 8). Thus, the programme tries to prevent the premature termination of the training by apprentices. In accordance with this objective, the main target groups of the programme are apprentices in the 'dual system' and their training companies. The programme is focused on three central proposals: First, it aims to improve the networking of the actors involved in vocational education on-site. Second, the programme tries to improve the quality of individual advice to and coaching of apprentices. Thus, QuABB supports young adults to complete their apprenticeships successfully. The apprentices can contact the professional training supervision of the QuABB program, if they experience problems in their companies, in their vocational school, or at home. Third, QuABB wants to support and protect apprentices by advising training companies and by offering their services to companies and vocational schools. Thus, companies can contact QuABB specialists, who can then mediate between the company and apprentices to prevent early training dropouts.

One measure to prevent early dropouts is the so-called *Werkzeugkoffer betriebliche Ausbildung* ('Toolbox company-based training'). Within this measure the organisers provide guidelines and checklists for companies to train their instructors for important phases over the course of the vocational training. The QuABB has additionally developed concrete measures for vocational schools. For example, the 'toolbox' called *Abbrüche in der dualen Ausbildung vermeiden!* ('Prevent dropouts in company-based vocational training!') has set itself the objective to provide schools with guides and working aids for the establishment of an 'early warning system' for dropouts. All in all, it should be noted that the work of the QuABB is mostly preventive, but also tries to help in acute situations (QuABB 2016c).

The level of materiality of this LLL policy is medium to high because the programme does not only coordinate existing actors, like public offices, vocational schools, and service providers, but also concrete services for apprentices, training companies and vocational schools which are implemented by local service providers. The level of institutionalisation is equally high, because the programme combines the elaborate infrastructure of the highest federal level with the expertise of local service providers on-site.

- (5) **OloV: Optimierung der lokalen Vermittlungsarbeit im Übergang Schule – Beruf** ('Optimizing local placement initiatives at the transition from school to work')



This programme is also part of the *Qualifizierungsoffensive* and is, as mentioned above, a partner program of “QuABB”. The “OloV” Network aims to optimize local initiatives which try to support the placement of young adults in their transition from school to work. OLoV has been launched in 2005 and is financed by the Hessian ministry of economics, the Hessian ministry of education and the ESF (OloV 2016). OloV is implemented throughout Hessen. This means that it can be regarded as an influential program for the FR Rhein-Main. The programme can be assigned to the educational policy sector, because it focusses on pupils in general schools, young adult school leavers, and youth and young adults in the ‘transition system’. Simultaneously, it addresses independent service providers and many other institutional actors in this field.

As explained in chapter 1.1, the transition from school to work is a highly differentiated area in Germany with a large number of individual measures and actors. Particularly the ‘transition system’ offers countless measures for young people and consists of numerous actors. Therefore, it would go beyond the description of this programme to list all its participating organisations. However, to show the variety of actors involved in this programme, it should be pointed out, that OloV includes the federal employment agency, the jobcenter, competence agencies, chambers of commerce, crafts and trades, companies, independent service provider, education institutions etc. OloV aims to develop networks of existing actors and structures by offering guidelines and by setting quality standards. All content quality standards refer to vocational education, the acquisition of apprenticeships and internships, and the placement of young adults with the ambition to improve the quality of the local placement offers. Finally, OloV also intends to improve the visibility and transparency of measures and actors and thus to create synergies between them.

One practical example for a project that works in close cooperation with OloV is the *Zukunftswerkstatt* (‘future workshop’) in Darmstadt. The chamber of industry and commerce supports schools, especially lower secondary schools, by giving them 1 million Euro, to establish a vocational orientation room in schools. Companies and pupils can come together in these vocational orientation rooms. The room designated is supposed to help to make vocational orientation more visible in school by concentrating these activities in one space. The rationale behind this project is the previously quoted assumption that there will be a skills shortage and the aim of the companies to attach young people with the (supposedly) highest potential to their companies as early as possible. Part of this cooperation is the inclusion of the so-called *Zukunftswerkstatt* in the school curriculum “vocational orientation” from classes seven onwards.

The described LLL policy has a medium level of materiality. OloV primarily is a network which brings existing actors, like public offices, vocational schools, companies and service providers together, but it also offers tools and instruments for quality assurance, while setting guidelines for actors participating. The degree of institutionalization is medium to high, because, just as its partner programm QuABB, OloV is relying on the elaborate infrastructure of the ministerial level.

**(6) GJB: Gesellschaft für Jugendbeschäftigung (‘Corporation for youth employment’)**

The *Gesellschaft für Jugendbeschäftigung* (GJB) is one of the biggest municipal service providers in the FR Rhein-Main. The City of Frankfurt wants to improve young people’s professional perspectives and the GJB is the institution which implements measures to reach this goal (GJB 2016). Although the measures offered by the GJB are primarily targeted at the (re-)integration of young adults into the labour market, the GJB can be allocated to the youth and social policy sector, as the approach taken by the GJB is often broader and based on the child and youth service act.

The measures offered by the GJB are trying to tackle a wide range of problems with a special focus on the transition from school to work, which is characterised by de-standardisation and increasingly re-standardisation. Since young adults must cope with transitions in many societal spheres that pose different requirements, the GJB tries to offer guidance and orientation during these difficult phases. The concrete target group varies significantly depending on the measure. Yet, the main focus is on pupils in secondary and vocational schools and also young people who are looked after by social services and the jobcenter. Just as the varying target groups, the objectives also vary from measure to measure, but the main goals of the GJB are to achieve a sustainable integration of young people into the labour market, to systematize and to facilitate the school to work transitions and to support young people to develop realistic ideas about professions (GJB 2016, GJB 2015).

The GJB acts as an active service provider in the general school system. In most cases, the aim of the measures implemented is to facilitate vocational orientation and to increase the number of pupils, who start a company-based training in the dual system. Typical projects in this context are for example: *Frankfurter Hauptschulprojekt* (‘Frankfurt secondary school project’) or *Berufsinformationsveranstaltungen* (‘Career information events’) etc. These measures must be seen against the background of the anticipated shortage of skilled workers, the nationwide discourse on *Ausbildungsreife* (‘training maturity’), and the trend that school leavers from the less academic tracks of the secondary education system are increasingly attending professional schools with the intention of improving their school-leaving qualifications.

Finally, the GJB is an important service provider for the municipal youth welfare office. In cooperation with the youth welfare office, the GJB offers measures for young adults up to the age of 27. The spectrum of measures offered ranges from vocational orientation to vocational placements and social guidance after a vocational placement. In this context, the GJB has established close links with institutions of other areas of jurisdiction like the Jobcenter. Accordingly, the GJB is part of the *Jugendberufshilfe* (‘youth employment assistance’) in the *Jugendjobcenter Frankfurt* (‘youth employment agency Frankfurt’). In this context, the GJB offers the *Sofortangebot U25* (‘instant offer U25’), which can be described as the German implementation of the EU-youth guarantee.

As a municipal service provider the GJB is an ‘actor on-site’, whereby carrying out concrete measures and being in direct contact with its target groups. Thus, the level of

materiality of this LLL policy is high. The same applies to the degree of institutionalization which is equally high, because the GJB itself has developed a strong infrastructure. This service is maintained to strengthen and to support the measures involved.

The mapping of exemplary LLL policies in this section provided a first broad overview of the policy landscape in the FR Rhein-Main. In the following section, we want to deepen the analysis by describing three LLL policies in greater detail and in their specific contexts.

### 2.2.3 Contextualized description of three selected LLL policies

The following three selected LLL policies are located in the project's three main policy sectors and represent different levels of materiality and institutionalization. While not suggesting that the selected policies are 'representative', the three LLL policies chosen represent typical examples for the FR Rhein-Main and the relevant policy sectors.

#### (1) **VbFF: Verein zur beruflichen Förderung von Frauen** („Association for the professional promotion of women“)

The VbFF is an independent service provider. Its main feature is to develop support measures with a special focus on the training and professional development of women. The association was founded in 1978 in Frankfurt am Main and is historically located in the women's movement. The feminist perspective is a characteristic feature of this association until the present day. The service provider itself and the different measures offered are funded by different sources. The (four) largest single funding agencies are the Jobcenter Frankfurt, the Social Department of the City of Frankfurt, the Hessian Ministry for Social Affairs and the ESF. Smaller shares of the funding are subsidies granted by various foundations and the federal labour office. The project focusses on improving consultations, vocational preparation, vocational training, re-entry, and 'tailor-made' measures to tackle current social challenges. To help illustrate the work of the VbFF, we want to highlight a measure for single mothers (VbFF 2016).

According to the *Monitor Familienforschung* (2012) ('Monitoring family research'), a publication of the federal ministry for family, senior citizens, women and youth, there were 8.1 million families with children under 18 years in Germany in 2010<sup>10</sup>. 19% of these were single-parent families, who often live in major cities with over 500.000 inhabitants. Single-parent families are, in 9 out of 10 cases, single mothers which means that on the national level more than 200.000 young women are single mothers. 15% of all single-parents are younger than 30 years and thus fit into the target group of 'Young Adulllt'. Inquiries show that single mothers have a lower life satisfaction (49%) than mothers with partners (75%). Nearly half of them (46%) are very concerned about their

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<sup>10</sup> These and the following figures were taken from the *Monitor Familienforschung* (2012).

economic situation, because, in many cases, it is rather difficult for them to find a suitable position in the labour market. The lower the school leaving qualification, the lower the chances that single parents are employed. Consequently, 78% of the single-parents without a school leaving qualification are not employed, while 51% of single-parents with a lower secondary school leaving certificate manage to find employment. A special problem for single-parents, and, particularly for single mothers, is the reconciliation of work and family life, a much-debated issue in Germany, which is addressed by the VbFF.

The VbFF offers a thirty-hour/week part-time vocational training for single mothers. It cooperates with companies and supports single mothers in coping with the challenges of child care during vocational training (in companies and professional schools) and different social problems. The vocational training takes place in collaborating companies and the VbFF itself in which the association organizes child care and specialized teaching for exam preparation. Their objective is to enable young single mothers in Frankfurt up to 26 years with a school leaving qualification to successfully finish a vocational training. The programme does not only address the problem of reconciling work and family life, but also the shortage of skilled workers in the immediate future, as previously discussed.

The level of materiality and institutionalisation of this LLL policy, which belongs predominantly to the labour market sector, is relatively high. The VbFF as an independent service provider on the local level carries out concrete measures and has direct contact with the target groups. In addition, it has developed an elaborate infrastructure to provide support for their various projects.

## **(2) *Fachoberschulen* ('Professional High School')**

The second LLL policy, as described here in somewhat more detail, is part of the 'transition system' (cp. chap. 1) and can therefore be regarded as an educational policy. Within the 'transition system', there are a lot of different courses and measures for young people, which aim at improving young people's competences and to facilitate their transition especially into company-based training. *Fachoberschulen* offer courses of general education with a professional focus organized in vocational schools. The courses address young people who hold at least one intermediate school leaving certificate and can be understood as a response to the selective education system in Germany (cp. Annexes A and B). Originally, these courses had been developed for young people with vocational training qualifications, seeking access to higher education. The courses offered have different professional foci (e.g. engineering, construction technology, nutrition, social services etc.) and are organized in different ways (e.g. one- or two-year courses depending on the entry qualifications of the students).

*Fachoberschulen* are part of the increasing differentiation of the pathways into higher education (Bildungsbericht 2014, S. 69). Leaving certificates provide access to universities of applied science, but not regular universities. In 2015/16 22.095 young people attended *Fachoberschulen* in Hessen (Statistik-Hessen 2016: 34) and approximately two thirds of them were already 18 years or older (Statistik-Hessen

2016b: 34). Most of the young adults in the *Fachoberschule* immediately continued their school career after having left their secondary school. Young adults, who rejoin the education system after a break of more than one year, need pass a special examination which determines their aptitude. Rather than taking a vocational training route, the students enrolled in the *Fachoberschulen* have chosen a route through the educational system. This represents an interesting development because the dominant discourse in Germany urges young adults to go into vocational training rather than staying in the educational system. The situation in Frankfurt is particularly interesting in this respect. While the City of Frankfurt (responsible for school buildings and non-teaching staff) encourages school leavers from less academic secondary schools (e.g. *Hauptschule*) to acquire a higher school-leaving qualifications by attending vocational schools, the regional ministry of education (responsible for curricula and teaching staff) and the representatives of the regional economy are trying to discourage young adults from taking this route, because this would, then again, require to make available a higher number of exempt places in vocational schools. Further, this path would also increase the heterogeneity of students enrolled in vocational schools.

The *Fachoberschule* is offering formally established long-term education courses, which means that the level of materiality of this LLL policy is high. They are part of vocational school system and lead to an officially accepted qualification. As a consequence of these two characteristic features of *Fachoberschulen*, the degree of institutionalisation can also be regarded as high.

### **(3) *Perspektive mit Plan* ('Perspective with a plan')**

The third LLL policy presented here belongs to the youth and social policy sector and is offered by an independent service provider for further education, the *Zentrum für Weiterbildung* (ZfW) ('Centre for further education and training'). This service provider with 80 employees has its headquarters in Frankfurt, but it maintains further branches in other cities in the Rhein-Main region, like Dieburg, Rüsselsheim, Darmstadt and Langen. Like many other independent service providers in the FR Rhein-Main, it offers a wide spread of measures for youths and young adults and like many other service providers it offers measures in all three policy sectors. On its website, the ZfW presents 40 very different measures for youth and young adults, ranging from vocational orientation/guidance, through training support, to a so-called 'production school'. The majority of the measures implemented addresses disadvantaged young adults and former NEET (returning/re-integrating after a career break) (ZfW 2016). While the ZfW, a big player in the field of further education, is located in the educational policy sector, the concrete measure, which we want to focus on in this context, is clearly allocated in the youth and social policy field. The background of the measure *Perspektive mit Plan* is the finding that young people, who are dependent on social (security) benefits, often experience multiple (personal) problems. The plurality of problems can prevent the search for a job or a VET place which makes it impossible for them to get into the labour market.

The measure provides consultation and support for young people between 16 and 26 commissioned by the City of Frankfurt and the *Jugendjobcenter* (youth employment agency), which, at the same time, are the main funders. It is assumed that young people, in general, are looking for an apprenticeship. Usually the *Jugendjobcenters* have already offered different programmes to the young people in this measure which did, however, not produce the expected results, before they transfer them to the measure *Perspektive mit Plan*. Therefore, it can be said that those young adults who are in this measure, usually have multiple problems, which prevent any labour market integration. Consequently this group of young adults needs a programme with a very low threshold and custom-tailored support. *Perspektive mit Plan* is presented to be a comprehensive advice programme, aimed at supporting young people in search for a job or a VET place, as well as dealing with financial or family problems. This includes housing problems, debts and money problems, stress with authorities and agencies etc. The actual level of support depends on the personal situation of the young adult. There is a set of different interventions for each situation, from individual case work for coping with the everyday life, to group trainings, competence trainings, stabilisation, guidance, clarification of the life situation, initiation of assistance measures, long-term and intense social-pedagogical support at the transition into vocational training, further education or work, and up to the development of personal and professional perspectives. Access to this measure is possible at any time. Even if the ultimate aim of this measure is to integrate young adults into the labour market, the programme also tries to supply basic assistance to young adults which facilitates their social integration. In this respect the measure takes a holistic approach to supporting young adults looking for an apprenticeship.

The level of materiality and institutionalisation of this LLL policy is high. The ZfW as an independent service provider works on the local level and functions as an actor on-site. The ZfS carries out various measures simultaneously and stays in direct contact with the target groups, while relying on its own (well-developed) infrastructure.

### 3 Review and Analysis of LLL policies

The aim of this chapter is to review and analyse the LLL policy landscapes in the two FRs, which have been mapped in the previous chapter. In the first section (3.1) we will review and synthesize LLL policies in the two FRs with regard to their main issues and actors, primary policy sector orientation, and also their compatibility with national LLL policies. In the second section (3.2) the LLL policies in both FRs will not only be analysed with special reference to their compatibility and integration with other social policies, but also in terms of the intended and unintended effects of LLL policies on young adult life courses.

#### 3.1 Review

##### 3.1.1 Review of LLL policies in the FR Bremen

For the FR Bremen, many of the LLL policies adopted in the last years follow the national pattern. Although the *Land* Bremen has tried to address those issues that are seen to be pressing and, therefore, are of particular importance. Because of the relatively small size of the *Land* Bremen, it appeared possible to try to get all relevant actors together. This step was required to solve problems that may arise during the different phases of transition. For the periods of 2007-13 and 2014-17, all actors involved in the *Bremer Vereinbarungen für Fachkräftesicherung* (i.e. politicians, employers' organisations, unions, job centres) expressed their commitment for collaboration by offering enough apprenticeship places for all interested young adults and to enable a direct transition from school to dual VET. These agreements define in concrete terms the actors' tasks and aims to work under a common framework whereby coordinating the different measures and actors (cp. Bremer Vereinbarungen 2014). In the agreements, the measures of the transition system are scrutinised with regard to their capacity to integrate young adults successfully into VET. In addition, all relevant actors declare their intention to raise the supply of apprenticeship places in the *Land* of Bremen from 7.000 to 7.800 positions and to reduce the drop-out rate from 22% to 18%.

For the educational sector, special emphasis is put on enhancing language skills (reflecting the discourse on '*Ausbildungsreife*' as well as the high proportion of young adults with migration backgrounds) and on improving guidance and counselling (more systematic cooperation between job centres and educational sector, further development of internships by formal cooperation between schools and enterprises, online market place for internships). Concerning the first threshold (i.e. transition from school to an apprenticeship contract), measures are outlined to make informal learning, skills and competences more visible (e.g. via the Europass). Finally, the agreements also contain measures to foster upward mobility and to ease the transition from vocational to academic education as well as a better recognition of occupational qualifications acquired in other countries.

Since 2014, legal regulations ask all *Länder* to develop an operational programme for the use of ESF funds (see e.g. Senator für Wirtschaft, Arbeit und Häfen 2014) and to carry out regular evaluations (see e.g. Lawaetz/Söstra 2014). The evaluations should focus on efficiency and effectiveness of the programme (Verordnung EU 1303/2013) and show the project's efforts to attain objectives set by the European commission's 2020 strategy. For this round of funding, the *Land* Bremen has only chosen one priority of investment for every European priority axis to make more efficient use of resources in selected areas (poverty reduction, employment, and education). These are much in the line with the *Bremer Vereinbarungen*, while the main targets are people without a VET certificate, migrants, women and the transition from school to VET (Senator für Wirtschaft, Arbeit und Häfen 2016).

For the parts of the FR in Niedersachsen, the *Bündnis Duale Berufsausbildung* (alliance for dual vocational education) acts quite similarly, though without an explicit emphasis on regional conditions. Again, by incorporating political and economic actors, the main objectives are an intensified vocational orientation at school, guidance, and counselling (Bündnis Duale Berufsausbildung 2016). Additionally, 'dualisation' (i.e. incorporating work-based learning) of the school part of the transition system is tested in some schools.

In recent years, for the FR Bremen, we could increasingly observe a clear a trend on integrative approaches encompassing the traditional fields of youth and social, educational and labour market policies – and the common aim of integration into the labour market. Being extremely outspoken for the *Land* Bremen, this tendency holds for the whole region as well as for the FR Rhein-Main.

In the FR Bremen, educational policies aim at easing transition over the first threshold (if possible, without making use of the transition system): examples are the *Werkschule*, the various programmes of vocational orientation that are now institutionalised at every school, and the explicit aim to foster language skills in pursuit of getting better chances on the apprenticeship market. In general, there is a strong tendency to see educational policies more and more in terms of successful integration into the labour market. Labour market policies are either related to the VET system (preventing or reducing drop-outs) or consist in – mostly mandatory – courses for jobless (young) adults, where work-based learning does not lead to recognised VET qualifications. Youth and social policies operate with a focus on NEETS who are difficult to reach via the system of education and/or VET.

### 3.1.2 Review of LLL policies in the FR Rhein-Main

The mapping of LLL policies in the FR Rhein-Main has identified a large number of LLL policies at different levels. This, perhaps, is not very surprising considering the population density in this region (5.6 million inhabitants). As already mentioned, the *Bildungsnetz Rhein-Main* database lists more than 15.000 courses for further education. The broad spectrum of courses on offer ranges from knitting courses in adult education centers, to career advice and guided apprenticeships. With regards to the classification



of this large variety of courses, projects and measures, it is, in some cases, rather difficult to decide whether a concrete project or measure (e.g. street work or measures for homeless or drug addicts) represents an LLL policy or whether it is, for example, simply a 'classic' youth or social welfare policy.

In the FR Rhein-Main, we identified LLL policies of different levels of materiality and concreteness: discourses about "*training maturity*", concepts like "*Gesamtkonzept Fachkräftesicherung*" or "*Qualifizierungsoffensive*", networks that bring actors together (e.g. "*Netzwerk Wiedereinstieg*"), concrete measures and independent service providers that carry out services of LLL. At the same time, we located policies on different levels. While, on the regional (i.e. *Länder*) level, concepts and initiatives play a dominant role, the local level of the LLL landscape is shaped by the implementing actors (e.g. municipalities, independent service providers). In respect of the main target groups of LLL policies, we identified policies for nearly all kinds of target groups, interests and life situations.

We also noticed that the acute demand for services for refugees has led to numerous policies in the three different policy sectors. This demonstrates that actors in the region are not only reacting to the latest social challenges, but also try to satisfy this demand. On the other hand, we found out that problems in rural areas receive very little or no attention in the densely populated Rhein-Main region, even though there are some remote places with relevant problems.

Generally speaking, we identified two main tendencies in the policies offered, which may appear contradictory at first glance. On the one hand, we discovered an overall strong tendency that the main objective of most measures is the integration into the labour market. This finding seems to be relatively independent from the assigned policy sector, meaning, that no matter in which policy sector a measure is located, the chances are very high that, in the end, the aim is/will be the integration of young adults into the labour market. A typical example is the above mentioned "*Qualifizierungsoffensive*" ('qualification campaign') and its related measures. This tendency is due to the dominant discourse about demographic change and the previously mentioned lack of skilled workers in the region. On the other hand, we could identify a tendency that, no matter in which policy sector a measure is located, most measures try to achieve their objectives by targeting the behavior of young adults, rather than by changing structural frameworks. A typical example is the above-mentioned measure "*Perspektive mit Plan*" offered by the Centre for Further Education and Training.

In general, we get the impression that the LLL landscape in the FR Rhein-Main is dominated by policies which have an educational policy sector orientation. This indicates a dominant role of an 'activation regime' and thereby an increase of individual problem-solving capacity for structural problems.

## 3.2 Analysis

The following ‘analysis’ of the LLL policy landscape in Germany is still of a more preliminary nature at this point in time. This is particularly evident looking at the assessment of impact of LLL policies on young people’s life courses, which is provided in section 3.2.2. A proper ‘assessment of impact’ necessarily needs to be based on interviews with members of the target groups (i.e. young adults). However, so far no interviews have been conducted. To date, we can therefore only try to assess the potential implications as well as intended and unintended effects on young adult life courses, rather than the effectiveness of LLL policies themselves.

### 3.2.1 Mutual compatibility and integration of LLL policies with other social policies

All over the European Union, LLL policies are strongly related to a successful transition of young adults from the educational system into the labour market. For the successful process of integration, some kind of training is required as the skills and competences necessary for securing a national economy’s skill base are usually not provided by the general education system. This training may be provided in various forms. Even if no such system is available, there usually is some kind of on-the-job-training in the introductory phase of a new job or, for instance for lawyers, physicians or teachers, the obligation for students to complete a traineeship as part of their studies.

On the basis of the above mentioned strong relations between education and the labour market, our mappings of LLL policies in both FRs (cp. chap. 2) show the following general trend quite clearly: There is a considerable overlap between educational, labour market, and social/youth policies in Germany. This is due to the shifting trend of activating labour market policies. Another reason is the peculiarity of the dual system which in content, as well as its institutional arrangement, is a hybrid between the educational system (VET schools are part of upper secondary education) and the labour market (where apprentices hold a contract with enterprises). Throughout the transition from school to work, institutions and policies from both spheres are at work.<sup>11</sup> Roughly speaking, educational policies are used to a higher degree at the beginning of this transition, while labour market policies dominate at the end of the transition. As LLL policies aim at the interface between the educational and economic system, they often contain elements of both, making a clear distinction difficult. Additionally, in the last 20 years, there has been a trend for labour market policies to be more and more supply-oriented, i.e. upgrading the individual skill base, while interfering less into the demand

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<sup>11</sup>For Germany, this distinction and its problems are of special importance as educational policies are an exclusive realm of the *Länder*, while labour market policies are carried out at national level. For the German dual VET system, this means that the school part of the system is subject to the *Länder* educational policy, while the in-company part of VET is subject to national policies.

side, i.e. the organisation of labour and thus the economy's skill needs. This further blurs the distinction between educational and labour market policies.

Drawing a first conclusion with regards to the governance of the transition from school into the world of work, we may say that the two FRs analysed, but also for the whole of Germany, the conceptual difference between educational, labour market, and youth and social policies is difficult to maintain. It is our impression, that the educational policies play a dominant role in the field of lifelong-learning. In terms of funding, the federal state is not entitled to interfere in the educational sphere. From this perspective, all federal state initiatives would have to be allocated to the youth and social or labour market policy sector. In terms of the measures' contents (which aim at the interface between the educational system and the labour market), we find a stronger orientation towards educational policies at the beginning of the transition phase (vocational orientation, assistance to pass the first threshold) and a gradual switch towards labour market policies at the end of it (in-company part of the VET system, second threshold).

The way VET systems are governed and generally financed has a strong impact on the individual prerequisites to successfully enter, go through and leave the system into paid labour (CEDEFOP 2016). The very organisation of the VET system (or, more generally, the very organisation of the transition from school to work) causes different thresholds and challenges and thus is one major driver of the way groups in need for special attention are constructed. The inherent dysfunctionalities are the reason for some special additional measures and initiatives. For this reason, an international comparative study on VET system governance criticised the German dual system to be highly fragmented and badly co-ordinated (Rauner et al. 2008).

In terms of defining what competences and skills are necessary to successfully enter the labour market, the German system does not derive ideas of employability directly from the world of work. Occupations are regularly revised in terms of content and vocational curricula, reconstructed or abandoned in an ongoing process carried out by the Federal Institute of Vocational Education (BIBB). In this process, employers' chambers and unions are equally involved.

In terms of governance of LLL policies, measures, programmes and projects, particularly in the *Land* of Bremen, it is not only successful LLL projects which are being implemented into the system. Some measures that, in fact, are regarded as a regular part of the system because of their longevity still have the status of projects as they are funded by external sources like the ESF (sometimes changing their name for the next round of funding). In the FR Rhein-Main as well, we note the simultaneity of top-down and bottom-up policy-making in all three policy sectors. Top-down, because governmental institutions initiate and finance certain programs on a regional level. Social service providers can make an application to participate in the program and funding, while, social service providers carry out their measures for decades. They have learned to adjust their measures to current programs and they try to satisfy the requirements on-site and develop measures which they can adjust to advertised programs. In that way, they make and pursue policies from the bottom up.

If we compare the LLL projects in the FR Bremen with the FR Rhein-Main and other regions in Germany, it becomes obvious that the LLL projects are quite similar as they try to tackle similar problems. Almost every measure in the field of LLL is co-financed by the ESF. Still, judging from the policy papers analysed already, the relation between regional LLL policies and European LLL policies is rather weak. Instruments like ECVET or CQAF are scarcely mentioned and if they are, then mostly as an addendum. Likewise, no reference is made to European policies like 'New Skills for New Jobs' or the 'Riga Conclusion'.

### **3.2.2 Assessment of impact of LLL policies on young people's life courses**

Our mappings of LLL policies (as well as the related measures, programs and projects) show that the transition from education to the world of work can be divided into five phases: The general education system covers the first phase. Here, measures for a stronger vocational orientation are carried out. Second, the transition from school to an apprenticeship contract (first threshold) may present a major challenge for young adults, as the access to an apprenticeship is market-based. Third, during the apprenticeship phase, quite a high number of young adults in Germany drop out of their contracts (24.6% in 2015), although many of these dropouts continue VET in another occupation or in another company in the same occupation. Fourth, the transition from VET into paid labour, by getting employed permanently, is critical again (second threshold). In 2015, 30% of young adults did not have a permanent occupation one year after completion of their VET. A fifth phase is the integration into the labour market for those not holding a certificate relevant for employers. Here, a plethora of integration measures is at place.

In the *first phase*, when young adults still attend school, policies come into play which aim to foster the passing of the first threshold, equipping young adults with the necessary skills, motivations and career orientation to successfully manage the later transition and to not drop out at school or VET. These policies mainly are educational in content, though often carried out by the federal state as part of labour market policies. Thereby, improving the sought-after skills. Additionally, there are measures for groups 'in need', i.e. young adults, who are seen at risk of not acquiring a leaving certificate at school, or else of facing problems regarding their future transition via the first threshold (e.g. young migrants).

In terms of governance, we can notice a pattern here that will also hold true for subsequent phases. As general schools and their curricula are governed in a top-down process by the *Länder*, the national level cannot intervene directly (ever since 2006, competences have been strictly separated in this sphere), but by other means, such as additional measures, which the *Länder* and communities do not have to pay for. Accordingly, in the last 20 years, programmes of vocational orientation (*Berufsorientierung*) have been implemented in almost all secondary schools (e.g. compulsory counselling at the local job centre). The concrete design of these

programmes changes between the *Länder* and between different school types.<sup>12</sup> In the *Land* Bremen, for example, they consist of various compulsory internships during the 8<sup>th</sup>, 9<sup>th</sup> and 10<sup>th</sup> year of schooling<sup>13</sup>, an analysis of the pupils' potential (carried out by the *Agentur für Arbeit* and financed by the federal state) and the support of young adults on their way into VET (*Berufseinstiegsbegleitung*).<sup>14</sup>

The *second phase*, that is the transition from school into VET, can be difficult for young adults, because, at this point, they are entering the labour market. Young adults receive their apprenticeship contracts from companies that are free to employ them or else to look for more suitable candidates. In order not to interfere too much into the apprenticeship market, there have been a number of national and federal 'pacts on VET securing a skilled work base' including state bodies and the various employers' chambers since 2004. These pacts define concrete actions particularly with regard to aims and measures. On the national level, this pact is called *Allianz für Aus- und Weiterbildung 2015-2018* ('Alliance for initial VET and further education 2015-2018'). On the *Länder* level, this alliance is substantiated by a number of further pacts (e.g. *Bremer Vereinbarungen für Fachkräftesicherung und Ausbildung 2014-2017*, *Bündnis für Ausbildung Hessen 2015-2019*).

A substantial group of young adults (roughly 25% of all young adults trying to enter VET) is not able to gain an apprenticeship contract directly after school. This first threshold is addressed by different measures in the so-called 'transition system' (*Übergangssystem*). The most prominent measure in the transition system is an additional year of schooling (*Berufsprüfungsjahr*), which helps young adults to acquire skills and competences to enter vocational education. The transition system has evolved from a set of individual measures to a recognised part of the German VET system. Another pillar of the transition system, that has become more important in recent years, are long-term internships (*Einstiegsqualifizierung* – basic vocational qualification) lasting between 6 and 15 months. They are financed by the federal government and are institutionally recognised at a later stage by shortening the duration of subsequent apprenticeships.<sup>15</sup> Additionally, there are various special courses for young adults who already have dropped out of the system. The framework for this LLL process is work-oriented, but also provides support for the acquisition of school-leaving certificates. The programme '*Jugend stärken*' in the FR Bremen is an example of this.

For all these measures, there is the problem of dropouts. In the FR Bremen and the FR Rhein-Main (as well as elsewhere in Germany), we can identify special projects for young adults dropping out of the transition system. Again, these additional measures can be legally part of the labour market policy (e.g. *Einstiegsqualifizierung* als

<sup>12</sup> The design of measures of *Berufsorientierung* changes according to school form (for an overview, see Lippegaus-Grünau/Mahl/Stolz 2010).

<sup>13</sup> Such measures seem to have some effect at disadvantaged youth, as company leaders and pupils get in direct contact. See e.g. Solga/Baas/Kohlrausch 2012

<sup>14</sup> For Bremen, the relevant policy paper here is Senatorin für Bildung, Wissenschaft und Gesundheit 2012.

<sup>15</sup> The *Berufsprüfungsjahr* is legally part of the educational system, the *Einstiegsqualifizierung* a labour market policy. The whole transition system is a hybrid between educational and labour market policies.

*ausbildungsbegleitende Hilfen* – training assistance), or educational, when referring to the *Berufsgrundbildungsjahr*.

The *third phase* in the transition from school to work, i.e. the phase of VET itself, usually lasts 3 or 3.5 years (roughly two thirds in the dual system, one third school-based). During this time, there is a considerably high risk of dropping out, although the high figures of dropout rates reported (over 25%) are slightly misleading. As most drop-outs are happening in the first three months of the probation period, the young adults usually continue their VET in a different company. Thus, what seems to be a dropout at first sight, is, in fact, in many cases a rather late re-orientation. Still, considerable effort must be invested into this phase of the transition from school to work. On an individual level, there is a training assistance scheme (*Ausbildungsbegleitende Hilfen*) such as tutoring privately or lessons in small groups offered by various training providers, financed by the federal government. As dropping out of VET often depends on the relation between the in-company trainers (or VET teachers at the vocational school) and the apprentices, initiatives and projects try to solve conflicts before drop-out occurs. In Bremen, one such project is *Bleib Dran*, which offers guidance, counselling and mediation services (see above).

The *fourth phase* marks the transition from VET into fully-paid labour and represents the second threshold. Again, this second threshold can be difficult for the young adults, illustrated by the fact that, even one year after completion of the dual system, 30% of young adults still do not have a permanent job. Many of those enter additional schooling in order to be able to enter the university system or, in case they already have acquired such a certificate, enrol directly. Still, there is a substantial matching problem between supply and demand in this phase as well. In case of severe problems, this has been tackled traditionally by labour market policies, e.g. by 'combined wages', which means that the state pays subsidies to those companies, which take over apprentices after finishing VET. Additionally, there are some projects from the field of educational or general youth policies aiming mostly at individual guidance and counselling and/or establishing networks between different companies (Maier/Dorau 2010). In the *Land Bremen*, no such projects exist until now.

The *fifth phase* is largely independent from the VET system. Here we classify all measures which aim to integrate jobless young adults into the labour market with or without holding a school leaving and/or VET certificate. In this phase, labour market policies play the most prominent role. As part of 'activating' labour market policies in the last 15 years, courses are offered at training providers. These courses usually include some basic vocational education. However, since these courses are not a recognised part of the VET, their effectiveness is (highly) contested. Sometimes these courses offer the possibility of acquiring a school leaving certificate. Additionally, general youth and social policies care for those young adults who have already dropped out of the system. The project *Jugend stärken im Quartier* (strengthening young adults in the neighbourhood) is one such example for the FR Bremen. In the fifth phase in which young adults are integrated directly into paid labour regardless of their qualification, we note a re-standardisation in labour market policies for young people. Several actions of job centres now tend to put young adults into contact with any kinds of jobs on the

labour market. This trend intensifies, if the target group is 25 years and older. At the same time, further education measures, like some of the above mentioned are open for over 25 year-olds (young-adults).

As the traditional career path with its standard employment relationship, vocational education etc. has become more and more obsolete, the activation-paradigm (i.e. pushing unemployed people into precarious jobs / expectation of individual initiative despite multiple social problems etc.) has given much more responsibility (and, in case of failure: blame) on the individuals. In terms of life courses, this potentially collides with long-term planning and stability that still is inherent in the occupation-based German system. Young people know that formal qualifications, especially school leaving certificates, determine their chances on the labour market and, with this, their chances to get the life they want, which partially explains the trend to higher (and tertiary) education. On the other hand, young adults who had difficulties or unsuccessful school careers permanently are identified as target groups for further education. In this regard, there is little space for stable occupational biographies outside social welfare transfers (and legal behaviour), on the occasion that an individual is not motivated to invest in education.

### **3.2.3 LLL-Policies' embedding and interactions in policy landscape(s)**

LLL policies are embedded in comprehensive discourses which try to legitimize efforts in adult education and the high level of subsidies in the last ten to fifteen years. Regarding the overall system, three discourses have been of special importance in Germany in the last 10 years. First, we can witness one discourse on academisation of VET since the implementation of modern regulations for the dual VET in the early 1970s. Fuelled by international examples (e.g. 'college for all') as well as hot debates about the knowledge society (Bell, 1973), or de-skilling (Braverman, 1974), as well as the whole discourse on 'tertiarisation', there has been an international push towards academisation. For Germany, the OECD's analyses and its permanent warnings of a lack of university students have been important here along with the employers' organisations. Second, and somewhat contradictory to the first discourse, particularly employers' organisations fuel the discourse on a future shortage in specialised workforce; one main point of special influence being the potential apprentices' (un-)readiness for VET. A third discourse, triggered by the European Union, has been on the visibility of (informal) learning and modularisation. This discourse was often seen as potentially harmful to the dual system as the aim of transparency was (and is today) seen as having an inherent affinity to modularisation (cp. Gemeinsame Erklärung 2016). On VET level, the German Qualification Framework DQR being a linkage to the European Qualification Framework EQF does not extend to the level of skills, but arranges different training qualifications.

All in all, LLL policies at various phases of the transition from school to work act as 'repair agencies', being closely related to potential problems at different phases of the transition. Individuals, as well as groups (notably migrants), defined as needing special attention are tackled by measures and programmes. In general, in *Hessen* as well as in the FR Bremen, more and more activating approaches are realized in the field of

education, social and labour market policies. The Rhein-Main region Offenbach was among the avant-garde for a long time with regards to labour market policies. Meanwhile Frankfurt's education- and youth politics set new standards in the region (e.g. the implementation of school social work in almost every lower secondary schools accompanied by the reduction of other youth welfare services). In terms of cultural political economy, this translates into the tendency to introducing a much stronger vocational orientation into the school system in the last 15 years. Apart from the national initiatives, technical colleges for upper secondary education have also become a trend.

As part of the general dominant discourse on policies activating the individuals and enabling them to secure relevant skills and competences by themselves, this vocational orientation is considered to enable young adults to make more informed choices. In the same line of argumentation, one central driving force in the field of LLL policies is the discourse on 'training maturity', i.e. the debate whether the individual skill and competence base of young adults acquired at school is sufficient to enter the VET system. It is a central criterion for the legitimization of the transition system and for many measures in the above-mentioned policy fields which aim at the integration into vocational training and the labour market. The discourse indicates that, in the FRs Bremen and Rhein-Main and throughout Germany, employability is only thinkable with the detour of vocational training and professionalism (*Beruflichkeit*) of work.

On the other hand, the future shortage of skilled workers ("*Fachkräftemangel*") has become a dominant discourse as well, guiding measures to integrate more young adults into VET. Both, the discourse on "training maturity" as well as the anticipated lack of skilled workers, are reasons for the German government to initiate programs and to provide money for support measures. The discourse on the future of skilled workers may be the reason why the continuing trend towards academisation between 2000 and 2010 has somewhat been put to a halt. From this perspective, the 270.000 young people, who were 'parked' in the transition system in 2015, can be regarded as a valuable resource.

All these discourses which frame LLL policies in Germany individualise problems, which can also be seen and interpreted on a structural level. This leads to a more theoretical perspective: there are two sorts of theoretical approaches to LLL strategies which focus on the legitimization of LLL policies and programs. Principally, both are very relevant, particularly if young adults with little formal education and/or certificates are the primary target group, but only one of them dominates clearly the LLL policies and programs. The first approach could be labelled 'utilitarian humanism', while the second approach could be called 'emancipatory humanism'. The crucial difference between them is the assessment of education. For the emancipatory humanism approach, education is a goal in itself (cf. Nussbaum 1999; Holzer 2004; Liessmann 2006), no matter, if there are any chances to improve the individual labour market situation or the employability of a young person. Therefore, the participation rate on LLL courses of people with little education is a reasonable success criterion. Likewise, assessing the content of LLL policies from this point of view means to evaluate them in the paradigm of '*Bildung*', i.e. their usefulness for participants to better master their own life. Some policies in adult education, e.g. programmes like the European Union's Comenius could be an example for this approach.



Seen from a utilitarian humanist perspective, the participation of young adults in LLL measures is a tool for a different aim. In this context, and in terms of content as well as outcome and impact, the idea of employability is paramount - from an individual as well as a societal perspective. The utilitarian humanist approach follows the OECD argumentation which is itself grounded in the human capital approach that, the higher the education of a nation state, the better the economic development will be (OECD 1996; Sum & Jessop 2013). In this perspective, an increasing rate of LLL policies and an increasing rate of participating young adults is a precondition to fight against youth unemployment and societal anomaly. The basic idea is that the skills of educationally underprivileged young adults must be improved to contribute to societal welfare:

Without the right skills, people are kept at the margins of society, technological progress does not translate into economic growth, and enterprises and countries can't compete in today's globally connected and increasingly complex world. Getting the best returns on investment in skills requires good information about the skills that are needed and available in the labour market. It also requires policies that ensure that skills are used effectively to generate better jobs that lead to better lives. (OECD 2013: 6)

It is exactly because of the intertwining of educational and labour market policies in the context of the dual VET system, that most of the LLL-policies we found in our two FRs follow the utilitarian humanist approach, trying to use LLL-policies for another goal, usually, programmatically, to increase the youth employment rate of the region. However, for the internal and external evaluation of a single LLL policy the regional unemployment rate is not a significant indicator. This is one important reason why the effectiveness of a LLL policy is measured much more indirectly, normally in regards to the successful acquisition of school certificates or the passing of language or numeracy tests. Independently from their public or private institutional character, LLL policy suppliers need to provide evidence of their offers in order to be able to continue their courses. Following this very logic, it becomes evident that young adults are primarily addressed as persons who are not yet able to gain a specific certificate or another big LLL policy issue, and who are, furthermore, at risk of dropping out of their vocational education.

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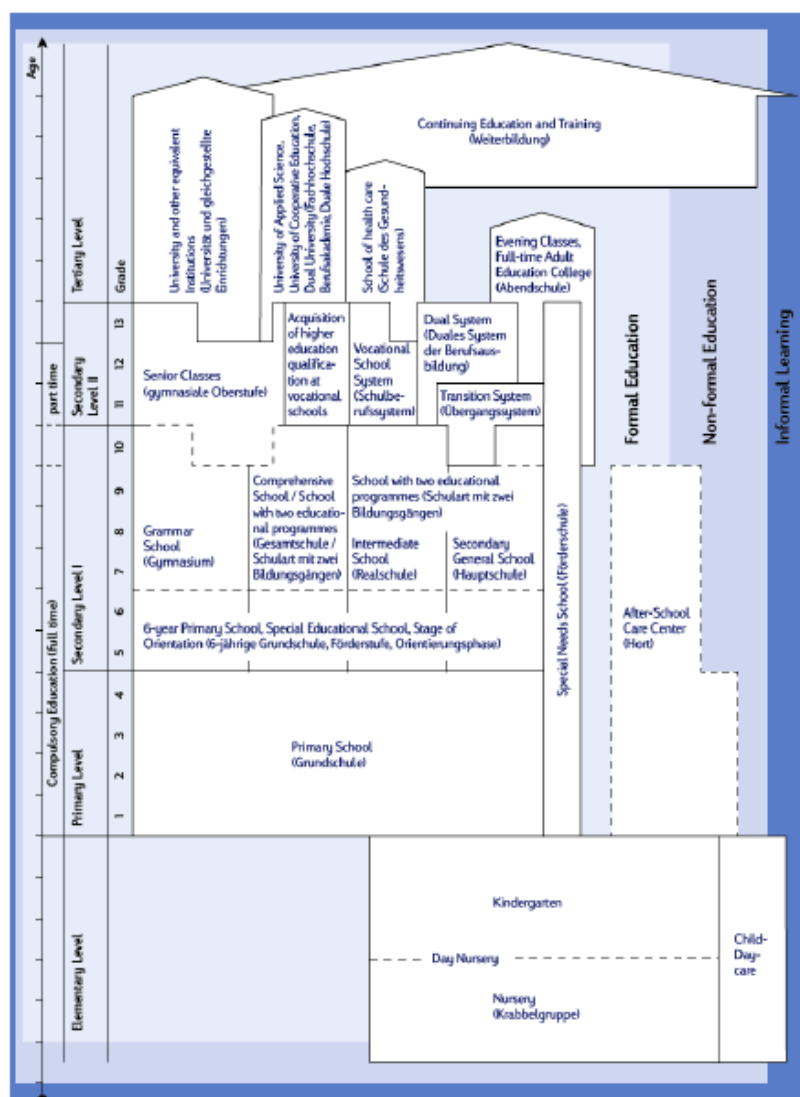
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## Annexes

### Annex A: Secondary School Types in Germany

The following diagram gives a first, simplified overview of the German education and training system and its different school types, levels and phases, which will subsequently be explained in more detail:



Source: Autorengruppe Bildungsberichterstattung (Hrsg.): Bildung in Deutschland 2014: ein indikatorengestützter Bericht mit einer Analyse zur Bildung von Menschen mit Behinderungen. Bielefeld

The first type of secondary school, the *Hauptschule*, is to be found in almost all *Länder* and includes years 5-9 or 10. In some *Länder*, compulsory schooling and, therefore, also the duration of the *Hauptschule* has been extended to year 10. In other *Länder*, year 10

of the *Hauptschule* is optional and is attended by about 15 percent of the pupils (Autorengruppe Bildungsberichterstattung 2016, 79). The *Hauptschule*, which in recent years has frequently been named the 'loser of the educational expansion' and even '*Restschule*' ('left-over' school) because of its low academic quality and its rapidly declining numbers of students, is facing an increasingly difficult challenge caused by extremely heterogeneous pupils with very high numbers of socio-economically deprived and poorly motivated children. In the face of these challenges, the total closure of the *Hauptschule* seems to be a question of time rather than a matter of principle.

In contrast to the *Hauptschule*, the development of the second type of secondary school, the *Realschule*, can be regarded as a success story in terms of pupil enrolment numbers that have increased from 10-12 percent of all 14-year-olds in the 1960s to 26 percent in 2012 (cp. Bildungsbericht 2016, 16). The curriculum of the *Realschule* is – quite similar to the *Hauptschule* – mostly targeted towards the labour market. Through periods of practical training and work placements, it offers an explicitly vocational orientation and encounters with the world of work. However, by offering a second optional foreign language to its pupils, the *Realschul*-leaving certificate does not only qualify for vocational training and apprenticeships but may also qualify – depending on the final grades achieved - for the upper secondary phase of the *Gymnasium* and/or various types of vocational upper secondary schools (e.g. *Fachoberschule*). This school career can provide access to technical colleges and other institutions of higher education. About one third of all *Realschul*-leavers take the opportunity to continue their studies in the upper secondary school sector.

The third type of secondary school, the academically oriented *Gymnasium* comprises the years 5-10 and 10-12/13 and covers, therefore, the lower and the upper secondary school phase. The high reputation and the popularity of the *Gymnasium* amongst parents and in public opinion can be explained by the fact that the *Gymnasium* offers the direct path into higher education after successful completion of the *Abitur* while also offering the best chances of getting hold of the more attractive training places and the more sought after positions on the labour market. As a result, the proportion of 14-year-old pupils attending the *Gymnasium* has risen from 14 percent in 1960 to about 37 percent in 2012 (op. cit.: Autorengruppe Bildungsberichterstattung 2016, 79) which has changed the formerly rather elitist character of the *Gymnasium* considerably.

Although the above mentioned traditional school structure is quite similar in all federal states, there have always been slight differences between the sixteen federal states because they enjoy relative autonomy with regard to the organization and administration of their schools systems – a right which has been granted to them by the constitution (art. 7). More recently, some *Länder* have merged the *Hauptschule* with the *Realschule* to form what is now called a 'school with several educational tracks' (*Schule mit mehreren Bildungsgängen*). It could be described as a fourth column in the lower secondary school phase. Other *Länder*, e.g. Bavaria, are trying to stop this process. However, given the recent demographic changes in Germany, and the resulting permanently decreasing number of school beginners and the increasingly competitive labour market which clearly favours the more prestigious school leaving certificates from the *Realschule* and/or the *Gymnasium*, it seems highly unlikely that the *Hauptschule* will



survive in its present form. According to the last educational monitoring report, schools with several integrated tracks were visited by 20 percent of each age cohort in 2012 which is a sharp rise from 2000, when integrated schools were only visited by about 9 percent of each age cohort. (Autorengruppe Bildungsberichterstattung 2016, 79).

## Annex B: Vocational Education in Germany

As shown in the diagram 'German education and training system' (cp. Annex A) the vocational education system at upper secondary level is rather complex and can be divided into three main sectors: the 'dual system' (*Duales System*), the full-time 'vocational schools' (*Berufliche Schulen*) and the so-called 'transition system' (*Übergangssystem*). Traditionally vocational education, which is exclusively organized and run by full-time vocational schools, plays only a marginal role in Germany. For the majority of young people in vocational education, the main route into employment is provided and organized by the 'dual system' of vocational education which consists of a vocational on-the-job-training or apprenticeship in companies and part-time instruction in general and vocational subjects in vocational schools (*Berufsschule*). Vocational education in the dual system usually lasts for three years and the apprentices/students receive a monthly salary which is set and paid by the employers. After successful completion of the dual system of vocational education, the graduates receive a professional vocational qualification, which enables them to work as a qualified employer in a recognised occupation that requires formal training.

Within the second sector of full-time vocational schools, which are attended by about 20 percent of all students in vocational education (Autorengruppe Bildungsberichterstattung 2016, 103), the 'vocational training colleges' (*Berufsfachschulen*) represent the majority. These training colleges are fully responsible for the vocational training of their students including the practical internships prior, during and after the vocational training. *Berufsfachschulen* offer a variety of different full-time vocational courses which differ with regard to their entrance requirements, duration and leaving certificates. A second type of full-time vocational school is the so-called *Fachoberschule*, which admits students who have obtained an above average general education school leaving certificate (*Mittlerer Schulabschluss*) which is granted on the successful completion of grade 10 at the *Realschule* or at other lower secondary level school types. The *Fachoberschule* lasts for two years (grades 11 and 12) and qualifies its students to study at a university of applied sciences. The third type of full-time vocational school at the upper secondary level is represented by the so-called vocational grammar schools (*Berufliche Gymnasien*), which offer a three-year course of education which includes both the general education subjects taught at the upper Gymnasium level (*gymnasiale Oberstufe*) and also vocational subjects. On successful completion of the vocational grammar school, the successful candidate is awarded the general higher education (HE) entrance qualification (*Allgemeine Hochschulreife*) which provides full access to all types of HE in Germany.

The most prominent measure consists of one year of additional schooling (*Berufsgrundbildungsjahr*) for the purpose of acquiring the skills and capabilities to enter vocational education. The transition system has been evolved from a set of individual measures to a recognised part of the German VET system. Another pillar that became more important in the last couple of years are long-term internships (e.g. *Einstiegsqualifizierung* –a basic vocational qualification), which last 6 to 15 months and which are financed by the federal government. These internships can be institutionally recognised by reducing the duration of the following apprenticeship.

## Annex C: Mapping of LLL policies in FR Bremen

**Table 1. 'NewStart' project**

<b>Criterion</b>	<b>Description</b>
Primary sector orientation	Labour-market with some parts being educational.
Problems	The problem is the lack of institutionalised options, guidance and counseling, and recognition of prior learning for transition from university to VET.
Solution proposals	Guidance and counseling, rising awareness amongst employers, recognition of prior learning.
Objectives	Enabling entry into VET for students prematurely leaving university.
Target group	The project is directed at university students at risk of dropping out of university with no subsequent options.
Underlying success criteria	Direct transition into the dual system.
Time horizon	Mid-term. Further funding unclear.
Governance regime	Primarily labour-market oriented. Guidance and counseling as part of the education system, raising awareness via employers' organisations, recognition of prior learning with employer organisations.
Funding source	The project is co-funded by the <i>Land</i> Bremen and the ESF.
Other	

**Table 2. 'TEAM - MoTivation, ZiEle, Erfahrung und KoMpetenz' (motivation, aims, experience and competence)**

<b>Criterion</b>	<b>Description</b>
Primary sector orientation	The project TEAM is oriented at the education sector with some parts of youth/social policy.
Problems	The main problem is the integration of school drop-outs into the VET system.
Solution proposals	Vocation-oriented schooling (18h/week school and 17h/week basic VET training in workshops).
Objectives	Enabling transition over the first threshold.
Target group	Young adults without a school leaving certificate.
Underlying success criteria	School leaving certificates, transition over the first threshold.
Time horizon	Long-term.

Governance regime	The measure is carried out by independent training and education providers. Exams are taken by the official school board.
Funding source	The project is co-funded by the <i>Land</i> Bremen and the ESF.
Other	

**Table 3. Project 'COMMPASS'**

<b>Criterion</b>	<b>Description</b>
Primary sector orientation	The project is part of a youth policy approach, supporting the work of the Werkschule policy.
Problems	The main problems are the target group's perceived lack of self-esteem, orientation and problems in interaction with other people.
Solution proposals	Mentoring
Objectives	Raising self-esteem and respect for others. Vocational orientation.
Target group	The target group of this policy are Werkschule students.
Underlying success criteria	Completion of Werkschule. Transition over the first threshold.
Time horizon	Mid-term project.
Governance regime	The project is carried out by a union-based education provider looking for voluntary mentors for Werkschule students.
Funding source	The project is co-funded by the <i>German government</i> and the ESF.
Other	

**Table 4. The project 'BeLeM- Berufliche Lebensplanung für junge Mütter' (planning the vocational orientation of young mothers) is similar to the project Spagat as they both focus on young mothers and their school and labour market integration.**

<b>Criterion</b>	<b>Description</b>
Primary sector orientation	It is mainly youth and social with educational elements.
Problems	Young mothers under the age of 21 having to stop school because of pregnancy have difficulties to afterwards reintegrate into the regular school system.
Solution proposals	Schooling in small groups; additional child care; vocational orientation.
Objectives	Achieving school-leaving certificates.

Target group	Young mothers who had to drop out of school and now have difficulties to cope with the regular school system because of child care problems.
Underlying success criteria	Achieving school-leaving certificates; transition over the first threshold.
Time horizon	The project consists in 1.5 years of schooling.
Governance regime	Carried out by the Red Cross Bremen at a VET school, the project is a cooperation between regular schools and the youth welfare system.
Funding source	The project is funded by the <i>Land</i> Bremen.
Other	

**Table 5. ‚Lust auf Zukunft‘ ('Go for it') project in Bremerhaven**

<b>Criterion</b>	<b>Description</b>
Primary sector orientation	Is mainly social and youth policy but also with educational elements
Problems	In Bremerhaven there are many early school leavers or students at risk of leaving school who eventually land in the welfare system and end up as long-term unemployed. High number of unemployed youth or youth who are not in apprenticeships.
Solution proposals	The political association die Falken and the educational institution Arbeit und Leben offer seminars and classes in profession and life orientation.
Objectives	Going back to school and/or staying at school
Target group	In its focus are early school leavers and students at risk of leaving school.
Underlying success criteria	By means of seminars (two to four one week seminar per semester) to enforce own skills and competences and as well gaining team work skills, training for job and apprenticeship application
Time horizon	The project takes place since 1995, so long-term
Governance regime	Carried out by the political association die Falken, Stadtjugendring and the educational institution Arbeit und Leben, in tight cooperation with schools and interested teachers
Funding source	The project is funded by <i>Amt für Jugend, Familie und Frauen Bremerhaven</i> (Agency for Youth, Family and Women)
Other	

**Table 6. The initiative ‚VerA (Verhinderung von Bildungsabbrüchen)**

<b>Criterion</b>	<b>Description</b>
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Primary sector orientation	Is mainly labour market oriented
Problems	Many apprentices are at risk of interrupting their apprenticeships
Solution proposals	Mentoring, guidance and counselling by volunteer coaches and mentors
Objectives	Succeeding in finishing the apprenticeships
Target group	Apprentices
Underlying success criteria	By means of one to one mentoring, guidance, counselling during the apprenticeships. Professional mentoring for mid-term and final exams, as well as all questions related to professional development
Time horizon	The project takes place 2008 and runs till 2018, long-term
Governance regime	Carried out volunteer mentors/coaches, professional workers coordinated by Senior Experten Service (SES)
Funding source	The project is funded by Bundesministerium für Bildung und Forschung
Other	

**Table 7. ‚Jugend stärken im Quartier‘ (youth strengthen in quarter) a project which takes place in many quarters in Bremen but also in many cities of Lower Saxony like Oldenburg, Cloppenburg, Wilhelmshaven**

<b>Criterion</b>	<b>Description</b>
Primary sector orientation	The project ‘Jugend stärken im Quartier’ is mainly oriented towards the youth and social policy sector aiming at integrating young adults that already dropped out of the system.
Problems	In focus are young adults in disadvantaged parts of the region that cannot be reached via orderly institutionalised measures.
Solution proposals	Low-threshold offers by street workers.
Objectives	Getting into contact with drop-outs. Help with problems. If possible, integration into regular schooling/VET.
Target group	Drop-outs in disadvantaged quarters.
Underlying success criteria	Reaching out to the target group.
Time horizon	Long-term. The project relies on earlier similar projects.
Governance regime	‘Classical’ youth and social policy approach. Streetworkers working with the target group.
Funding source	The project is co-funded by the <i>Land</i> Bremen, the federal government and the ESF.
Other	

**Table 8. 'Bleib dran' project**

<b>Criterion</b>	<b>Description</b>
Primary sector orientation	The project ' <i>Bleib dran</i> ' in Bremen is mainly oriented towards the education policy sector since VET is part of the educational system.
Problems	The main problem here is one of youth employment, as a successfully completed apprenticeship offers good chances on the labour market and during apprenticeship, young adults are employed, too.
Solution proposals	Mediation
Objectives	Reducing ESL and youth unemployment
Target group	The target group of this policy are apprentices, the group 'in need' is not constructed via predefined categories, but according to perceived individual trouble with the apprenticeship
Underlying success criteria	Solving problems in apprenticeships – either in terms of continuing the apprenticeship at the same company or switching to another one.
Time horizon	The time horizon of this project is rather long-term – it is designed as an on-going intervention to stabilise apprenticeships.
Governance regime	Primary actors are university employees carrying out the mediation as well as representatives from companies, unions, and politics who form a network that is offering material for trainers and VET teachers.
Funding source	The project is co-funded by the <i>Land</i> Bremen and the ESF.
Other	

**Table 9. 'Werkschule'**

<b>Criterion</b>	<b>Description</b>
Primary sector orientation	The project 'Werkschule' in Bremen is mainly oriented towards the education policy sector aiming at enabling transfer into the VET system for disadvantaged youth.
Problems	The main problem here is transition over the first threshold as young adults with no valid school leaving certificate get into severe problems at the apprenticeship market.
Solution proposals	Vocation-oriented schooling
Objectives	Enabling transition over the first threshold.
Target group	The target group of this policy are pupils seen in danger of not accomplishing regular school.
Underlying success criteria	Less drop-outs at secondary school; successful transition into VET.
Time horizon	Since 2009, so long-term. Now institutionalised as part of the school system.

Governance regime	The Werkschule is localised at the VET schools. VET teachers and trainers together with social pedagogues are the main actors. Institutionally, it is part of compulsory secondary education.
Funding source	The project was co-funded by the <i>Land</i> Bremen and the ESF. Now, the Land Bremen is the only responsible.
Other	



## Annex D: Mapping of LLL policies in FR Rhein-Main

**Table 1. “Fachkräftesicherung Hessen - Gesamtkonzept” (Overall concept for securing skilled personnel in Hessen) (Fachkräftesicherung 2013, Integrationskompass 2016).**

<b>Criterion</b>	<b>Description</b>
Primary sector orientation	Labour Market Policy with big shares of educational policies.
Problems	As a result of the demographic change Hesse will lose 4% of their labour force potential till 2020 and 9% more till 2030. That means 400.000 to 600.000 persons of working age. (Fachkräftesicherung 2013) This causes a rising problem for the economy in Hessen: the lack of skilled worker.
Solution proposals	Especially two approaches should fix the issue. 1. Vocational training & further education and 2. Immigration and integration.
Objectives	Promoting vocational education and training. Activation of unexploited working potential i.e. by increasing child care facilities, so that mothers are available for the labour market. Or by implementing consistent structures of advice to make tailor-made post-qualification possible for low skilled worker.
Target group	The concept at all and the single measures aim on a broad group of people and on a broad range of ages. Especially the vocational training approach aims on young adults, but also the other approaches like further education, immigration and (re-) integration aim on our target group. Another important target group are the low skilled worker
Underlying success criteria	
Time horizon	It is founded 2013. The implementations should be finished 2018
Governance regime	It based on the results of an expert commission established 2011. It is a common initiative of the ministry of economics and the ministry of social. Over 150 separate measures are started with regard on this initiative.
Funding source	The resulting measures are financed by different sources, like the ESF, federal state fund and local authority funds.
Other	

**Table 2. Netzwerk Wiedereinstieg (NeW) (Network re-entry) (New 2016)**

<b>Criterion</b>	<b>Description</b>
Primary sector orientation	Labour Market Policy, with aspects of social & youth policies
Problems	The problems the network want to engage is the reconciling work and family life, which is a much discussed debate in Germany. At the same time it faces the same problem as the above mentioned “Fachkräftesicherung”, the lack of skilled worker.

Solution proposals	The idea of this network is to bring competences and projects of participants together, which are working on the aim to raise the labour market participation of mothers.
Objectives	The aim is to increase the chances for the reintegration into a professional life for women.
Target group	The target group of the participants of this network are all mothers but to a large extent it aims on young adult mothers in different situations: mothers after their family time, unemployed women with or without receiving social benefits, women with foreign vocational qualifications.
Underlying success criteria	Activation of skilled worker
Time horizon	Long term
Governance regime	A network of partner in the field of qualification and labour market re-integration of women. Exemplary, the above mentioned VbFF service provider is one of these partners.
Funding source	The network is financed by the hessian ministry for social affairs and integration and the ESF. The projects of the single service providers were co-financed by many different actors, like municipalities of many cities in Rhine-Main, Job Center, the Federal Agency for Employment
Other	

**Table 3. “Qualifizierungsoffensive” (qualification campaign) (Qualifizierungsoffensive 2016)**

<b>Criterion</b>	<b>Description</b>
Primary orientation sector	Educational policy with big shares labour market policy
Problems	It is a governmental reaction on the same structural problems like the above mentioned initiative “Fachkräftesicherung”, the demographic change and the lack of skilled worker. It is thus hardly surprising that there are strong links between both initiatives
Solution proposals	Two main topics were tackled: 1. access to professional training. Hessian youth should be supported to get professional skills and capabilities. 2. Improvement of frameworks. It offers funds for projects sharing the same objectives. (Qualifizierungsoffensive Projektaufruf 2015)
Objectives	The systems and structures of training and further education should be more flexible and permeable.
Target group	It aims on employees of all ages. Many, include lager, programs like „ProAbschluss“, „Gut ausbilden“, „OloV“ and „QuABB“ are part of this initiative
Underlying success criteria	Labour market integration
Time horizon	The campaign is designed for the years 2014 to 2020.

Governance regime	The “qualification campaign” is a governmental initiative founded by the ministry of economics. It is associated with the aims of the European Social Fund (ESF) and the European Regional Development Fund (ERDF). The single measures are carried out by measure specific actors, like networks, service providers and municipalities.
Funding source	The campaign is funded by the Hessian ministry of economics and the ESF
Other	

**Table 4. “QuABB” (qualified vocational education guidance in companies & vocational schools) (QuABB 2016)**

<b>Criterion</b>	<b>Description</b>
Primary sector orientation	Educational Policy with aspects of labour market and social & youth policies.
Problems	Consistent with the above mentioned Initiatives, programs and actors, the superordinate problem they deal with is the demographic change and the resulting lack of skilled workers. Background of this program is the high dropout rate in vocational education in Germany. The average dropout rate is at about 25%, but varied between the different professions. Especially the professions which are accessible for young people with lower educational attainments have dropout rates up to 50%. (Berufsbildungsbericht 2016; QuABB 2016b). Most aborted apprenticeships are the results of the workplace circumstances (70%) and personal reasons (46%) (QuABB 2016b: 8).
Solution proposals	The approach is to prevent training stoppages with attendant apprenticeships. Their central solution proposals are a better networking of the actors of vocational education on-site (here a strong link to the next mentioned Programme “OloV”), individual advice and coaching and help to protect apprenticeships. Their work is preventive, but they also help in acute situations. (QuABB 2016c)
Objectives	The aim is to reduce the training stoppages of apprentices to a minimum.
Target group	Apprentices in the “dual system” and their training companies
Underlying success criteria	Preventing long-term unemployment
Time horizon	Quabb is financed till 2020
Governance regime	It is founded by the Federal State of Hesse. QuABB is part of the above mentioned “Qualifizierungsoffensive”. It is carried out in different cities in the Rhine-Main Region by different independent service providers.
Funding source	It is financed by the ESF and the Hessian ministry of economics.
Other	

**Table 5. “OloV” (Optimization of the local placement work at the transition from school to work)**

<b>Criterion</b>	<b>Description</b>
Primary sector orientation	Educational Policy with aspects of labour market and social & youth policies
Problems	The transition from school to work is a highly differentiated area with a huge amount of measures and actors, to the extent that the term “Maßnahmenschungel”, which means “measure-jungle”, was established. Especially the transition system a lot of measures for young people are not more than holding patterns.
Solution proposals	The approach is to construct networks of existing actors and structures. They offer guidelines and set quality standards.
Objectives	The aim is to improve visibility and transparency of measures and actors and create synergies among them. One partner-program is the above mentioned “QuABB” program
Target group	Target group are pupils in general schools, young adult school leaver and youth and young adults in the “transition system”. At the same time they address independent service providers and many other institutional actors in this field.
Underlying success criteria	Integration into the labour market, decrease of participants in the transition system
Time horizon	It started in 2005 - long term
Governance regime	It is a top-down initiated network of local actors in the transitions system.
Funding source	It is financed by the Hessian ministry of economics, the hessian ministry of education and the ESF. (OloV 2016)
Other	

**Table 6. Gesellschaft für Jugendbeschäftigung (GJB) (GJB 2015, GJB 2016)**

<b>Criterion</b>	<b>Description</b>
Primary sector orientation	Youth & Social Policy
Problems	The transition from school to work is characterised by de-standardisation and more and more re-standardisation. Transitions are getting more and more uncertain and reversible. Young adults have to cope with transitions in many societal spheres with different requirements. In addition measure specific problems are engaged.
Solution proposals	They offer measures for all kind of problems which young people had to cope with the transition from school to work.

Objectives	Being a competent partner in the area of professional integration. Sustainable integration of young people into the labour market. Systematization of the school to work transitions. Supporting young people to develop realistic ideas of professions.
Target group	Pupils in secondary schools and vocational schools. Young people which are addressed by social services and the Job Center.
Underlying success criteria	Labour market integration
Time horizon	An municipality service provider since almost 20 years.
Governance regime	The GJB is a 100% subsidiary of the city of Frankfurt and an service provider for young people in the transitions from school to work. Exemplary, the GJB is participant of the above mentioned Programmes and Initiatives "OloV" and "Quabb".
Funding source	The single measures are financed by different actors, like the city of Frankfurt, the job center, the social & youth welfare office and different local and nationwide foundations.

**Table 7. Verein zur beruflichen Förderung von Frauen" (VbFF).**

The VbFF is an independent provider for support measures with a focus on training and professional development, which aims primarily at women. The organization has a history in the women's movement and still refers to a feminist perspective. We want to highlight a measure for single mothers. (VbFF 2016)

<b>Criterion</b>	<b>Description</b>
Primary orientation      sector	Labour Market Policy with strong links to educational and social & youth policies.
Problems	On the one hand the measure addresses the problem of reconciling work and family life, which is a much discussed debate in Germany; especially with regard to single mothers. On the other hand it is consistent with the problem the above mentioned "Fachkräftesicherung" faces, the lack of skilled worker.
Solution proposals	VbFF offers thirty hours per week part-time vocational training for single mothers. They cooperate with companies und support the single mothers in coping with the challenges of child care during vocational training (in company and professional school) and different social problems. The vocational training takes place in the collaborating companies and the VbFF itself, where they organize child care, specialized teaching and exam preparation.
Objectives	Their objective is to enable young mothers a vocational training
Target group	It addresses single mothers up to 26 years living in Frankfurt and having a school leaving qualification.
Underlying success criteria	Even if the labour market integration is highlighted by the VbFF, social integration and a holistic approach are characteristic for an independent service provider like the VbFF.

Time horizon	The measure is established since 1998
Governance regime	The independent service provider VbFF implemented and carried out the measure.
Funding source	The measure is funded by the Jobcenter Frankfurt, the hessian ministry of social affairs and integration, the youth welfare office Frankfurt and cooperating companies.
Other	

**Table 8. Fachoberschulen (Specialised Secondary School)**

<b>Criterion</b>	<b>Description</b>
Primary orientation sector	Educational Policy
Problems	Original these courses were implemented for young people with vocational training qualifications to get higher education. Nowadays more and more pupils come from the "Berufsfachschulen". A school form in the transition system, which allows their participants to get their intermediate secondary school leaving certificate. Contrary to the objective of the transition system to lead their participants to the apprenticeships more and more young people flock to the Fachoberschulen, which are not prepared for the high numbers and the heterogeneity of the young people.
Solution proposals	By means of courses and vocational training qualifications enabling of getting an intermediate secondary school certificate, which makes the labour market integration easier.
Objectives	Further education for young people and enable them to get higher education entrance qualifications.
Target group	The courses address young people with at least an intermediate school leaving certificate.
Underlying success criteria	
Time horizon	Permanent
Governance regime	"Fachoberschulen" are courses of general education with a professional focus organized in professional schools.
Funding source	It is financed by the respective federal state
Other	

**Table 9. "Perspektive mit Plan" (perspective with a plan) (ZFW 2016)**

<b>Criterion</b>	<b>Description</b>
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Primary sector orientation	Youth & Social Policy
Problems	Some young people which get social assistance have to cope with many different problems. The plurality of the problems can prevent the search for a job or a VET place which makes it impossible for them to get into the labour market. The problems they have to cope with can be financially, living or family.
Solution proposals	It provides consulting and support for young people. It is a holistic approach to support young adults and help in a general way.
Objectives	The aim is to solve the individual problems in cooperation the young people.
Target group	Young people between 16 and 26 commissioned by the City of Frankfurt and the "Jugendjobcenter" (youth employment agency). It is assumed that they are looking for an apprenticeship
Underlying success criteria	Behind the holistic approach is to put the young person in the position that he/she is available for the labour market.
Time horizon	It is an established permanent measure of the ZFW with uncertain funding
Governance regime	The measure is offered by an independent service provider for further education, the "Zentrum für Weiterbildung", which means "Centre for further education".
Funding source	It is financed by the Jobcenter Frankfurt, the ESF and other funds.
Other	



## Work Package 3

### Lifelong Learning Policies: Mapping, Review and Analysis

#### National Report: Italy

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Work Package 3 – Policy Mapping, Review and Analysis

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## 0. EXECUTIVE SUMMARY

In the Introduction we give a brief outlook about the Italian socio-economic situation, which is characterized by a strong dualism between the Northern and Southern areas, as well as between the “primary” and the “secondary” labour market, which have very different degrees of warranties for workers. The recent reforms of the labour market homogenized the warranties, also because the flexible and temporary work was almost the only way for young people to access to the labour market. Also educational system is briefly described in the Introduction: the “traditional” educational path (primary / secondary / upper secondary schools / University) is still the most diffused, but vocational training is achieving a deeper integration into the traditional system thanks to the recent reforms; LLL policies have been only recently introduced in Italy and they will give rooms for the recognition of non-formal and informal learning and for the process of competencies certification.

In the second chapter we give a short map of the actual situation of the Italian policies in Labour Market regulation, Youth Policies, Education and Vocational Training and Social Policies, highlighting that European Funds play a key role in financing national and regional policies. Labour Market has been recently regulated by the so-called “Jobs Act” reform, which seeks to reduce and homogenize the guarantees between the different types of contracts and workers. Also two Operational National Programs intervene in this field. The main differences between the two Functional Regions refer to the greater dynamism of Milan’s labour market and related better occupational conditions for young people. In the domain of Youth policies the main program here considered is Youth Guarantee, applied in Italy by the PON Youth Employment Initiative; the main differences in the two FR lies in the lower percentage of NEETs in Milan than in Genoa. Educational policies are characterized by reforms that seek to connection between school and work, either through three-years long education and training pathways, either via traineeship or apprenticeships. These reforms are interwoven with those of the labour market, because even the education system emphasizes the connection between formal, non-formal and informal learning and the importance of the certification of skills. The main differences in the two FR concern the lower rate (for Milan in respect of Genoa) of Early School Leavers and the higher rate of adult learners. Finally, Social Policies are very fragmented in Italy, and young adults are not their specific target, except for marginal aspects.

The second part of the chapter offers a mapping of the main laws and programmes concerning the four policy sectors and giving attention to the three policy fields through which we will conduct the analysis presented in the following chapter.

In the third chapter we justify the choice of the three analyzed policies in the two Functional Regions: the programme Youth Guarantee, that is very similar in the two FR, although it is implemented in different ways and referred to different contexts; the Informagiovani Service, which is implemented in very different ways in the two FR and, finally, the Vocational Training activities funded by the European Social Fund, which are programmed and implemented in different ways according to different local scenarios.

## 1. INTRODUCTION

In Italy, youth policies and the lifelong learning intervention programmes cannot be seen in isolation from other social, cultural, training, and economic policies. So, it is important to consider the main changes that have occurred in these areas.

Italian labour market has been characterized, historically, by two great cleavages; the first one is referred to the North and the South of Italy, not only in terms of quantity (and quality) of jobs (more jobs of better quality in the North), but also in terms of greater presence of submerged/informal (sometimes criminal) economy in the South. The second one, evident especially from the Fifties of the past century, refers to the warranted and not warranted work: the first, called also “primary” labour market, for the most part in the great enterprises, often public, and in the public sector, that had, thanks to Trade Unions, great privileges in terms of continuity and security of employment; the second, called also “secondary” labour market, especially in medium-small firms of the private sector, or in self-employed people, strongly exposed to market competition. Historically, adult males have predominated the primary labour market jobs, women and young people the secondary one (Paci, 1978; 1982); the mobility between the two markets was very difficult and rare. This duality has been emphasized by the economic crisis, first begun in 1963 and run until the following year (1973; 1992; 2007).

In fact, at times of high unemployment, young people and women were less likely than adult males to be in workforce.

The National Law 300/1970 (known as “*Statuto dei Lavoratori*”) protects employees also against the event of a temporary crisis. In this case, the employer may use the “redundancy fund” (“Cassa Integrazione Guadagni”, CIG) which is a collective suspension from work of the employees, allowing the latter to continue receiving up to 80% of the normal wage charged on a special fund held by the social security institute. In alternative, mobility or early-retirement are also allowed.

In short, those who were employed in “protected” labour markets, had assured both the job and the income. Therefore, the welfare system invested more in pensions and in passive labor policies than in active policy programmes or in unemployment protection interventions (Ferrera, 2012). Political and economic force in substantial agreement with labour unions made it possible. Consequently, the public debt increased during the last decades of twentieth century in order to ensure both the employment protection and the minimum social benefits needed to maintain the social consensus of the unemployed.

During recession periods these policies generate the “fiscal crisis of the state” (O'Connor 1973) that is associated with conflicts not only over the level and incidence of state expenditures, but also over the restructuring of the taxation and credit systems. It is evident that this policy field has imposed a burden on future generations, the current young generation.

The unsustainability of this national system have led to invest in active labour market policies. The innovations have regarded in particular: a) loosening of the ties for the hiring and firing of workers and the introduction of the mobility benefit (National Law 223/1991); b) monetary increase of the unemployment benefits (National Law 236/93), and restriction of the 'unemployed' status; c) the introduction of new active policy measures such as the "lavoratori socialmente utili" or socially useful jobs scheme; d) the introduction and re-launch of new flexible contracts (National Law 196/97; National Law 30/2003).

These agreements have increasingly become the main means for entry to the labour market of young people and, in part, for women. In fact, the two most significant changes that have been seen are an increase in female participation in the labour market, and an increase in types of work characterised by fixed-term contracts and classified as flexible and insecure. Moreover, to the enduring differentiation between the North and South, a polarisation of job opportunities has been produced, through which employment is concentrated into professions requiring high and low qualifications, creating a drain on intermediate-qualification professions. This polarisation, according to some studies, has influenced the weakening of the middle class (Palumbo e Poli, 2013).

Since the Seventies, youth unemployment is a troublesome problem in Italy. The policies for young people (and in part for women) have had a compensatory function in reducing gender gaps in a job market that favours adult male workers. In the last 20 years as a result of several reforms (National Laws 196/1997; 30/2003; 92/2012), the regulation of the Italian labour market has undergone a substantial overhaul. The latest of which is the "Jobs Act" (National Law 183/2014) which introduced four key initiatives: a new form of permanent employment contract with increasing protection related to the tenure ("contratto a tutele crescenti"); reshaping of temporary contracts; new rules on dismissals with more flexibility; and the redesigning of unemployment benefits. Additional provisions were adopted in the 2015 Stability Law, which provides a three-year cut in employers' social contributions, and removes the costs of the local tax surcharge (IRAP) for newly hired permanent workers. These reforms should reduce the gaps between young people and adult workers, being homogeneous the employment protection system and fostering more stable job contracts.

Regarding the educational sector, the number of pupils in higher education and the students at university have greatly increased since the mid-eighties (the students transition from high school to university passed from 25% to 80%). During the last twenty years, the educational and vocational system is changed; while universities introduced the Bologna process, schools offered vocational education and training organised into three-year courses (law 52/2003), and then reformed the technical and professional institutes. The exchange between the education system and the labour market is a crucial part of Law 107/2015, also known as the "Good School" legislation. The law integrates the school system a number of hours (200 hours for high schools, 400 for professional and technical institutes, to be used during the final three years of studies, also in the afternoon) that students spend on the workplace, as well as at private and public institutions. Thus, a skill certification system of informal and non-formal learning was integrated into school curricula.

Since 2013, Italy introduced, by the National Law 92/2012, the right to lifelong learning, as a strategic lever for economic growth, social cohesion and quality of education, training and employment services. Under this perspective, the certification of non-formal and informal learning plays an important role for promoting the re-entry of citizens into education training pathways and supporting employability, and professional mobility

policies. While National Law 92/2012 provided the labour market reform and set the terms for the creation of an institutional system of validation and certification of competences acquired in lifelong learning, the Legislative Decree 13/2013 initiated the national implementation of the process with the aim of adopting common guidelines for setting a National Qualification Framework.

To sum up, the National Qualifications Framework is built not only as a “reference tool” for certification, but (thanks to extensive use of statistic classification systems) as well as an important component of the information digital dashboard for policies and programmes. It represents a strategic lever for coordinating infrastructural and human resources public investments and for integrating education, vocational training and employment services.

Italy's tertiary education attainment rate is the lowest in the EU (23,9% in 2014 for 30-34 year-olds), remaining well below the 2020 national target of 26-27%<sup>1</sup>. According to the Programme for the International Assessment of Adult Competencies (PIAAC), adults in Italy score below the EU average in literacy and numeracy tests, at all ages. The youngest generation (aged 16-24) scores better than the overall population in literacy (by 10 points, i.e. equivalent to skills usually acquired with an additional one to two years of education). However, recent tertiary graduates (aged up to 29) do not score better than upper secondary graduates in the best performing European countries. Italy has also a large proportion of inactive people among its high-skilled population (about 24%). Close to 30% of adults have low literacy and numeracy skills compared to an EU average of 19% for literacy and 24% for numeracy. Nevertheless, there is a high intellectual unemployment, because in the last twenty years there was not a real industrial policy, the productivity has not grown, and the qualified job opportunities have grown much less than the supply. Only recently incentives to companies for investments in research were approved and grants for apprenticeship “in high street” (undergraduates and graduate students hired under apprenticeship contracts) were provided. Youth employment policies and programmes were mainly directed to supporting and enhancing the supply (guidance, training, internships), less to the promotion of self-employment, almost nothing about the solicitation of demand.

In all the different phases of change, and even more so in those of the crisis, the younger generation is the most disadvantaged segment of society, both because of the altogether complicated market conditions, and the specific events that in many cases have favoured older cohorts, causing young people to pay for the runaway effects of globalisation (Blossfeld et al., 2011, Ranci and Migliavacca, 2011, Migliavacca, 2012; 2013). The analysis of the main indicators of the labour market shows the effects of this disadvantage. It is enough simply to observe the trend in the youth employment and unemployment rate or the numbers of young temporary workers (a situation that represents the main entry route into the labour market for young people and at the same time the trap from which much fail to escape)<sup>2</sup>. As regards the youth unemployment trend, recent analyses indicate that, after a general improvement that occurred from the second half of the nineties, following the crisis, from 2008 to 2010 throughout the whole of the European Union, more

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<sup>1</sup> Target defined by Italy, face to the impossibility to reach the Europe 2020's target (40%).

<sup>2</sup> With regard to the data relating to youth employment and unemployment, it should be remembered that such data offers, in some cases, a distorted image of reality due to both the propensity for young people to continue their studies (with the aim of increasing their job opportunities) and the discouragement, in some locations and for some specific groups, deriving from the scarcity of job opportunities. Furthermore, as regards the "youngest" age bracket, it is worth considering the specifics of the Italian case which, not favoring the school-work switch, shows a low level of participation in the labour market among this specific segment of the population. Over the years this point has contributed to the gradual reduction of the employment rate in the 15-24 age bracket.

than 5 million jobs were lost. Of these almost half of those affected were young people under 29 years (tables 1 and 2).

*Table 1. Employment rate of people aged 20-24 (%) – 1995/2015*

	1995	2000	2005	2010	2015
EU (27)	:	53,6	52,6	50,4	49,8
Germany	65,6	64,8	58,8	63,3	63,6
Spain	37,5	47,1	55,9	40,8	31,4
France	43,5	47,9	49,6	48,8	48,1
Italy	38,1	39,4	41,5	35,2	27,6
Netherlands	68,4	77,9	76,4	72,7	69,4
UK	66,4	69,6	69,2	63,7	68,1

Source: Eurostat

*Table 2. Employment rate of people aged 25-29 (%) – 1995/2015*

	1995	2000	2005	2010	2015
EU (27)	:	72,8	73,2	72,4	72,0
Germany	73,6	75,7	69,8	75,6	78,1
Spain	56,4	69,5	76,1	65,6	60,9
France	74,0	76,0	77,4	77,1	72,8
Italy	59,1	58,7	63,4	58,7	52,2
Netherlands	78,3	86,5	85,2	84,9	82,2
UK	75,3	79,6	79,7	77,4	80,0

Source: Eurostat

Regarding the unemployment rate the situation is pretty the same, and only the Spanish data are worse than the Italians ones (tables 3 and 4).

*Table 3. Unemployment rate of people aged 20-24 (%) – 1995/2015*

	1995	2000	2005	2010	2015
EU(27)	:	17,6	17,6	19,3	18,9
Germany	8,8	8,9	15,7	9,5	7,0
Spain	39,2	22,6	17,0	36,9	44,6
Italy	31,7	29,5	21,2	24,8	37,4
Netherlands	10,5	3,3	6,5	6,9	8,8
UK	14,6	9,5	9,6	15,3	10,9

Source: Eurostat

*Table 4. Unemployment rate of people aged 25-29 (%) – 1995/2015*

	1995	2000	2005	2010	2015
EU(27)	:	11,3	10,9	12,5	12,4
Germany	7,8	6,9	12,5	8,4	5,8

Spain	29,7	16,6	11,0	24,7	28,5
Italy	17,4	17,7	13,1	14,8	22,4
Netherlands	7,5	2,3	4,3	4,4	6,5
UK	10,1	5,8	5,0	8,2	6,0

Source: Eurostat

In the last two decades an increasing massive recourse to flexible contracts can be observed also in Italy. In general, on a European level, except for Spain (where the temporary employment rate is an exception for the continent) and UK (where the specific nature of the labour market means that permanent contracts can be broken off with greater ease than in other European countries), the number of young people with fixed-term contracts is substantial in the different national labour markets. The effect has been an increase in labour-market segmentation and the concentration of the weakest workers (young people, immigrants, and low-skilled women) in the most flexible occupations. While wage differentiation still seems low in Italy compared with the other European countries (Pammolli and Salerno 2009), the widening of the unstable jobs has increased the wage differential between protected and unprotected categories (Barbieri and Cutuli 2009). These events caused the formation of a group of low-skilled workers with low salaries and high occupational instability. This condition is predominant among young people (Migliavacca and Ranci 2015) who do not have enough income to live on their own.

The percentage of the population between the ages of 25 and 34 who is forced to live with their parents was 56,6% in 2015, 22 points above the EU average of 67% for the young people, aged 18-34 years.

These dynamics are more marked to the Southern Italy than those of the Centre-North, confirming the strong territorial gaps and the greater weakness of South of Italy.

More specifically, this has led the emergence, in metropolitan areas, of an outright underclass characterized by permanent exclusion from the labour market, economic poverty, and severe material deprivation (Morlicchio and Pratschke, 2012; Orientale Caputo, 2012).

*Table 5. Temporary employees as percentage of the total number of employees, people aged 15-29 (%) – 1995/2015*

	1995	2000	2005	2010	2015
Eu (27)	:	25,5	30,1	31,0	32,2
Germany	24,4	35,2	41,9	41,4	38,1
Spain	63,2	55,6	54,6	45,1	54,3
France	28,5	36,3	33,2	36,3	39,4
Italy	13,7	19,6	26,2	33,1	41,1
Netherlands	19,9	26,3	33,4	39,6	44,2
UK	9,9	10,2	9,7	10,5	11,2

Source: Eurostat

In relation to the dynamics that characterise the youth employment situation, a decidedly worrying figure has been highlighted referring to the massive growth of NEETs. In Italy this

social group has exceeded two million people under the age of 30 according to ISTAT data and represents one of the worst data in Europe.

*Table 6. NEET rate people aged 15-29. (%) – 1995/2015*

	2000	2005	2010	2015
EU (27)	15,6	15,0	15,2	14,8
Germany	10,3	13,8	10,8	8,5
Spain	15,4	14,0	20,0	19,4
France	13,4	13,2	14,8	14,7
Italy	21,9	20,0	22,0	25,7
Netherlands	6,0	6,6	5,7	6,7
UK	12,5	8,9	14,6	12,7

*Source: Eurostat*

### 1.1. Brief introduction to the Functional Regions



Italy counts 20 Regions and five of them are constitutionally autonomous: Friuli Venezia Giulia, Sardegna, Sicilia, Trentino Alto Adige and Valle d'Aosta. There are also two autonomous provinces: Bolzano and Trento.

Italy is a very heterogeneous country from an economic, demographic and social point of view (OECD, 2011) and it may be considered a 'relatively' decentralized country.

There are significant differences related to employment, to industry composition, to demographic dynamics and life style. But it is not enough, because Italy is a fragmented patchwork of uneven development, with very developed areas next to high deindustrialization site.

Consequently, in order to shed some light on this heterogeneity, two Functional Regions were selected, also paying close attention to the geographical adjacent areas strongly connected to them.

Despite the existing relevant differences, the two Functional Regions have also complementary policies that are interesting to study together.

First of all, as shown in the context analysis, there is a diversity in terms of cultural mainstream representations. Milan is generally depicted as the main 'working city' and the 'place for opportunities' in Italy, and Genoa is figured as a static ex industrial area with a non-dynamic social fabric (especially in terms of relation with the labour market and the entrepreneurship). Regarding this latter point, one of the main stereotypical



representations of Genoa define the city as 'the most Southern City of the Northern Italy'. Referring to these aspects of subsidized and 'stagnant' economy, which metaphorically make the Genoa closer to some deprived areas of the Southern area rather than to the main cities of the Northern area. About the conditions facing young people, we can see better educational opportunities, training and employment in Milan than in Genoa, which presents high levels of youth unemployment and a downhill rate of youth engagement.

Furthermore, some aspects of complementarity are also worth considering. The Genoa and Milan metropolitan areas traditionally share lot of historic and economic exchanges. Genoa is the seaport of Milan, one of the largest business city of Europe. Genoa and Milan with Turin are the vertices of the Italian "industrial triangle". Nevertheless, the deindustrialization process that started in the early 1970s had strong social and economic implications for Genoa and Turin; anyway, Genoa and Milan remained strongly interconnected, mainly for business, labour market and education (Palumbo *et al.*, 2008).

A second kind of difference derives from the heterogeneity / homogeneity of the composition of the two Municipalities and the Regional Governments.

From the political point of view, since the early Nineties, when direct election of Mayors was introduced in Italy, for two decades center-right wing coalitions have governed the Municipality. Milan has recently experienced a major change, since a center-left coalition won the local election in June 2011.

Liguria has had leftist governments until 2015 and now center-right, while the Municipal Council of Genoa is currently led by a left-wing majority, elected in May 2012. Moreover, the regional governance and the municipality of Milan are characterized by the inclusion of numerous stakeholders in policy processes, while Liguria and Genova for a long time was dominated by the opinion of few privileged interlocutors.

Regarding the policy recommendations, there are profound differences over the two approaches. Milan implements more participatory policy programmes, especially for young people; offers more job opportunities of high qualification; has more medium and large enterprises; is more innovative in social policies. Milan is closer to Genoa.

Genoa is rooted in traditional policies, especially with regard to training, education and lifelong learning strategies.

## 2. MAPPING OF LLL INITIATIVES AND PROGRAMMES

In Italy, it is very difficult to trace a distinction between the national, regional and local policies within the LLL field, for they are very often financed by the “European Structural and Investment Funds” (ESI Funds). This means that while the “rules” are set by National and (sometimes) Regional Laws, the “game to play” is decided by means of the National (PON) or Regional Operational Plans (POR) connected to the ESI funds. In a nutshell, national and regional laws are regulatory policies, which complement the distributive policies like the FSE and, more in general, the ESI. This scheme regards, for instance, the educative policies, as well as the employment and social policies. The regulatory policies partly produce autonomous impacts/effects (i.e. the work-related learning paths, or the reform of the apprenticeship system), and partly yield outcomes because of the fact of being funded by UE while regulated at national (i.e. the connection between the “Buona Scuola” law<sup>3</sup> and the “PON School – Skills and Environments” – see 2.1) and regional level (i.e. the funding of Master’s programmes within the POR FSE).

At a regional level, the POR-FSE programmes provide the most of the funds. These programmes are defined by the diverse Regions within a general framework that integrates EU recommendations and National guidelines (for instance, they fund training activities which are regulated by national and regional laws, as well as Master’s programmes, apprenticeship and so on). Thus, on the one hand, POR FSE are regional policies, since they define the regional strategies regarding employment and inclusion through their selection of the scopes of allocation of the resources, on the other hand, they could also be considered as specific actions devoted to the relevant target groups of our project. Then, POR FSE are here analysed as regional policies, while in study cases analysis (see WP7) will be deepened referring to single specific actions. As matter of fact, also European Regional Development Fund should be considered, because it partly funds job creation and other development policies, but in Italian Regions the coordination between the two European Funds is usually weak. Anyway it will be considered in case studies, if relevant.

At a local level, the actual intervention strategies are affected by the diverse amounts of resources provided by the regional and national policies, even though their implementation can reveal diverse degrees of heterogeneity, or they can differ each other according to diverse integration of other kinds of funding (especially coming from the private and/or third sector).

### 2.1. Labour Market Policies

In the field of the labour market policies, in Italy we have a recent new regulation, introduced with the so called “Jobs Act”<sup>4</sup>. The reform implemented by the Jobs Acts aims at fostering the permanent employing, proposing incentives for recruitment and timespan-

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<sup>3</sup> As it will be shown in further sections of this document, the “Buona Scuola” (“Good School”) law is the title of the latest (2015) reform of the Italian national education system.

<sup>4</sup> The legal references for this reform are the National law 183/2014 and further related legislative decrees (see No 22; 23; 80; 81/2015 and 185/2016).

based patterns of increasing levels of protection for the contracts along the time. Furthermore, the reform provides actions of outplacement for laid off workers, integrating passive measures of income support with active measures as the tailored requalification training paths and the recruitment incentives.

Regarding the national normative framework, the “National Operational Programs” (PON) that must be taken into consideration in this field are:

- “PON Active Employment Policies Systems” (PON SPAO) – this programme fosters support actions for the structural reforms provided in the “National Reforms Programme” (PNR) regarding the issues of employment, labour market, human capital and productivity. The PON SPAO operates on the basis of a strategy aimed at increasing labour market participation, also promoting social inclusion and improving human capital quality. The programme pursues these specific tasks: to reduce youth unemployment through the integration of young people onto the labour market, also supporting transitions between education and employment; to integrate more vulnerable groups (women, older employees, migrants and other people at risk of social exclusion and poverty) onto the labour market; to improve the quality of education and training systems, promoting the increase of private investments in human capital development and R&D innovation; to promote workers mobility; to contribute in the process of strengthen and modernization for the labour market institutions, especially regarding (both public and private) employment services; to tackle undeclared work.

These tasks are pursued in a tight connection with the actions provided by the diverse Regional “Regional Operative Operational Programme” (POR-FSE), by the “PON Youth Employment Initiative”, by the “PON School – Skills and Environments for Learning” and by the EU ‘Common Strategic Framework’ (CSF).

Labour market issues in our Functional Regions are different but somehow close: in both areas, the youth unemployment rates are essentially equivalent and higher than the general unemployment rates, but the labour market in Milan is much more dynamic than in Genoa. A few data<sup>5</sup> might show this condition: in 2015, the unemployment rates of 15-29 years old people were 25,5% and 22%, respectively in Genoa and Milan (vs. 29,9% at national level), while the general rates were 8,3% and 8% (vs. 11,9% at national level). At the same time, the general participation rate in both areas was higher than the national one (64%), but in Milan it achieved a bigger percentage than in Genoa (73,4% vs. 68,8%), especially for 15-29 years old people (48% in Milan vs. 38,1% in Genoa). Furthermore, in terms of wealth, there is a considerable distance between the areas: in 2012 the gross product per capita amounted to 32.391 euros in Genoa, and 45.416 euros in Milan (vs. 25.729 euros at national level). Then, even if the problems are similar, the labour market in Genoa is less dynamic, partly because of the hardest difficulties faced by its productive fabric, which reacts to the crisis so fewer than the one of Milan.

Considering our Functional Regions, the main legal regional references in this field are the Regional Law 22/2006 for Lombardia and the Regional Law 30/2008 for Liguria. These laws aim both at providing, through integrated policies, for the promotion of career guidance and vocational training, and also at connecting knowledge, competencies, and

<sup>5</sup> All the data quoted in this section have produced by ISTAT (Italian National Statistical Institute).

aspirations of the workers. Hence, in a broader perspective, the main task of these Regional Laws coincides with the recognition of the right for the lifelong learning, ensuring freedom of choice in the planning of individual training paths.

## 2.2. Youth Policies

Regarding the Youth Policies, in Italy they are generally oriented to bridge the gap of the labour market policy system, which actually tends to not promoting youth employment, as mentioned above. Therefore, we might assume that the need for these policies mainly stems from the fact that young people are disadvantaged by the same regulation of the labour market, which still favours already employed people, namely (mostly male) adult people.

Concerning the national normative framework, the relevant National Operational Programme is:

- “PON Youth Employment Initiative” – in accordance with the general framework of the European “Youth Employment Initiative” (YEI), this programme is run in all Italian Regions under the name of “Youth Guarantee” and it aims at a better tailoring for the guidance and taking-over systems for young NEETs (also addressing them towards POR funded actions as, for instance, the vocational training paths). This Plan is the way through which the Italian Ministry of Labour and Social Policies implements the Youth Guarantee in our country. In Countries with over 25% of unemployment rates, the Youth Guarantee Programme provides specific allocations for the realization of guidance, education, training and job placement measures. Within 4 months from their first day of unemployment or their educational system exit, the addressees of Youth Guarantee shall have a quality level opportunity for employment, further education, apprenticeship or traineeship. The specific Youth Guarantee actions in the diverse Italian Regions are: reception facilities, information and taking over; professional and training guidance (also on-line); employment entry focused training; (re)integration in the training system for 15-18 years old people; support in job placement; apprenticeship (both professional and advanced); traineeship (also extra regional); Civic Service; support in entrepreneurship; (also transnational) professional mobility; employment subsidy; e-learning and distance learning.

In the Regions of belonging of Genoa and Milan, the percentages of NEET people (15-29 years old) in 2015 were respectively 20,5% and 18,6% (vs. 25,7% at national level), and the incidence of 15-34 years old people on the entirety of employed people (considering here both dependent and self-employed people) was rather low in Liguria: 18,9% vs. 23,4% in Lombardia Region and 22,3% at national level.

## 2.3. Educational Policies

Concerning the national education system, the norms which are currently in force are the “Buona Scuola” National Law (which introduces the work-related learning paths starting

from the third year of the High Schools) and the 52/2003 National Law (which introduced the three years long vocational training paths).

Basically, the main goal of the latest reform of the Italian educational system is to ensure to all young people the possibility to achieve basic skills, also considering their adequacy in respect of the real needs of the labour market. Thus, starting from 2003, parallel paths to the traditional ones were implemented in the education system. These alternative three years lasting classes are based on the mutual integration of “traditional” education and vocational training, and they are run in the cooperation between the Technical and Vocational High Schools and the accredited training private organizations, also providing the possibility of further “traditional” education after their conclusion. In the meantime, the National Law 144/1999 introduced the course for “Higher Technical and Vocational Education” (IFTS), which is addressed to high schools graduated people, but also to people with coherent traineeship. Both these paths (partly FSE funded) are run in cooperation among private firms, high schools and Universities and their output are described in terms of acquired competencies and skills instead of “traditional” learning outcomes.

The aforementioned National Law “Buona Scuola” aims at a further linking between schools and “on field” traineeship, considering the latter as valuable in terms of educative impact as the “traditional” education. This is why the reform set the traineeship as a compulsory step within the last two years of every High Schools path.

Concerning the lifelong learning, the current scenario is defined by the National Law 92/2012, by the Legislative Decree 13/2013 and by the adult education reform regulated by the Presidential Decree 263/2012. The reform marks the transition from the former Territorial Centres for lifelong learning to the Provincial Centres for adult education (120 throughout Italy, 6 in Liguria and 19 in Lombardy). Their main tasks are particularly interesting for NEETs, because they encourage and support people in resuming their studies, also providing a partial recognition of non-formal and informal learning and tailored training plans (almost 6.000 have been concluded in Liguria).

The main National Operational Program relevant to this topic is:

- “PON School – Skills and Environments for Learning” – this (mostly) FSE-funded programme intervenes on issues like the early school leaving tackling and the empowerment of the educational system and its attractiveness through the enhancing of the learning environments, the diffusion of specific skills and the integration of innovative tools (i.e. digital tools) in school routines. Thus, in terms of main tasks, the programme sets out to promote an increasing of young people who enrol and complete university courses.

Referring to our Functional Regions, the education system represents a scope in which regional and national rules coexist, while vocational training is a matter of regional rules. In Liguria Region the education and training system is regulated by the Regional Law 18/2009 and further modifications, while for Lombardia Region the reference is the Regional Law 19/2007. These Regional Laws have very similar features, but in Lombardia a stronger focusing on skills certification process is attributed. Furthermore, both of the Regional Operational Plans provide support for the three years long vocational training paths, for the IFTS courses and for vocational training for unemployed people.

Considering a few data, the two Functional Regions considered face a recent decreasing of the rate of University participation. It is important to highlight, however, that in 2012 the percentage of Early School Leavers was lower in Lombardia Region (15,3%) than in

Liguria Region (17,2%). It appears remarkable, especially considering that Genoa's area has been the one with the higher schooling rates since the '80s. As far as the adults (25-34 olds) participation in LLL paths is considered, we can note that in 2013 the two Regions had very similar rates (6,3% for Liguria, 6,6% for Lombardia and the whole of Italy).

## 2.4. Social Policies

The social inclusion scope is not specifically regulated by a unique law. In fact, since 2001 the social policies are framed at the regional level and, moreover, are often characterized by a strong segmentation (quite one particular policy for every particular target). The most important Law at national level is 328/2000, but few months after its adoption, a Constitutional Law (3/2001) devolved the oversight on social policies to the Regions (and to the Municipalities, that govern social policies by means of the Social Districts). But an important part of this innovative National Law 328/2000 has never been implemented.

Regarding this scope, the main National Operational Programmes are:

- “PON for Inclusion” – this programme supports the designing and the experimentation (through pilot projects) of patterns of integration for people at risk of social exclusion, also promoting economic activities in the social field (see Axe 3) and fostering actions aimed at strengthening the capacity building for the actors and institutions involved in the programme realization (see Axe 4) at diverse governance levels. It's interesting to stress that in Italy this programme represents the first experience of application of the ESI funds in support of social inclusion policies. Indeed, about the 85% of the programme resources (which correspond to 1,2 billion euros at the national level) is allocated to the implementation of the “Active Inclusion Support” (SIA), a measure aimed at contrasting poverty that, following a preliminary test on 12 Italian cities, has been extended to the national level, as provided by the “Stability Act” of the Italian Government for the year 2016. The Programme also contains measures to help homeless in metropolitan areas.
- “PON for Metropolitan Areas” - this programme is in ownership of the National Cohesion Agency supports the “National Urban Agenda Priorities”, within the framework of the “Partnership for Sustainable Urban Development Strategies” outlined in the “Agreement for the 2014-2020” programming period, in line with the objectives and strategies proposed for the European Urban Agenda, which identifies in the urban areas the key territories to meet the challenges of smart, inclusive and sustainable posed by the Europe 2020 Strategy. It's a multi-funded programme that appears barely relevant to our research focus, with the unique exceptions of its sub-tasks regarding the ‘Active Inclusion’ (aimed at promoting equal opportunities, participation and work integration) and the ‘Social Entrepreneurship and the Work Integration in Social Enterprises’.

At a regional dimension, the social policies are ruled in Liguria by the Regional Law 12/2006 and, in the field of youth social policies, by the Regional Law 6/2009. In the Lombardia, the social and health policies are ruled by the same Regional Law, namely the 23/2015.

### 3. REVIEW AND ANALYSIS

#### 3.1. Criteria of selection of the analysed programmes/actions

Aiming at a selection and an analysis of programmes/actions through which represent diverse levels of governance and diverse relationships between the local, regional and national dimensions, as well as the heterogeneity of conditions for young adults in our Functional Regions, our choice regards:

- an analysis of a programme with an international and national normative framework and (very similar) regional applications, in order to assess how the same programme might produce different impacts on different contexts – namely: the Liguria Region Youth Guarantee and the Lombardia Region Youth Guarantee;
- an analysis of diverse actions aimed at regulating the same service in diverse contexts – namely Liguria Regional Informagiovani Service and Lombardia Region Informagiovani Service;
- an analysis of the same programme with diverse application (due to diverse funds allocation) in different context – namely: the Regional Operational Plans (Education and LLL Axe) of Liguria Region and Lombardia Region.

#### 3.2. Analysis of Liguria Region Youth Guarantee and Lombardia Region Youth Guarantee

##### 3.2.1. Description of the programme/action

The Youth Guarantee started in Italy with a Youth Guarantee Implementation Plan on 23 December 2013, but the Plan was launched in May 2014. Most Regions take part in the plan: Abruzzo, Basilicata, Calabria, Campania, Emilia-Romagna, Friuli Venezia Giulia, Lazio, Liguria, Lombardia, Marche, Molise, Piemonte, Puglia, Sardegna, Sicilia, Toscana, Umbria, Valle d'Aosta.

Italian authorities have taken relevant measures at regional level to improve the employability of young people and to reform the vocational education and training systems. These measure are:

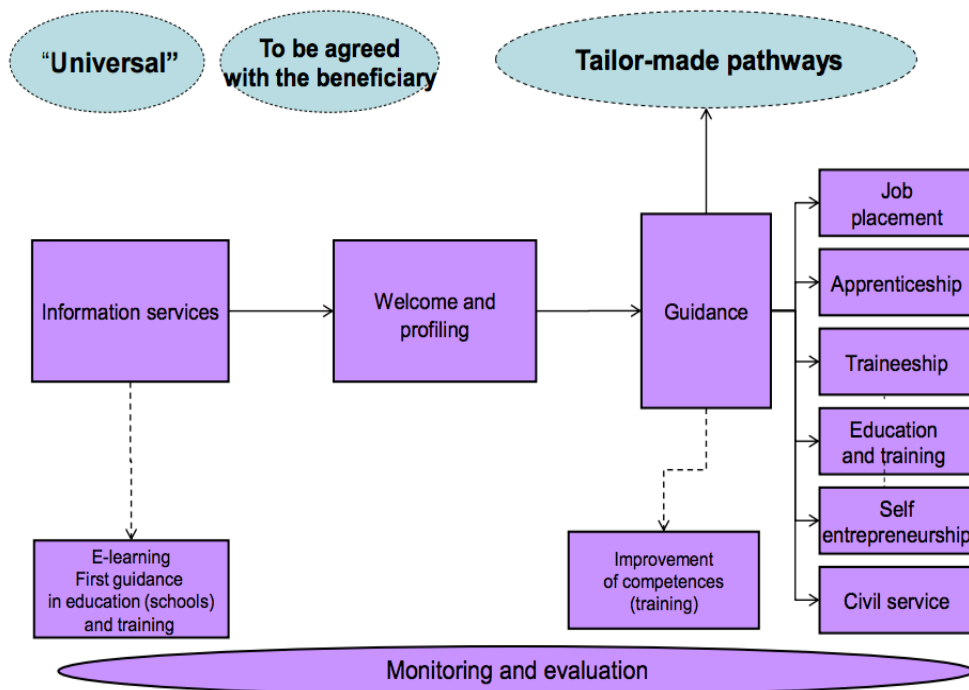
- job proposal, possibly with by an employment bonus in favour of the hiring company;
- apprenticeship contract proposal,
- traineeship proposal (with or without a relevant grant for the trainee);
- proposal to enrol in the civil service (with a relevant grant for the beneficiary);<sup>6</sup>
- entrepreneurship training and benefits for self-employment/business-creation (launched at march 2016)

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<sup>6</sup> The proposal to enroll Civic Service (both at national and regional level) is an *unicum* in the European YG offer and it was introduced to support this occasion to people 18-29 who wants to participate in Italian or abroad project for one year.

- measures aimed at promoting transnational mobility;
- inclusion or re-inclusion in training or education pathways to complete studies or attain professional specialization.

The services can be described in the following figure:



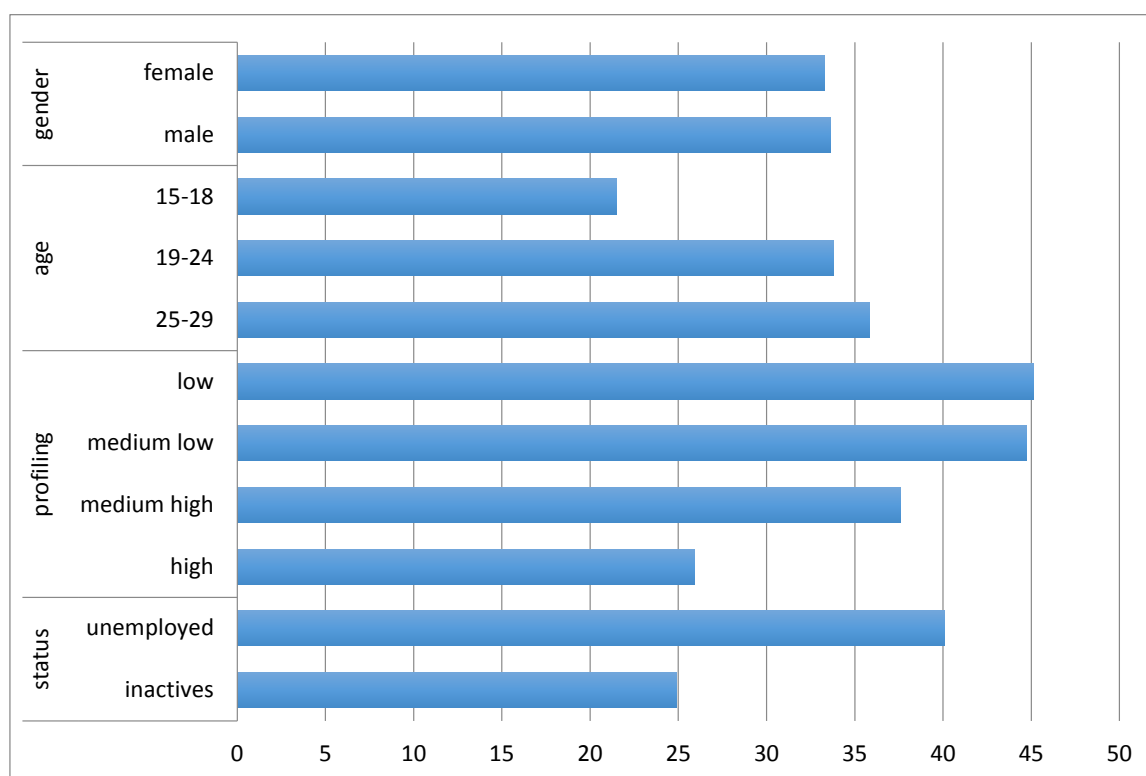
They have also introduced a series of innovative solutions for the effective implementation of various support activities but, as usual, there are important differences among regions: about monitoring and evaluation systems, in charge rate, profile of young people registered, intra-mobility scheme etc.

A very important fact is related to registration: young Italians accepted well the possibility of YG. In October 2016, the number of YG registered is 1.193.744, about 42% of total NEET, while the number of young people take in charge 796.810 and the number of participants who have taken a specific proposal are 415.857 (a high improvement from last year).

54% of participants are 19-24, while 37% are 25-29. Only 9% from 15-18 years old. There is a gender equality; males are 52%, while females are 48%.



Figure 1. Status, profiling, age and gender at the registration - 2016



Source: ISTAT, ISFOL, INPS

Lombardia and Liguria are fortunately two of the nine Region that published an online report on ongoing activities and they have a monitoring and evaluation approach.

Lombardia benefits of €178,356,313 euros distributed to 3 measures: employment bonuses for firms (about 53 million euros), traineeship to support employability and career choices (over 37 million euros), and counselling to help young people to take part on LM (over 40 million euros).

The Lombard system allows choosing among very different accredited organizations, private and public as Job Centres, Employment agencies, Hiring hall, and other kind of institutions. The Regional Council approved an executive plan with an integration of €1.9 million euros from UE adding other €7.6 million euros to support traineeships and Civil Service. Another interesting specificity system in Lombardia is that young people who have taken part atYG (with a low income) can have access to “Dote Unica Lavoro”, an economic grant linked to training and guidance participation (max 1.800 euros for six months).

In October 2016 Lombardia Region counts 100.228 participants in YG, while young people who are take in charge are 71.655 and 63.393 become active in the labour market. Lombardia Region has one of the highest rate of concrete proposal on participants.

The Region provided a dedicated web site where one can find information, documents and reports. Young people can be registered on [www.borsalavoro.net](http://www.borsalavoro.net), where they can find employment, professional training and civic service proposal.

About the people taken in charge, the distribution related to profiling is the following:

*Table 7. Number and percentage of YG participant for profiling level – Lombardia Region*

<b>profiling</b>	<b>number</b>	<b>percentage</b>
low	20.548	29%
medium-low	9.917	14%
medium-high	33.225	46%
high	7.965	11%
total	71.655	100%

*Source: Lombardia Region*

The number new participants in LM are 63.393 of which 32.204 in job hiring (16.702 fixed term, 7.315 apprenticeship, 8.187 permanent job) and 31.189 in traineeships.

Milan, the functional region that we have considered, covers about 30% of the total of young people participants in YG Lombardia Region: 28.884.

Liguria has got over 27.2 million euros funds. These funds are allocated among reception, training, counselling, community services, self-employment, job mobility and employment bonus. The Regional Council added a specific Young Plan which, for some measures, extend the age limit up to 35 years.

In Liguria there are (October 2016) 24.751 participants and 19.814 taking in charge (even if the participants who showed up at information workshops and 13.270 filled out profiling form). Excluding cancellation, we can consider the real number of taking charge as 12.291.

The online wizard is direct from Regional site: this is different from all the other Regions where it is necessary to have an account on the national portal. In addition, during the procedure, the system prompted the public hiring hall your choice as reference point. This clarifies that the core of YG in Liguria are public hiring hall with a distributed workload and a delegation related to information and taking charge. The rate of taking charge on participants in Liguria is growing up: in March 2016 was 58% while in October 2016 is about 70%, one of the highest in Italy, but the weak point is related to employment offers: more than 28% have an apprenticeship, while permanent jobs are 15,5% and 45,4% fixed term. It is interesting that Liguria Region, in contrast to other Italian Region, has not activated the measure on apprenticeship.

About the people take in charge the distribution related to profiling is the following:

*Table 8. Number and percentage of YG participant for profiling level – Liguria Region*

<b>profiling</b>	<b>number</b>	<b>percentage</b>
low	1.577	12,8%
Medium-low	1.231	10%
Medium-high	5.976	48,6%
high	3.507	28%
total	12.291	100%

Source: A.R.S.E.L. Liguria

Genoa, the functional region that we have considered, covers about 57% of the total of young people participants in YG Liguria

If we compare the two regions about financial allocation, we can find interesting differences between Liguria and Lombardia:

*Table 9. Comparative table of financial resources in Liguria and Lombardia*

<b>measure</b>	<b>Liguria</b>	<b>Liguria %</b>	<b>Lombardia</b>	<b>Lombardia %</b>
Reception, taking charge	1.816.000	6,6%	7.917.290	6,1%
Professional training	9.075.480	33,3%	14.364.000	11,1%
Counselling to work	3.934.700	14,4%	40.539.250	31,5%
apprenticeship		0%	7.140.000	5,5%
Training extra cv	5.154.013	18,9%	37.300.000	29%
Regional Civil Service	531.000	1,9%	7.500.000	5,8%
Self-employment	3.276.400	12,0%	11.013.933	8,5%
Transnational mobility	640.302	2,3%	188.060	0,001%
Employment bonus	2.779.000	10,2%	2.779.000	2,1%

Source: ISFOL

Liguria invests remarkably higher in professional training and employ bonus while Lombardy supports counselling to work and extra-curricular training. Lombardia added more funds in Regional Civic Service and activated measures about apprenticeship, while Liguria prefers to consider these measures only in regional programme related to professional training.

### **3.2.2. Relevance of the programme/action with respect to YOUNG\_ADULLLT project**

YG is of course an important policy concerning LLL for NEETs: it is a European Initiative with a huge budget from ESF, topped up with other national and regional sources. Regions try to embed YG in their specific context and our specific cases of Lombardy and Liguria show some interesting elements, very useful to Young Adullt analysis.

If we consider the Cultural Economy perspective, we have to focus on variation, selectivity and retention of policies and YG (Jessop, 2010). About YG seems to be evident that YG imposes a considerable change in youth policies in Italy. The very high NEET rate (combined with a low birth rate), shows a country where young people are few and not included. YG presumes that young people in Italy are confused and isolated, with low possibility to find a job, if they have a low stock of social capital. That implicates that public and private services need to build a net to support young people's project and hopes. But these policies seem to forget two important aspects in our culture: 1) the Italian model considers acceptable a long dependency of young people from parents; 2) the hard presence of black economy. Many of inactive young people are working in shadow economy (illegal or informal).

On Governance Model YG seems a perfect example of rescaling social policies: where traditional national (or regional) policies change their territorial dimension in order to embed a European Multi level governance. On this sense during last decades a neoliberalization of European policies, asking more flexibility and support the idea of a different apply of subsidiarity principles (Kazepov, 2008): the need of involvement of "nonpublic" stakeholder in policies process widespread in different shades: a sort of resistance of the "public" (as in Liguria case), or an enthusiastic approval (in Lombardy). This condition seems to disseminate a new territorial form of conflict or a competition among regions.

### **3.2.3. Emerging issues**

The first one is the link between YG and social economic contexts: in Lombardy, where industrial fabric is dynamic and differentiated, YG has a large basis of stakeholder involved in guidance, employment offer, Civil Service project and so on. YG build a net of varied members, including trade association, third sector organization, corporate foundations etc. while in Liguria, where economic fabric is more limited and sector-based, stakeholders are mostly public or institutionalized actors.

The second issue concerns YG and inclusion: if we consider the profile of participants it is clear that in Lombardy low profiled young people are involved in the policy, while in Liguria medium-high and high profiled are almost 70% of participants. This can suggest three questions: is YG in Lombardy more open to low profile people, with low profile employment offer and training? Is LM in Liguria so fragile and stiff that is not able to accept young people, even if they are skilled? Are low profiled young people in Liguria so excluded (or involved in illegal/seasonal work) from LM that they have no trust in YG?

The third issue considers the relationship between YG and Civil Service: Italy is the only country that inserts SC in YG as a measure: but SC in Italy has a very long story. Born as

conscientious objection it became SC when Italy abolished Military Service. It is based on Law 64/2011 that consider SC as a homeland non-military defence, supporting defence of the Constitutional law, solidarity, preservation of environmental and artistic heritage. Why did Italy make this choice? What kind of consequences did this have on the nature of YG?

### **3.3. Analysis of Liguria Region “Informagiovani Service” and Lombardia Region “Informagiovani Service”**

#### **3.3.1. Description of the programme/action**

The idea of youth information and counselling services in Europe is not new and has different origins in each country, for that reason the youth information services differ from country to country, sometimes from region to region.

In Italy the Youth Information Centre is called “Informagiovani” () and it is a public service and aims at informing young people about different topics (as job, education, leisure, etc. etc). The Informagiovani is not regulated by a specific national policy because it does not exist a specific legislation about that.

Italy has had a long tradition of institutions charged with informing young people. The first Informagiovani was set up in Turin in the early 1980s and others soon followed in big cities. The greatest boom came in the late 1980s and early 1990s, when there were 300 of them. However, the massive exponential growth has not stopped, and Italy is now among the countries with the large network of Youth Information Centre.

In the 1985, (International Youth Year) there was an important development of Informagiovani in Italy, when the Italian Committee for International Youth Year had identified the following five dimensions for further action:

- Information, guidance and counselling
- Schooling and professional training
- Entrance into the job market, employment and entrepreneurship
- Health prevention measures against drug addiction
- Culture, creativity, free-time and travel.

Since 1986 there has been a stepwise growth about the number of “Informagiovani”. In fact, we can identify 15 at the end of 1986, 61 in 1988, 97 in 1989, 136 in 1990 and 260 by the end of 1994. At present, there are more than 450 “Informagiovani” operating in Italy: half of them are located in the North of Italy, the remaining 50% are located half in the Central Regions and half in the South and on the Islands. During the last decades, the “Informagiovani” has seen an extraordinary development for a type of service which is not recognised nor financed on the basis of any national law or policy.

The absence of a specific policy about the regulation and the governance of the “Informagiovani”, it is particularly interesting, because it makes the “Informagiovani” as local ‘bottom-up’ experience of dealing with youth issues for the Local Authorities. In the absence of a reference to the national normative framework, in fact, Local Authorities have independently managed the definition (and redefinition) of the mission of service, by using this lack also as a flexibility ‘tool’ in the adapting to the changing needs of their target. However, in recent years (2006) a National Coordination for the “Informagiovani” Services has been implemented through the Framework Agreement between the Ministerial Department for Youth Policies and Sport and the ANCI (National Association of Italian Municipalities).

A great number of the “Informagiovani” are managed by the people that work for the Municipality; some are administered by cooperatives or other associations which are recognized and receive some financial assistance from public funds. In some cases (a little part), the “Informagiovani” are managed by youth groups or by voluntary service associations, in particular in the smaller areas. Usually, when the centres are established by Municipalities, the main funding comes from the Municipality, as the centre is one of its youth services.

In 2007, the Ministry of Youth and Sports set up the National Youth Information Co-ordinator (Coordinamento Nazionale Informagiovani), providing the country's centres with support and facilitating their access to subsidies. Along with the newly established regional coordination centres, to optimize their services based. A large part of the “Informagiovani” were set up based on the decision of a local self-government; other operators include regional authorities, interest associations, local healthcare bodies, and sporadically, private social service providers. Some of the Italian “Informagiovani” are members of Italy's Eurodesk network, in addition comprising countless public and private entities. Combined, they cover 95% of Italy's regions. At the central level, Eurodesk is represented by an office that closely co-operates with the Italian national agency and the Ministry of Labour and Social Affairs, and runs a specialised youth portal [www.portaledeigiovani.it](http://www.portaledeigiovani.it)

In terms of evolution and diffusion, starting from the '80s (when in fact the Informagiovani Service represented the first institutional action aimed at contrasting youth problems) these services have spread throughout Italy up to the presence of about 1 every 7 Municipalities. Despite a high variability in relation to the different contextual features, the range of services offered by the first Informagiovani can be summarized in the provision of information on opportunities for education, work and leisure, as well as on the opportunities for social participation, for travelling and working abroad. These are, at least in part, services which were made anachronistic by the spread of the Internet leading in recent years to a further change of the Informagiovani, which to date follows three main guidelines: 1) a placement within the youth coalescence policies framework, especially regarding the services devoted to youth work, project working on youth problems, opening and management of Youth Centres; 2) a placement within the work policies framework, especially regarding services of guidance and job-seeking support; 3) a placement within the information policies framework, specifically, especially regarding services of information desks and production and management of informative materials.

### **3.3.2. Relevance of the programme with respect to YOUNG\_ADULLLT project**

Being born as wide-range informative and guidance service at the ‘street level’, the Informagiovani Service has traditionally gathered a very heterogeneous audience, representing a (although not structured) chance for interface among young people and Local Authorities or, in other words, between the youth demand for services and the institutional network. This means that the service is more likely than other ‘rigid’ services to intercept also those portions of young people that, otherwise, would not interact with the institutions. Thus, still today the service represents an important hub between young people and local services, often filling in some information and guidance lacks in the general local services networks.

In addition, the need of constant adaptation for its supply to the rapidly changing demand makes the Informagiovani Service particularly interesting (also in comparative perspective), as effective example of 'soft ' institutional approach that does not propose predetermined solutions to 'a priori' defined needs.

Furthermore, the "Informagiovani", with their services, aim to respond to the needs of young people in a dynamic way, testing continually if the range of information proposed corresponds to the questions asked. Also for that reason this kind of service is interesting for the topics of the project.

### **3.3.3. Emerging issues**

- Being the oldest programme/actions among those we are analysing, how did its target change? And to what extent is Informagiovani actually able to respond to these 'new' needs?
- How the supply of services differs in the Informagiovani Services of the two Functional Regions? At what extent these differences are related to the political local management rather than their different audiences?
- which 'grey area' of the services demand is this service able to detect? Is, in this sense, a complementary service in respect of more rigid hubs in the institutional local networks?
- Which combinations of services/solutions is this service able to trigger? And with which degree of overlapping with those triggered by other services? And what networks are complementary to those institutions?
- With which extra-institutional networks is the service connected?

## **3.4. Analysis of Liguria Region POR (Education and LLL Axe) and Lombardia Region POR (Education and LLL Axe)**

### **3.4.1. Description of the programme**

The Regional Operational Plans (POR) concern, in a cross perspective, all the main focuses of the Adullt Project. Specifically, the PORs give particular attention to NEETs and Early School Leavers, consistently with the general purpose of supporting the job placement for diverse disadvantaged target groups. As third object of in-deep analysis, we chose the third Axe of PORs ("Education and LLL Axe") and, within its scope, the tenth task ("To invest in Education and Vocational Training for Skills Supply and LLL") and its Priority No 10.IV ("To improve training actions and job placement, also through the increasing of skills and their competitiveness in the labour market"). In Liguria, the Axe 3 employs about 110 million euros (32,3% of the whole resources provided by the Regional POR), while in Lombardia it uses up 332,5 million euros (35,5% of the whole Regional POR resources). Then, the third Axe has a similar weight in the two areas, but considering their difference in the number of residents (see Functional Regions document), the investment per capita in this field is much more significant in Liguria (262 euros per capita) than in Lombardia (94 euros per capita).



Even though they are very similarly structured, the two PORs show some interesting differences. Among similarities, we underline the shared relevance of the already mentioned Priority No 10.IV, and within this investment priority the very important Action 10.4.1, "Vocational training interventions (also on individual demand) closely linked to the needs of job placement and replacement, with priority for the most sensitive targets (over 55 people, long time unemployed people, citizens with a lack of education) and for interventions in vocational training on the topics of the blue and green economy and of social and health services, promotion of cultural heritage and cultural activities) and for entrepreneurship".

Referring to the main differences, the Lombardia Region's POR adds, as priority sector negotiated with the European Community, other tasks in the fields of Tourism, ICT, energy-saving and cultural promotion. This means that the public tenders in the case of Lombardy will be more specific than in Liguria.

The two PORs indicate in the same Intervention Axe the task of improvement of the education and training systems, and they both provide interventions aimed at strengthening the qualification of the Professional and Technical High Schools, pursuing an improvement of their adequacy to the needs of skills emerging by the labour market analysis. In Lombardia, a specific action (10.6.1) is devoted to this goal, while in Liguria the strengthening of the system is widespread in the Investment Priority No 10.IV.

The second relevant action for this analysis is the No 10.6.2 ("Vocational training Actions related to the needs of local productive systems, specifically strengthening the IFTS supply and the Professional and Technical Centres, consistently with the purpose of a better integration and continuity with the compulsory education and the training systems, also keeping a close connection with the actual of the local productive fabric. Also in this case the POR of Lombardia Region provides more details in terms of actions, while the Liguria Region's POR focuses more on the overall strategy, enhancing for instance the role of the networks and the integration with the "PON for School" within a lifelong learning perspective.

Furthermore, the publication of POR-linked public tenders on training issues in both the Functional Regions during 2015 give us the chance to not merely analyse their processes, but also their impacts, since their timing is compatible with the deadline of Young Adulllt Project.

### **3.4.2. Relevance of the programme with respect to YOUNG\_ADULLLT project**

In the general orientation of PORs, training is considered as one of the main strategies to combat the unemployment. The dimension of training in our Functional Regions is relevant because of its diffusion, and its very wide range of different implementations (i.e.: public tenders for project funding, training vouchers, school-work training paths and so on). At the same time, these training systems are rather inflexible, which may not be consistent with the plurality of young people's needs. In addition, the training actions general planning should be programmed according to the actual job demand, since its main underlying assumption is that skills owned by the workforces are inadequate in respect of the needs of the job demand, then it's necessary to intervene on the former in order to satisfy the second. Furthermore, this is one of the reasons why the training actions should be planned in connection with the education, both in terms of sequential complementarity of the interventions (training "adds" what is "missing" in school curricula), and in terms of

systemic integration (courses that combine education and training, such as the IFTS, providing an extension of the traineeship, within -framework of LLL). By this perspective, the LLL becomes an effective strategy to prevent professional obsolescence and scattering to counter in a logic of tailor interventions. Clearly, this presupposes that the training is directed primarily towards vocational recognizable, evaluable and certifiable skills. Hence the relevance of the strengthening of the national system of "skills ecology" (see WP6), namely the way in which the different stakeholders define, update and use the National Repertoire of Professions.

### 3.4.3. Emerging issues

Vocational training policies has been regulated in diverse ways in Italy, while formal adult education is mainly financially supported by public organizations, non-formal adult education is mainly self-funded. The adult education system is funded by resources allocated by the State, the Regions, the local authorities and several public and private agencies, sometimes with the additional resources assigned by the European Union. Because of the continuing training initiatives are funded directly by enterprises and workers through private choices, this financing system is limited.

At the individual level, two main programmes provide LLL: the educational vouchers (voucher formativo) and the Individual Learning Account (ILA).

The main limitation of the 'educational voucher' action consists in the rare availability of services that can provide counselling and analysis/balance of competencies to support in the individual learning path design. The recent Employment Services are actually under-equipped to provide personalized orientation, thus adults cannot be supported by good guidance and so access LLL initiatives autonomously.

Related to the European Learning Account Project (ELAP network), the ILA has been introduced as an experimental action in Italy recently too. The ILA is for adults without a defined educational project, with limited information, and low motivations. Actually, a limited number of citizens can subscribe this tool.

Reducing the administrative practices, the ILA is a good tool. Another advantage is that the ILA is specifically targeted to (weak) population segments generally ignored by the 'standard' training actions. On the other side, the lack of supporting counselling services negatively affects the effectiveness of ILA.

Finally, there are different grants available for specific groups of people. One example is the INPS/INPDAP ("National Institute per Public Employed Welfare") which provides grants for workers or sons of workers of the Italian Public Administration to allow them to subscribe university masters degrees or other courses recognised by the Italian regions (cfr. Mariani and Sgarzi, 2012).

Some regions (like Liguria) prefer to finance specific course proposals, while other choose to give vouchers to the addressees, allowing them to freely select where to spend these vouchers among the accredited organizations<sup>7</sup> available. The underlying hypothesis of the

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<sup>7</sup> Since June 2003, in Italy the training organizations cannot receive public funding (also including individual vouchers) unless they are accredited by their Regional Authority. This is a further dimension of complexity of the system at a national level, considering that the diverse regional accreditation systems are very different, due to the different weights attributed to the professional, organisational or structural characteristics of the training organizations.

first model (namely: the selection of courses by Regional Committees) are that the public authority should protect the addresses not only by means of the accreditation process (which is related to the evaluation of the “quality” of the training organization), but also selecting between the courses to be proposed on the local “skills ecology”. The second model, which more diffused in the Lombardia Region, give the addresses more responsibility in the selection of the courses, by means of a voucher that could create a quasi-market, by concurrence, of vocational training proposals (and related organizations).

The emerging issues related to these programmes are here organized according to the three main theoretical approaches of the Young Adullt project.

In terms of **cultural political economy**, the main underlying hypothesis is that the labour supply is not adequate in respect of the job demand, then an improvement of the “appropriate” skills (especially for the weakest groups within the labour market) should facilitate the job placements. This general hypothesis is supported by secondary sub-hypothesis that here are reported as potential research questions:

- are the firms actually able to understand their own needs (even forecasting the future ones)?
- is the “ecology of skills” really manageable in terms of its internal coordination?
- are the Regional Authority able to ensure the whole governance process, and the training organizations able to manage the requested courses?
- are the firms really unable to directly supply training (like, for instance, the case of the German dual system)? This is currently provided only for the apprenticeships paths, limiting the actual connection between firms and people on training to the traineeship. Furthermore, also considering the traineeship as chances for further hiring, the current model somehow gives to the training organizations an “improper” role as managers of the matching between the labour demand and supply;
- is the vocational training the best answer to the job shortage? Namely: could it be taken for granted that some employment opportunities are not exploited because the potential addresses are not adequately skilled? And does this also affect the reduction of job demand which is somehow “discouraged” by the lack of adequate skills of the labour supply?

These hypotheses also interact with the mainstream representations of the educative and training system, of the labour market and of the target groups (especially regarding the most vulnerable ones like NEETs). The hegemonic narratives about NEETs spread depictions of these people as if their duty was to activate and acknowledge their lack of skills (the individual responsibility), choosing to fill this gap through the vocational training (the institutional answer to need that are actually defined by the same institutions). Hence, this cultural model implies that the policies are requested to help people in identifying and overcome their needs for skills, leaving them the responsibility of “translating” the networks between training organizations and firms in actual job opportunities. In its turn, the educative system is generally perceived as untied in respect of the labour market, consequently it is depicted as ineffective in the process of adjustment of the individual skills profiles to the needs of the labour demand. The contribution of the regional vocational training system is then evaluated mainly considering the quantity and the quality of occupation produced by the courses, and the main criteria of its programming consist in the definition of the training needs (build in a cooperation among firms, training organizations and Regional Authorities) and of the modalities of their overcoming.

Concerning the **governance** dimension, the main actors involved in the training system programming are the representatives of the labour demand (business organizations, third sector organizations, public institutions) and of the labour supply, as well as the Trade Unions. Both of the latest Liguria and Lombardia PORs extended the typologies of stakeholders involved in this process, in order to enhance the effectiveness of the training system organization. Therefore, the aspects to focus on regarding the governance (both in WP5 and WP6) concern the patterns of programming, also considering which actors are actually involved, how this programmes are evaluated, at what extent decisions are here taken in order to guarantee the work of the professional employed in the system rather than the employability of the addressees, at what extent measures like the traineeship actually improve the addressees skills rather than being a convenient way (for firms) to use temporary low-cost work.

The underlying assumptions of this model of governance yield some further research question (which are partially overlapping the previous ones):

- are the firms and the third sector organizations really able to define their need by translating it in required skills?
- are the training organization able to “decode” these requests and to translate them into consistent training programmes?
- are the diverse stakeholders actually involved in the main steps of the programming process? And how to fill the lack of representatives of the potential targets of training?
- Are the diverse stakeholders willing to cooperate in the job placement of the addressees?

Finally, the relation between this programmes and the addressees’ **life courses** is worth exploring.

First of all, it’s important to highlight the two main dimension in the addressees’ profiling (especially regarding NEET people) operated by the training system: the degree of his/her will to activate (in respect of a predetermined solution, namely the vocational training), and the “measure” of his/her distance from the education and/or the work. Very briefly, indeed, the selection between the candidates for vocational training usually produces an effect of “creaming<sup>8</sup>”, due to the tendency to select the more motivated and skilled, then non necessarily those most in need (as for instance generally happens for social policies). The risk here is to yield the “side effect” of further stigmatization on people who have not been selected for the courses. Furthermore, considering that the percentage of employed people among former vocational training addressees is often around 70%, also for the selected groups the risk of stigmatization is rather high, because of their potential self-perception as unable to transform their enhanced employability in an actual job (for the “lost” 30%).

Within this scope, our research questions are:

- being based on the assumption according to which individual curricula, are constantly inadequate to deserve a job, does vocational training foster the research of “biographical solutions to systemic contradictions” (Beck and Beck-Gernsheim, 2002)?

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<sup>8</sup> Thus a non-random selection.

- can vocational training be “exploited” by the addresses as a “tactic” of postponement of the actual problem of job placement? In this sense, is vocational training likely to foster passive attitudes in its addresses?
- can vocational training somehow led the addresses to underestimate the importance of soft skills and, more in general, of the social and cultural capitals in job entering?  
can vocational training somehow led the addresses to underestimate their potential in terms of self-employment and/or entrepreneurship?

In a broader perspective, then, we should question at what extent the vocational training programmes should be integrated with other systems, both in vertical and horizontal way. This means that vocational training should be coordinated within a system that also includes the educative institutions and the firms, in order to set integrated actions rather than alternative/mutually exclusive actions. Furthermore, considering the horizontal dimension, the vocational training programmes should also be integrated with the plenty of diverse actions of guidance, job seeking support and job creation which are currently dispensed by very diverse actors and institutions.

## 4. APPENDIX

### 4.1. LLL initiatives and programmes at National level

#### YOUTH GUARANTEE

Legal reference: legislative decree 104/2013; law 128/2013

Year of implementation: 2014

Criterion	Description
Primary sector orientation	SYP
Problems	Growing percentages of NEETs, particularly in the Southern Regions (because of their weak local labour markets). NEETs have a lack of information, guidance, support and integration in the labour market and/or in vocational and educational institutions
Solution proposals	Job proposal, possibly providing an employment bonus in favour of the hiring company; apprenticeship contract proposal, also to be held abroad with the support of the EURES3 network; traineeship proposal (with or without a relevant grant for the trainee); proposal to enrol at the civil service (with a relevant grant for the beneficiary); supporting measures for business creation; measures aimed at promoting transnational mobility; Inclusion or re-inclusion in training or education pathways to complete studies or attain professional specialization
Objectives	To increase NEET's employability
Target group	NEET 15-29 (profiled according to their distance from the labour market and education)
Underlying success criteria	Decreasing NEETs percentages
Time horizon	Mid-term
Governance regime	Ministry of Labour; Regions (and other social partners i.e. local authorities, networks of Chambers of Commerce, Inps, Isfol, Accredited Authorities, Third Sector organizations)
Funding source	EU/FSE/YEI, National Funds
Other	Regions have declined specific interventions for local application

**JOBS ACT (LABOUR MARKET REFORM)**

Legal reference: law 183/2014

Year of implementation: 2014

<b>Criterion</b>	<b>Description</b>
Primary sector orientation	LMP
Problems	Firms tend to avoid permanent contracts; stable contracts are much more expensive than the precarious ones (which are used in large percentages with the younger workers); inequalities among different categories of workers regarding their protection (i.e. Layoffs) and their possibility to access to passive policies benefits; bureaucratic rigidity of employment contracts; the public employment services are ineffective and they have weak integration with the private ones; lack of integration among vocational and training organizations, educational institutions, firms and so on; self-employment is barely supported by institutions
Solution proposals	Re-distribution of protections measures and rights among different categories of workers; protection measures for entrepreneurs
Objectives	Support for self-employment; fostering of individual activation; improvement of monitoring and evaluation system; integration of educational and training system with labour market, employment services (both public and private) and the third sector
Target group	Workforces
Underlying success criteria	Increasing of stable contracts rates; increasing of entrepreneurship; increasing of activity and employment rates
Time horizon	Long term
Governance regime	Ministry of Labour, National Agencies, Regional Authorities; Educational System
Funding source	National Funds

### **LEGISLATIVE DECREE ON EMPLOYEMENT CONTRACTS AND DUAL SYSTEM (QUALIFICATION APPRENTICESHIP SECTION)**

Legal reference: legislative decree 81/2015

Year of implementation: 2015

<b><i>Criterion</i></b>	<b><i>Description</i></b>
Primary sector orientation	LMP / EDP
Problems	Lack of certified qualification for 'weak' unemployed (i.e. early school leavers)
Solution proposals	Compliance with the compulsory education paths through alternative paths of educational and training – the outputs are high school degrees equivalent qualifications
Objectives	Improvement of individual training curricula through the acquisition of certified technical and professional skills
Target group	Labour force (15-25) for professional apprenticeship
Underlying success criteria	reduction of unqualified workforce
Time horizon	Medium term
Governance regime	Regional Authorities; schools; training organizations; firms;
Funding source	National Funds

### **LEGISLATIVE DECREE ON EMPLOYEMENT CONTRACTS AND DUAL SYSTEM (PROFESSIONAL APPRENTICESHIP SECTION)**

Legal reference: legislative decree 81/2015

Year of implementation: 2015

<b><i>Criterion</i></b>	<b><i>Description</i></b>
Primary sector orientation	LMP / EDP
Problems	Increase of unemployment rates for qualified labour force
Solution proposals	Integrated paths of training and work
Objectives	Empowerment of competitiveness of qualified workers
Target group	Qualified Labour force (18-29)
Underlying success criteria	Increase of employment rates for qualified labour force
Time horizon	Mid term
Governance regime	Regional Authorities; training organizations; firms
Funding source	National Funds



## LEGISLATIVE DECREE ON EMPLOYEMENT CONTRACTS AND DUAL SYSTEM (ADVANCED TRAINING APPRENTICESHIP SECTION)

Legal reference: legislative decree 81/2015

Year of implementation: 2015

<b>Criterion</b>	<b>Description</b>
Primary sector orientation	LMP / EDP
Problems	Increase of unemployment rates for high school graduated workforce
Solution proposals	Integrated paths of training and work
Objectives	Empowerment of competitiveness of high school graduated workers
Target group	High school graduated workforces (18-29)
Underlying success criteria	Increase of employment rates for high school graduated workforces
Time horizon	Medium term
Governance regime	Regional Authorities ; training organizations; firms
Funding source	National Funds

## CIVIC SERVICE

Legal reference: law 64/2001

Year of implementation: 2001 (only for women); 2005 for all

<b>Criterion</b>	<b>Description</b>
Primary sector orientation	SYP
Problems	End of Required Military Service; Necessity of transformation of conscientious objection in a Non-military Defence of Homeland activity (extended to women)
Solution proposals	Participation in specific project (health and welfare, historic and artistic heritage, environment, education, civil protection, civic service abroad). Approved projects are banished and young people can choose the most interesting. Identified the project, the young "is a candidate" directly to the Organization owner of the project. Following selection is drawn up a list of candidates deemed suitable. The first are started to flow to the Civil Service for the realization of the specific project
Objectives	Promoting solidarity and cooperation, advocacy and protection of social rights, artistic and cultural heritage, civil protection. Supporting civic training with national or international initiatives.
Target group	18-28 Italian citizens
Underlying success criteria	Improvement of civic spirit, professional and relational skills, social capital
Time horizon	Medium term
Governance regime	Prime Ministry Council, Regions, Third Sector organizations
Funding source	National Funds (and marginally Regions, Municipalities and Corporate Foundations)

**BUONA SCUOLA (EDUCATION SYSTEM REFORM)**

Legal reference: law 107/2015

Year of implementation: 2015

<b>Criterion</b>	<b>Description</b>
Primary sector orientation	EDP
Problems	Educational institutions are dissembled in their local context, especially referring to the labour market
Solution proposals	Increasing of the time extension of combined school/work training paths for senior classes' students in High Schools; optional certified extra professional training for students
Objectives	Increasing of schools qualifications' competitiveness within the labour market
Target group	High schools senior classes students
Underlying success criteria	Improvements of the employability for students involved in the school/work training paths; improvement of guidance and information for students involved in the school/work training paths
Time horizon	Long term (as structural reform); short term (referring to the combined school/work training paths)
Governance regime	Ministry of Education; Regional Authorities; Training agencies; Private firms; Third Sector organizations
Funding source	National funds

**PON (INCLUSION AND YOUTH EMPLOYMENT AXES)**

Legal reference: decree 26/05/2010

Year of implementation:

<b>Criterion</b>	<b>Description</b>
Primary sector orientation	SYP
Problems	High rate of poverty (absolute and relative) of Italy compared with EU countries. Very strong gap between northern and southern region.  Specific problems related to child poverty and high gender gap.  Homeless population lives in northern urban centres (Milan 27,5% of all national population).  Presence of very high social exclusion groups (Rom, Sinti, women victims of violence and slave trade, refugees, prisoners)
Solution proposals	Support Active Inclusion (SIA): an economic benefit spendable by an electronic card for food and primary goods, accompanied by a personal project share by employments and social services
Objectives	Social inclusion of poor families with children, disabled or with a mum in pregnancy status; improvement of private/public networks to support

	social inclusion; improvement of corporate social responsibility
Target group	Poor families with children (under 18yo) or disabled or with a pregnancy status; other groups with severe marginalities
Underlying success criteria	Work integration for marginalized people; overcoming of marginalized conditions for families; improving of school performances for children belonging to marginalized families; services (public and private) can offer a real multidimensional taking-over
Time horizon	Long and medium term
Governance regime	Ministry of Labour; Third Sector organizations; Municipalities; Social Services,
Funding source	National funds

### PON (METROPOLITAN AREAS AXES)

Legal reference: decision C(2015) 4998

Year of implementation: 2015

<b>Criterion</b>	<b>Description</b>
Primary sector orientation	SYP
Problems	Homelessness (all typology according to ETHOS) and other housing poverty
Solution proposals	Promotion of metropolitan housing agencies; managing of housing poverty; increasing of public housing heritage; connection with "PON inclusion" in particular on extreme poverty and homelessness, and nomadic
Objectives	To promote social inclusion, fight poverty and discrimination
Target group	High schools senior classes students
Underlying success criteria	Reduction of marginalized families; reduction of marginality of Rom, Sinti and Camminanti; promotion of social enterprises; increasing of legality
Time horizon	Long and medium term
Governance regime	Metropolitan Cities; Third Sector organizations; Social Housing Agencies
Funding source	FSE; FESR

## 4.2. LLL initiatives and programmes at Liguria Region level

### POR LIGURIA

Legal reference: Decision C(2014) 9752

Year of implementation: 2015

**(EMPLOYMENT AXE)**

<b>Criterion</b>	<b>Description</b>
Primary sector orientation	LMP
Problems	High unemployment rates (especially long term and women and youth); growing of NEETs rates; gendered difficulties of reconciliation, excessive use of passive policies for unemployed, old industrial fabrics market, inefficiency of public employment.
Solution proposals	Integrated packages of support which include training to tackle and address skills barriers as well as support in job-search; empowerment of the 'weak' connection between education and labour market; training; guidance; apprenticeships; traineeships; outplacement; support for self-employment and business creation; cooperation between public and private institutions; economic incentives aimed at supporting reconciliation of work, private and family life
Objectives	Access to employment for job-seekers and inactive people, including the long-term unemployed and people far from the labour market; sustainable integration into the labour market of young people, in particular NEETs; adaptation of workers, enterprises and entrepreneurs to structural and cultural changes of the labour market; modernisation (and empowerment) of labour market institutions
Target group	Workforce; inactive people; NEETs, unemployed women; migrants; employed people at occupational risk
Underlying success criteria	Growing competitiveness Increasing workers' satisfaction rate Increasing services for job seekers
Time horizon	Long term
Governance regime	Regional Authority; accredited Training Companies; public and private Employment Services; firms; professionals associations
Funding source	FSE

**(SOCIAL INCLUSION AND COMBATING POVERTY AXE)**

<b>Criterion</b>	<b>Description</b>
Primary sector orientation	SYP
Problems	Growing of poverty rate; increased demand of social services; disorganized social services system
Solution proposals	Integrated packages of support, building of education and employment paths and support provided with basic services in problems concerning different life situations for workless households, prisoners and ex-offenders, refugees and migrants, people with disabilities; development of co-operation between various actors and cross-sectoral services as well as the development of related skills; partnerships between private and public services, economic incentives to access social services such

	as childcare or elderly care
Objectives	Active inclusion, including a view to promoting equal opportunities and active participation, and improving employability; enhancing access to affordable, sustainable and high-quality services, including health care and social services of general interest
Target group	People at risk of poverty (disabled, disadvantaged people)
Underlying success criteria	Increased number of disadvantage people committed in job seeking or training or occupied; increased number of people who find a job during six months after they have been taking in charge
Time horizon	Long term
Governance regime	Regional Authority; public and private social services; Municipalities, vocational training organizations; firms; unions
Funding source	FSE

**(EDUCATION AND LLL AXE)**

<b>Criterion</b>	<b>Description</b>
Primary sector orientation	EDP
Problems	Upward trend in the school drop-out rate; lack of quality, efficiency and access to tertiary education; low employability of young graduates; lack of non-academic professionalized training courses; low levels of participation in LLL
Solution proposals	Guidance; training; traineeships; work experiences during education and training to improve the working life skills of students; actions to support transitional periods in education and working life on a more effective basis; better links between business, schools and higher education, funding additional modules to higher education programmes to better prepare students for employment; traineeships, work experience, vocational training to meet local business need; training in ICT, green and blue economy increasing the basic skills, professional skills and training alternatives for adults; upgrading of LLL system to EQF and EQN
Objectives	Reducing and preventing early school-leaving; Improving the quality, the efficiency and access to tertiary education; Improving the labour market relevance of education and training systems
Target group	Under 25 people; NEET; unemployed people; inactive people
Underlying success criteria	Reduction of School leavers' rate; reduction of inactivity rate; improved level of certified skills; growth of people involved in LLL system; improved supply of LLL opportunity and more generally tertiary education system
Time horizon	Long term
Governance regime	Regional Authority; Universities; Schools; Third Sector organizations; vocational and educational organizations; firms
Funding source	FSE
Other	

**REGIONAL LAW FOR PROMOTING MINORS AND YOUTH POLICIES LIGURIA**

Legal reference: Regional law 6/2009

Year of implementation: 2009

<b>Criterion</b>	<b>Description</b>
Primary sector orientation	SYP
Problems	Lack of youth engagement in their local communities: lack of guidance services for young people
Solution proposals	Establishment of a Regional Youth Forum (coordinating the Provincial Youth Forum representatives) aimed at: promoting research on youth conditions, monitoring youth political participation at local level, promoting youth engagement in youth associations; revising of the geographical distribution of the INFORMAGIOVANI contact points (INFORMAGIOVANI are public spaces where guidance services for young people (especially regarding work and training issues) are provided); empowering of Youth Centres (Youth Centres are public spaces devoted to the realization of educational projects focused on socialization, training and/or recreation)
Objectives	Fostering youth participation
Target group	16-25 for Youth Forum
Underlying success criteria	Increasing of young people' relations with local institutions and empowerment of young people embeddedness in local communities
Time horizon	Medium term
Governance regime	Regional Authority; Metropolitan City Authority; ANCI (National Association of Municipalities); Third Sector organizations
Funding source	Regional funds

**4.3. LLL initiatives and programmes at Lombardia Region level.****POR LOMBARDIA**

Legal reference: decision C(2014) 10098

Year of implementation: 2015

**(EMPLOYMENT AXE)**

<b>Criterion</b>	<b>Description</b>
Primary sector orientation	LMP
Problems	Youth and female unemployment rates; the economic crisis impacts on (mostly) adult workers' trajectories; lack of adequacy of the workforces' skills and attitudes in respect of the new labour market' dynamics and needs
Solution proposals	updating individual skills by lifelong learning; supporting vulnerable groups (women, youth, long-term unemployed; (specifically concerning young people); increase integration between inclusive measures in education and employability; empowering the synergy between school

	and work; promoting integrated actions within the Youth Guarantee framework; promoting campaigns and strength the information availability concerning gender-based guidance tools and training opportunities; integrating the passive measures of support with active with active measures such as re-skilling and staff secondment
Objectives	To boost employment, especially of women and young; to bear down long-term unemployment; to encourage steady employment and redeployment of workers who have been affected by the economic crisis, failing business)
Target group	Labour force (with specific sub-targets: long-term unemployed, NEETs and young unemployed, women)
Underlying success criteria	To reduce youth unemployment and NEETs' percentage; to increase women's participation in the labour market; to improve the quality of individuals' skills by updating and re-defining their training curricula
Time horizon	Medium term
Governance regime	Regional Authority; vocational training organizations; schools; non-profit organizations; accredited operators and institutions; Universities; firms
Funding source	FSE, Regional

**(SOCIAL INCLUSION AXE)**

<b>Criterion</b>	<b>Description</b>
Primary sector orientation	SYP
Problems	Social housing need; specific problems related to people who live in council houses; lack of information related to disadvantaged people; multidimensional poverty; difficulty of work inclusion for disabled and very marginalized people (including homeless Rom and nomads)
Solution proposals	Support for people in temporary financial difficulty provided through micro-credit and other repayable instruments (i.e. by working hours to the community); personal project for disabled people; multidimensional taking charge for marginalized people; empowerment of drug addicts, prisoners, accompaniment of specific jobs (including self-employment)
Objectives	To improve housing condition; to overcome severe criticalities; inclusion in the labour market
Target group	People living in council houses , nomads, homeless
Underlying success criteria	Percentage of participants who reduced difficulty in supporting housing costs; growth of disadvantaged participants engaged in job-seeking and/or enrolled in education or training paths
Time horizon	Medium term
Governance regime	Regional Authority, non-profit organizations; Council Housing organizations, Regional Finance Organization, firms banks, Municipalities
Funding source	FSE , FEAD

**(EDUCATION AND TRAINING AXEs)**

<b>Criterion</b>	<b>Description</b>
Primary sector orientation	EDP
Problems	Growth of young NEETs rate; growth of early school leavers; lack of education paths consistent with the logic of the labour market; incomplete adjustment of skills standards to the labour market's demand and to produce innovation; low participation rates in training and upgrading skills throughout the lifecycle
Solution proposals	To consolidate Permanent Education & Training system (leFP) as a comprehensive, high quality training pathway especially for those young people most at risk of dropping out of school, constructing tailor-made ways forward around the basic idea that the individual is central to the exercise and that each learner's potential should accordingly be maximized and valued; to implement training pathways which match the region's main avenues of economic and business development, in a way that makes those pathways more attractive and counters early dropping out from training or school, through innovative and diversified interventions across the region to provide training that matches the needs of the region's economy; to boost labour force skills and make it easier for workers to get their first and subsequent jobs, training initiatives that effectively relate to the requirements for getting first and subsequent jobs, directed primarily at the target groups where they will have most impact, as well as initiatives for specialist training and business skills; to update skills (including IT skills) throughout the labour force, not least using innovative methods that match the region's main lines of economic development; to improve the quality of technical and vocational education and training provided, so that they effectively meet the needs of the local economy and foster rapid engagement in the world of work at a high level, also enhancing the expertise available within local networks such as Vocational Technical Centres (PTPs), providing effective and efficient collaboration between the education system and the economy; to raise the level of initial technical/vocational education and training and of the Advanced Technical Institutes (ITS), with particular regard to weaker learners; system-wide measures for the development and coordination of the ITS and PTPs; training to professional standards in keeping with the needs of the local economy, in particular strengthening the ITS and PTPs in ways closely related to that economy's expressed needs
Objectives	To reduce the school drop-out rate; to support the gaining of vocational qualifications necessary for successfully entering the jobs market; to enhance the range and quality of training provided, so as to upgrade the skill level of the labour force; to raise and upgrade skills through lifelong learning
Target group	Students and their families; adult jobs-seekers (unemployed or economically inactive); workers between jobs or looking for redeployment; workers (employed or self-employed) setting up micro-enterprises; members of co-operatives, graduate and postgraduate students.
Underlying success criteria	Reduction of School leavers rate; reduction of NEETs rate; growth of certified skills; empowerment of supply of LLL opportunity
Time horizon	Medium term
Governance regime	Training and education organizations; accredited institutions; Universities and equivalent institutions; research organizations; businesses; Advanced Technical Institutes and Vocational



	Technical Centres
Funding source	FSE- FESR – Regional Funds

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## Work Package 3

### Lifelong Learning Policies: Mapping, Review and Analysis

#### National Report: Portugal

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Work Package 3 – Policy Mapping, Review and Analysis

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## 1. Executive summary

This draft report offers an overview of the two functional regions and the three lifelong learning policies for young adults selected for analysis in the Portuguese case. The functional regions selected are Alentejo Litoral and Vale do Ave. These two regions have basic differences in their economic structure, with Alentejo Litoral specialising in the energy industry and in logistics, and Vale do Ave being one of the oldest and more prominent textile industrial hubs in the country. However, they are similar in the sense that they are well established in administrative terms, but deprived and peripheral to major urban areas. Also, likewise the country itself, both regions face important challenges regarding educational qualifications and employment (particularly Vale do Ave).

In Portugal, lifelong learning policies have a national – not regional – scope, their mapping is identical for both regions. Policies in the following fields were considered in the analysis undertaken: labour market, education, and social and youth policies. The selection made emphasises the educational sphere, a very relevant focus of the Portuguese lifelong learning policies given the generally rather low levels of qualifications of the population. Thus, we will be focusing on specific programmes of vocational education, vocational training and on a local development policy called *Contratos Locais de Desenvolvimento Social* (Local Contracts for Social Development). To be sure, the analysis developed in this report – and, more importantly, the analysis to be developed in the upcoming stages of the YOUNG ADULLLT project – necessarily considers the impact of the austerity crisis that has hit Portugal quite severely over the past few years, with damaging consequences in terms of the labour market, most acutely with regard to young adults. Also, both the analysis developed here and the one to be developed in the future will take on a critical stance; this means that, while the focus is on national/regional labour market, education and social policies, it must be acknowledged that the solutions for young adults' problems also involve the consideration of global economic and financial

issues.

Apart from the global crises, it must be noted that from 2011 to 2015 structural adjustment policies were imposed to Portugal by the European Commission, the European Central Bank and the International Monetary Fund, due to the loan that was conceded in order to solve constraints caused by the national public debt. These adjustment policies had a severe impact in economic terms, such as an expressive increase of the unemployment rate, specifically in young adults' unemployment rate.

This report is structured as follows: in Section 2, first we contextualise the current Portuguese situation in comparison with the EU regarding a number of socioeconomic indicators, and then provide a rationale for choosing the two functional regions mentioned above. We conclude by presenting the selected lifelong learning policies. In Section 3 we begin by a detailed mapping and review of the selected policies and their programmes, followed by a description of their implementation in each of the functional regions; statistical data are used to further enhance this mapping. Finally, in Section 4 we analyse the selected policies and programmes from a critical stance, meaning that we assess the reality they define and the solutions they suggest.

## 2. Introduction

In the wake of the democratic period, after almost 50 years of dictatorship, Portugal was a country characterized by widespread poverty, illiteracy and low economic performance. Since the revolution of 1974, great efforts have been made to reduce poverty and social inequalities, enhance economic growth and increase educational standards. Social security policies have been implemented, alongside universal public health and educational systems, dramatically raising the population's general wellbeing. After joining the European Economic Community (EEC) in 1986, Portugal sought to modernize its public administration system and its communication, transport and, to a lesser degree, agricultural and industrial infrastructures. It also invested in massive construction projects, attracting, over the 1990s and early 2000s, a significant number of immigrants. Nevertheless, throughout the last decades, both industrial and agricultural sectors remained underdeveloped and hardly competitive in global terms. On the other hand, the recent increase in educational qualifications, socioeconomic wellbeing and personal aspirations of the Portuguese led to an expansion of a tertiary sector labour market which, nonetheless, has a limited capacity of generating employment. Consequently, despite these rapid and dramatic changes, Portugal reached the beginning of the 2010's with educational, social and economic performances still behind UE and OECD average standards. This situation has been aggravated by the severe austerity measures imposed in the aftermath of the Portuguese bailout of 2011: the GDP dropped, unemployment (particularly youth unemployment) rose, wages were frozen if not reduced, and thus the risk of being in poverty rose; in addition, the budget for the Ministry of Education has been steadily reduced at rates between 5% and 11% over the past few years. The tables below illustrate this situation:

Table 1: Unemployment in Portugal and the EU, 2006-2015 (percentage of active population)

2015	2014	2013	2012	2011	2010	2009	2008	2007	2006	
9,4	10,2	10,8	10,4	9,6	9,6	9,0	7,0	7,2	8,2	<b>EU (27)</b>
12,6	14,1	16,4	15,8	12,9	12,0	10,7	8,8	9,1	8,9	<b>Portugal</b>

Source: EUROSTAT 2016

We can see that the impact of the so-called austerity crisis on unemployment was far greater in Portugal than in the average of the EU. This impact was even greater in terms of the youth, with unemployment levels for those under 25-years old reaching rather obscene levels.

Table 2: Unemployment in Portugal and the EU, 2006-2015 (percentage of active population under 25)

2015	2014	2013	2012	2011	2010	2009	2008	2007	2006	
20,2	22,0	23,6	23,1	21,6	21,3	20,2	15,9	15,8	17,6	<b>EU (27)</b>
32,0	34,7	38,1	38,0	30,2	28,2	25,3	21,6	21,4	21,2	<b>Portugal</b>

Source: EUROSTAT 2016

The period between 2012 and 2014 was particularly dramatic, with more than one third of the active youngsters under 25 in unemployment. To be sure, this led to an increase, albeit not as large as might be expected, in the number of young NEETs:

Table 3: 15 to 29 years-old NEETs in Portugal and the EU, 2009-2015 (percentage)

2015	2014	2013	2012	2011	2010	2009	
14,8	15,3	15,8	15,8	15,4	15,2	14,7	<b>EU (27)</b>



13,2	14,6	16,4	15,6	13,9	13,6	12,5	<b>Portugal</b>
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Source: EUROSTAT 2016

Yet, the impact of austerity on the percentage of young people at-risk-of-poverty is clear as shown in Table 4.

Table 4: 16 to 29 years-old youngsters at-risk-of-poverty in Portugal and the EU, 2006-2015 (percentage)

<b>2013</b>	<b>2012</b>	<b>2011</b>	<b>2010</b>	<b>2009</b>	<b>2008</b>	<b>2007</b>	<b>2006</b>	
28,1	28,1	26,5	25,8	24,5	24,5	24,5	26,1	<b>EU (27)</b>
29,4	27,3	21,6	23,4	22,0	22,0	22,0	21,2	<b>Portugal</b>

Source: EUROSTAT 2016

It should be highlighted that in 2013, for the first time, the risk of a young person being in poverty in Portugal is greater than the European Union average.

Despite these rather negative indicators, the levels of educational attainment have been consistently on the rise in Portugal, even if they have not yet reached average European standards. For example, as can be seen in the table below, which already makes reference to the two functional regions we will be addressing in Portugal, the rate of population aged 25-64 years-old that has completed tertiary education has experienced a major increase:

Table 5: Population aged 25-64 with tertiary education, 2009-2015 (percentage)

<b>2015</b>	<b>2014</b>	<b>2013</b>	<b>2012</b>	<b>2011</b>	<b>2010</b>	<b>2009</b>	
30,1	29,3	28,7	27,8	26,8	26,0	25,2	<b>EU (27)</b>
22,9	21,7	19,3	18,5	17,2	15,5	14,6	<b>Portugal</b>

18,7	18,2	16,5	16,4	14,8	12,8	12,5	<b>North</b> (where Vale do Ave is located)
18,0	16,8	15,6	14,2	14,7	13,5	11,7	<b>Alentejo</b> (where Alentejo Litoral is located)

Source: EUROSTAT 2016

The table above already provides a glimpse of the deprivation indicators that characterize the two functional regions we have selected for our study. Indeed, Vale do Ave and Alentejo Litoral represent two different but complementary examples of regional economic transformation and resurgence, interconnected with public policies on education and employment:

- Both regions are relatively peripheral, without any major urban setting, but near the two most important Portuguese cities: Vale do Ave borders the Porto Metropolitan Area, in the North of the country, and Alentejo Litoral is located close to the Lisbon Metropolitan Area, in the South. These proximities determine regional population and economic dynamics quite strongly.
- The two regions are well established in administrative terms, as both are organized in Intermunicipal Communities that determine regional socioeconomic development strategies;
- Each region shows economic specialization. Vale do Ave is one of the oldest and more prominent textile industrial hubs in the country. Alentejo Litoral is specialized in the energy industry and in logistics, alongside tourism and agriculture.
- Alentejo Litoral is located in a deprived area of the country (Alentejo), presenting a recent dynamic of economic growth with many indicators

converging or even surpassing the national average; on the other hand, Vale do Ave is located in an economically dynamic area of the country (Minho) but has been experiencing a significant economic downturn since the 1990's, and currently presents many social, educational and economic indicators lower than the national average.

- These dynamics can provide the basis to discuss the role, the problems and the mismatches between educational offer and demand, as well as between education, social and employment policies, mainly those concerning young adults. The economic specialization of both regions poses specific challenges to regional LLL policies, not only because of the diversity of the industry sectors involved (in Alentejo Litoral) or its lack (in Vale do Ave), but also because some of these sectors deal with serious problems in attracting young people.
- Finally, the location of the two regions and their pre-existing institutional networks, as well as the relatively small size of the regions, will make it easier to contact the most important regional actors and to map and study the majority of local and regional initiatives.

In the next section, we will provide more detailed info on both functional regions, which in this research are going to be analysed along 3 main axes:

- Vocational education policies, which include *Cursos Profissionais* (professional courses);
- Vocational training policies, which include 3 policies: *Formação Modular* (modular training units), until recently the most prominent programme in combatting unemployment; the *Cursos de Aprendizagem* (Apprenticeship courses), which provide academic and professional certification, enabling both the transition to the labour market and moving on to higher education;

and the *Cursos de Educação e Formação* (Adult Education and Training Courses) aimed at adults who wish to improve their qualifications;

- Social and youth policies which includes 3 programmes: *Contratos Locais de Desenvolvimento Social* (Local Contracts for Social Development), aimed at promoting social inclusion, diminishing poverty, enhancing employability and ensuring a more effective management of local resources through partnerships between a range of local institutions (charities, businesses, local governing bodies, among others); *Programa Escolhas* (Choices Programme) designed to strengthen support for the mobilization of local communities to create social inclusion projects for children and young people from the most vulnerable socio-economic contexts; and *INOV Contacto* (INOV Contact) aimed at promoting the development of young boards' skills through paid work experience, and to prepare and facilitate their entry into the labour market by improving their skills and entrepreneurial motivation.

The policies mentioned above were selected for several reasons: their importance in policy discourses and the number of young adults involved, but most of all because they reflect the main concerns of lifelong learning policies with rising academic and qualification levels of the Portuguese population in general and young adults in particular; fighting against unemployment, especially youth unemployment, and tackling social exclusion.

So far into this stage, the research process has focused mostly on national policy documents, both actual legislation and rules and regulations of specific programmes (namely the ones mentioned just above) and evaluation reports, when available. It is important to stress, once again, that, in Portugal, lifelong learning policies have a national – not regional – scope. To be sure, there may be regional differences with regard to the emphasis with which each policy is implemented, but not in its core

features. This poses challenges for comparison between functional regions which will surely be different from those faced, for example, by our German partners.

All vocational and educational training policies are measures with a high level of materiality and concreteness, and run at the institutional level. As for the CLDS, it is a programme with a high level of materiality and runs at the level of local actors.

### **3. Lifelong learning policies: mapping and review**

#### **3.1. Mapping and reviewing Portuguese Lifelong Learning Policies**

Portugal is a very centralised country. In spite of the existence of administrative regions like Alentejo Litoral and Vale do Ave, they have no political or financial autonomy. Moreover, as a consequence of this historical centralisation, citizens have a lack of experience in organizing actions to tackle local needs. However, both functional regions have an Integrated Strategy for regional development for 2014-2020, supported by European Union Funding, conducted by local municipalities. These strategies are based on “the articulation between European and national rules and instruments, particularly in what concerns objectives, priorities and initiatives defined in QEC 2014-2020” (Comunidade Intermunicipal do Alentejo Litoral, 2014, p. 16).

Furthermore, the so-called programme of "financial assistance" conducted in recent years by the European Commission, the European Central Bank and the International Monetary Fund had a great impact on the Portuguese society. Austerity policies implemented or reinforced within this context originated or intensified, at least in the medium term, economic crises scenarios characterized, among other features, by reductions in public and private investment. The State expenditure on education in percentage of the GDP decreased from 4,8% in 2009 to 3,8% in 2015, reaching then the lowest percentage since the beginning of the 21<sup>st</sup> century. The lack of public and private investment had substantial consequences not only on national policies, but also on local initiatives and projects, particularly in peripheral regions like these two functional regions.

We will now delve into the mapping and review of the selected lifelong learning policies. Afterwards, we shall present a brief description of some key features of the two functional regions and map the policies considered in this study in each of them.

### **Vocational Education Policies**

#### *Cursos Profissionais* (Professional Courses)

Professional Courses are an upper secondary vocational education provision. They combine an academic education with a vocational one and deliver an education certification of upper secondary education and a professional certification (level 4). Until 2004, these courses were based exclusively in professional schools but, with the Secondary Education Reform Act in 2004, they were introduced in public and private secondary schools. As upper secondary education became compulsory in 2009, professional courses came to be the most important provision to those students who do not want an academic education. They belong to a set of measures directed at competitiveness, growth and employment by adjusting the training offer to the priorities and needs of the different socioeconomic sectors and regional labour markets, accentuating the permanent interaction between schools and enterprises.

Yet, these courses serve another political aim. In 2005, under the New Opportunities Initiative, launched by the Socialist government, a benchmark was established: that 50% of the students attending upper secondary education should be enrolled in VET courses. In school year 2014-2015, 38,1% of the students attending upper secondary education were enrolled in professional courses. Despite the large proportion of students attending these courses, they are still considered a second choice provision, informally targeted at low school achievers (Mendes, 2009). In fact, in 2012-2013, 34% had been retained once, and 23,2% at least twice. Unsurprisingly, 40,9% of these students are 17 years old or more (Fernandes, Duarte & Castro, 2014).

This is an educational sector policy, aiming at preventing early school leaving and

youth unemployment, targeting young people that have finished the compulsory education of nine years. It has a high level of materialization in the form of modular vocational courses, and the curricula is composed of 3 training areas: sociocultural, scientific and technical. The last one includes an in-job training (curricular internship) of 420 hours.

The underlying success criteria is schooling young people who are out of the regular educational system, reaching the reference of 50% of people with upper secondary VET.

This is a State run long-term measure, executed by public or private professional schools and public or private secondary schools in association with companies, NGO or other private or public institutions where the internship occurs.

The measure is funded by the Portuguese Government and the European Social Fund by direct funding, as well as by indirect funding of the companies or other types of institutions where the curricular internships take place.

The courses are proposed by the schools and approved by the Ministry of Education, and chosen from the menu offered by the *Catálogo Nacional de Qualificações* (National Qualifications Catalogue).

It is very difficult to assess the impact of professional courses on employability. The most recent official evaluation report (Pereira, 2011), presenting data about the graduates' employment rate one year after graduation, shows that 71,3% were employed. If we consider the unemployment rate of the Portuguese population between 15 and 24 years old (27,8%), it is plain to see that the unemployment rate of these graduates is similar to the national one (Pereira, 2011).



## **Vocational Training Policies**

### *Cursos de Aprendizagem* (Apprenticeship Courses)

The Apprenticeship Courses were launched in 1984 and have been subject to several reforms since then. These courses replicate the German dual system and a particular attention is given to companies since they are presented as training partners. These courses provide initial training in order to increase employability according to the needs of the labour market and, in addition, enable progressions in education and in the career. They combine an academic education with a vocational one and deliver an education certification of upper secondary education and a professional certification (level 4)

Apprenticeship courses are exclusively provided by public training centres and target early school leavers and youngsters at risk of dropout from regular education. With the current Socialist government, Apprenticeship Courses became one of the most important instruments in fighting youth employment and the target group has been unofficially redefined. Currently, these courses are targeted at unemployed early school leavers who are registered in job centres.

This measure is an education sector policy, as VET integrates the educational system. It is also a labour market sector policy, as it is considered an active employment policy. It aims at qualifying early school leavers, those at risk of dropout and unemployed people registered in job centres, offering courses with a modular curricular structure that integrates VET and work-based learning. It targets young people with the 9<sup>th</sup> grade and under 25 years old. Its success is assessed by the reduction of youth unemployment with the vocational qualification and certification of ESL.

This is a long-term measure, ran and funded by the State and executed by public training centres in association with companies and other types of private or public institutions. The European Social Fund also contributes with direct funding.

The Institute of Employment and Vocational Training (IEFP) approves the courses, also defining the training areas for each year, considering the labour market tendencies.

In school year 2014-2015, 9,2% of the students attending upper secondary education were enrolled in this training provision. Based on the Institute of Employment and Training strategy to increase the number of apprenticeship courses, this percentage is expected to rise in coming years. These courses have been unofficially elected as one of the most important policy measures to bring back NEET to the training system, and to offer a training opportunity to unemployed ESL registered in job centres.

Research about this training provision is very scarce. However, the annual report about the integration in the labour market of the individuals who were enrolled in apprenticeship courses (Taveira, 2013) shows that, one year after graduation, 29,4% were employed, 30,6% unemployed, 18,8% were studying and 22,2% were in another situation.

#### *Cursos de Educação e Formação (Adult Education and Training Courses)*

Adult Education and Training Courses were launched in 2000 and are a central instrument for increasing adults' qualification. They intend to decrease adults' qualification deficits, as well as stimulate a more active citizenship and improve

employability. Adult Education and Training Courses are a basic instrument to attain the aims of training and education policies, namely the generalization of upper secondary education as the lower academic level for the Portuguese population.

There are two types of courses according to the kind of certification delivered: the academic courses deliver an educational certification; the professional ones deliver an educational and a professional certification. Initially these courses were conceived to raise the qualification of Portuguese active population and they were targeted at the unemployed, in specific groups at risk of social exclusion; later on the employed adults were also targeted.

With the recent economic crisis and the rise of the unemployment rate, these courses became an active employment policy and a division of labour took place in this provision. Academic Adult Education and Training Courses are mainly located in schools; Professional Adult Education and Training Courses are mainly located in public training centres.

This measure is both an education and labour market sector policy, as VET is part of the educational system and these courses are part of an active employment policy, in particular those of double certification.

This measure aims to increase educational and/or professional certifications, as well as to reintegrate unemployed adults in the labour market or to support adults' progress in the labour market. It targets working age adults, employed or unemployed, with less than compulsory education.

It offers courses with a modular curriculum structure, therefore answering to individual learning needs. According to the type of course, the curricula is composed

between 2 and 4 education/training areas. There is a mediator responsible for, among other tasks, ensuring the personal guidance of the adult trainees.

The success criteria consist in the generalization of secondary education as the lower qualification level of the population and in reducing unemployment.

This is a State run long-term measure, executed by public or private schools and VET centres. It is directly funded by the European Social Fund and the State, as well as indirectly funded by the companies involved in the in-job training.

The Ministry of Education approves the courses promoted by regular schools, whereas the Institute of Employment and Vocational Training (IEFP) approves the courses promoted by public and private training centres.

In 2013, 16,311 adults attended Adult Education and Training Courses. The majority were women (56,7%). The most representative age group was the one between 25 and 34 years old (31,5%). When considering the age group between 20 and 34 years, the percentage of adults attending this training provision was 41,1%. The large majority (88,2%) included adults unemployed and 90,8% had the 9<sup>th</sup> grade of school education or a lower grade. This data reflects how this policy is oriented to adults with low qualifications (POPH, 2014).

The last national evaluation of Adult Education and Training Courses took place in 2012 (Lima, 2012). The results showed that, after achieved the courses, the probability of finding a job increased 14% for men and 2% for women, specifically when unemployed people were concerned, as compared to those unemployed who did not attend this education and training provision.

*Formação Modular (Modular Training Units)*

Modular training units are short term training units, attended to attain one or more qualifications registered in the National Catalogue of Qualifications. This training provision enables the creation of flexible paths, of different lengths, adopting different forms of training, including various target groups, methodologies, training contexts and types of evaluation.

Modular training units are considered a dynamic response to the skill needs of employed people and their companies, which have difficulties sending their employees to training courses for extended periods of time.

This is also an education policy sector, as VET is part of the educational system, and it is a labour market policy, since it is considered an active employment policy.

It aims at the (re)integration and progress of employed people in the labour market with renewed educational and professional skills. It targets adults with low qualifications, especially those with less than basic or secondary education.

It is materialized in short training units that the trainees choose according to their qualification needs. Its success is assessed by an increase in the qualifications of the working population, both employed and unemployed.

It is a long-term measure, ran by the State, put in action by schools, higher education institutions, training, municipalities, unions, companies, local or regional associations as long as certified by the National System of Qualifications.

It is funded by the European Social Fund and the State.

With the crises and the rise of unemployment, modular training units became,

together with Adult Education and Training Courses, an important instrument to fight unemployment.

In 2013, 846,290 adults attended modular training units. The majority of them were women (65%). The most representative age group was the one between 25 and 34 years old (27,7%). When considering the age group between 20 and 34, the percentage of adults attending this training provision was 39,1%. Similarly to Adult Education and Training Courses, the majority of trainees were unemployed (57,9%). This percentage is explained by the fact that at least 75% of the trainees must be registered at public job centres (POPH, 2014).

A national evaluation of the impact of modular training units on employment took place in 2012 (Lima, 2012). The results of this study showed that, after attending one modular unit, the probability of finding a job increased 3% for men and 1% for women, compared to the unemployed who did not attend these modular units.

Another official report (Taveira, 2013) showed that 41,3% of the adults who were unemployed before starting the training found a job within one year after attending modular training units, but 47,9% of them remained unemployed.

### **Social and Youth Policies**

*Contratos Locais de Desenvolvimento Social* (Local Contracts for Social Development)

Since the 1980s, the Portuguese State has developed programmes to combat poverty and social exclusion which have had remarkable results. In 2004 was created *Programa Progride* (Progress Programme), which followed *Projectos de Luta Contra a Pobreza* (Fight against Poverty projects), and intervened within the most disadvantaged groups in excluded territories.

*Contratos Locais de Desenvolvimento Social* - CLDS (Local Contracts for Social Development) is a programme privileging territories with the most vulnerable target-groups. It is structured around a concentration of resources in crucial areas of intervention, such as employment, training and qualification, family and parental intervention, community and institutions' empowerment and information and accessibility. It aims at reinforcing the complementarity between mandatory and non-mandatory actions, whether they are funded by the programme or not, through capitalising community resources and the partners' common responsibility for the implementation of the Local Contracts.

In 2015, a third generation of Local Contracts for Social Development was launched to enhance the territories and empower citizens and families, promoting territorial equity, equal opportunities and social inclusion in its various dimensions. This new generation aims at strengthening the proactivity of all agents in the search for solutions for the different issues affecting citizens and promoting sustainable and inclusive growth of the territories. Thus, a special attention was given to employment, and Local Contracts for Social Development 3G are expected to contribute to enhancing the local and regional economies and generate new, sustainable and lasting jobs.

The CLDS programme is a Labour Market and a Social and Youth sector policy. It seeks to promote the social inclusion of citizens in persistent poverty and social exclusion in deprived areas. It targets populations in territories affected by unemployment, critical child poverty, natural catastrophes or in a fast aging process. CLDS proposes the following kind of actions:

- Axis 1) implementing active employment and qualification measures; stimulating local companies to actively participate in those measures; guiding NEET people into the labour market; promoting entrepreneurship skills among secondary students and

creating circuits to deliver local/regional products.

- Axis 2) empowering families on citizenship rights, relevant skills and counselling in crises situations; promoting healthy lifestyles and social integration among children and young people; establishing family conflict mediation in articulation with social intervention teams; stimulating, when relevant, active aging and older people's autonomy through sociocultural actions; challenging older people's loneliness and isolation and promoting proximity voluntary work projects;
- Axis 3) supporting citizens' self-organization and local associations' creation/revival; facilitating people's mobility to local public utility services to reduce isolation and social exclusion.

The success of the CLDS is measured by the opportunity given to the territories to access the resources to execute the *Plano de Acção* (Action Plan) of the *Plano de Desenvolvimento Social* (Social Development Plan) designed by the *Conselho Local de Acção Social* (Local Social Action Council) in order to address the social needs identified in the *Diagnóstico Social* (Social Diagnosis) by the organizations that are part of the Rede Social Concelhia (Municipal Social Network), a platform created by law in 1997 for the strategic planning of local social intervention, where local public and private entities come together to tackle the social challenges of a specific territory.

This is a medium-term measure, ran by the State and implemented by local organizations, supervised by the municipalities. It has access to State funding as well as the Social European Fund.

In 2013, there were 59 of Local Contracts for Social Development. The analysis of the distribution of Local Contracts for Social Development by type of territory shows that the areas with the largest number of Contracts were the “aged territories” with 33



projects, followed by “critical territories” in metropolitan areas, with 17 projects, and the “industrialized territories with strong disqualification” with 7 projects. Only 2 projects are located at “territories hit hardest by natural disasters” (POPH, 2014). The number of contracts in “aged territories” illustrates the relevance of the aging problem in the Portuguese society.

#### *Programa Escolhas* (Choices Programme)

*Programa Escolhas* is a social and youth policy measure and aims to promote the social inclusion of children and young people from vulnerable socio-economic contexts, particularly the descendants of migrants and ethnic groups. The Choices Programme is a Social and Youth Sector policy.

This is a national government programme created in 2001, promoted by the Presidency of the Council of Ministers and integrated in the High Commission for Migration - ACM, IP. Its mission is to promote the social inclusion of children and youth from vulnerable socio-economic contexts, aiming at equal opportunities and the reinforcement of social cohesion.

The priority areas are: school inclusion and non-formal education, vocational training and employability, community and citizenship promotion, digital inclusion and entrepreneurship and empowerment. This is a state-run measure that enhances the development of activities in the field of combating failure and dropout, support job creation, referral to vocational training, combat info-exclusion, development of an entrepreneurial spirit, energizing exercise opportunities of full citizenship, support the training of dynamic and empowerment of young people, as well as greater co-responsibility of the family in the development process of children and youth.

The programme is based on a model of participated involvement of local consortia,

ensuring the coordination of responses, co-responsibility and sustainability of the dynamics initiated.

Currently in its 6th generation, which will run until December 31, 2018, the Choices Programme will finance 90 projects, 88 in Portugal and two international experiences in Luxembourg and the United Kingdom, which can be renewed annually until the end of 2018. In parallel, the Programme's regulation states that new projects can be financed for the years 2017 and 2018, and it is estimated that the number of projects financed can reach 130 by the end of 2018.

In total, the programme is present through 54 Portuguese municipalities, mobilizing more than 840 partner entities among municipalities, parish councils, school groups, commissions for the protection of children and young people at risk, the Institute for Employment and Vocational Training (IEFP) associations of immigrants, and private institutions of social solidarity, among others.

#### *INOV Contacto* (INOV Contact)

Due to the high unemployment rate among young people throughout Europe, these measures were designed and adopted to promote job creation and combat marginalization and exclusion of young people who are unemployed and young people who are not working or inserted the education and training system.

The INOV Contact programme is both a Social and Youth and a Labour Market Sector policy.

The INOV Contact Programme - International Internships for Young Personnel - is a project that aims to support the training of young people until 30 years old with a higher qualification in an international context, as well as to enable the transmission of information among participants in the programme through an informal network of

knowledge and a growing network of international contacts: a network contacto.

It is an initiative promoted, managed and executed by AICEP (*Agência para o Investimento e Comércio Externo de Portugal* - Portuguese Agency for Investment and Foreign Trade), and supported by the European Union / ESF / POISE inserted in the National Plan for the Implementation of a Youth Guarantee (PNI - GJ).

INOV Contact Programme is open to Portuguese and foreign entities. Portuguese companies with structures in Foreign Markets, Multinational companies, Non-Governmental Organizations and Multilateral Organizations.

### **3.2 Lifelong learning policies in Alentejo Litoral**

Alentejo Litoral is an administrative region located near the Atlantic sea in the southwestern part of Portugal. Alentejo Litoral includes five municipalities and has a population of 95410 inhabitants in 2016. Since 2013, and under the supervision of the Intermunicipality Community of Alentejo Litoral, the five municipalities joined together to promote an integrated development strategy between 2014-2020 which includes, among others, LLL and employment initiatives.

The population of this region is rather old when compared to the national one (the ageing index for 2015 is 201,0, compared to 146,9 for the country as a whole) ([www.pordata.pt](http://www.pordata.pt)). Despite these values, the region reveals a higher capacity to attract new inhabitants than the country as a whole: the attraction rate of new residents in Alentejo Litoral is 7,33, while the average in the country is 2,04 (Câmara Municipal de Odemira, 2015). Most of these new residents are non-Portuguese, which explains that in 2015, 7.5% of the population in the region is migrant,

contrasting with 3.8% at the national level ([www.pordata.pt](http://www.pordata.pt)). Presently, 9,8% of the region population is composed of young adults aged between 20 and 29 years old. Alentejo Litoral being an “ageing territory”, it is quite surprising that the difference between the percentage of this age group in the region and in the national level (10,7%) is only 1 pp.

Mapa 1. Território abrangido pelo Alentejo Litoral na preparação do período 2014-2020



Located in one of the less developed regions in Portugal (Alentejo), Alentejo Litoral showed from 1995 until 2010 a trajectory of economic growth. Between 2000 and 2010, the region presented a variation of GDP per capita of 46% against 30,5% in whole country, mainly due to economic specialization and employment attractiveness (CCDRAlentejo, 2015).

In economic terms, Sines and Odemira are the most important municipalities and constitute the two cores of the region. Sines city has one of the biggest deep water harbours in Europe and a very dynamic industrial, logistics zone where many national and international firms are located. In 2014, the harbour had a turnover of 37,6 million tonnes and 1,23 million TEU. Some research and development centres associated with the energy and sea economies are also located at Sines. If industry

is the main economic activity in Sines, agriculture is the main economic activity in Odemira, where many national and international firms using innovating methods are producing agricultural products for exportation. Another important economic activity is tourism. In recent years, several high quality tourism enterprises have been created, which represent an important arena for youth employment.

The five municipalities are strongly linked in economic terms, constituting a regional labour market with intensive mobility flows based on a polycentric urban area (Ramos, 2014).

### **Vocational Education**

Three of the oldest Professional Schools in the country are located at Alentejo Litoral: Professional School for Rural Development of Grândola (Escola Profissional de Desenvolvimento Rural de Grândola), the Educational and Entrepreneurial Center of Sudoeste Alentejano (Centro Escolar e Empresarial do Sudoeste Alentejano, S.A.) located in Odemira, and the Technological School of Alentejo Litoral (Escola Tecnológica do Alentejo Litoral), located in Sines.

Grândola's Professional School for Rural Development is a public school. It was created in 1990 by a public secondary school, a local agricultural association, an agricultural and consumer cooperative and a local mutual agricultural bank. In 2015/2016, 153 students were enrolled in the school. In the school year of 2016/2017, the school offers three professional courses oriented towards agriculture and tourism for students who attend the school for the first time.

The Educational and Entrepreneurial Centre of Sudoeste Alentejano (Centro Educativo e Empresarial do Sudoeste Alentejano) is a private school. It was created in 1990 by Odemira Foundation. Nowadays, the school belongs to Arméria – Mira's

business group, and to Mira's Beneficiaries Association. In the school year 2016/2017, the school offers five courses for students who attend the school for the first time. Two of these courses are oriented to the industry sector, one to services and the other two to the tourism sector.

The Technological School of Alentejo Litoral (*Escola Tecnológica do Alentejo Litoral*) is a private school. It was also created in 1990 by three companies belonging to the Neste Chemicals business group. Currently, the school belongs to an association constituted by three private companies, two public companies, two municipalities and a local business and innovation centre. In 2016/2017, the school offers six courses to the students who attend the 10<sup>th</sup> grade for the first time. Five of these courses are oriented to the industry and one to the services.

Professional courses are also delivered by public and private secondary schools. In the school year 2016/2017, six courses are being offered by secondary schools to students attending the 10<sup>th</sup> grade, all oriented to the services sector.

A more detailed analysis of these vocational education provision will be developed in Young Adulllt work packages 4, 5 and 6. However, some general data can be presented here. In the school year 2014-2015, 918 students were enrolled in professional courses. This corresponds to 30,5% of the upper secondary education students in the region.

Official data from the Ministry of Education and Science (DGEEC, 2015) for 2013-2014 show that 25% of the students attending vocational education in the functional region were 18 or more years old; 62,6% had parents with the 9<sup>th</sup> grade or less and only 10,4% had parents with tertiary education. The majority of these students were from working class families (79%) and 15,6% were foreign students. In what

concerns their educational trajectory, 66,6% had failed at least once and 6,6% had dropped out.

### **Vocational Training**

With respect to vocational training measures aimed at fighting unemployment, we focus on apprenticeship courses, modular training and adult education and training courses, mainly those delivering a professional certification.

In Alentejo Litoral, apprenticeship courses are delivered by public training belonging to the Institute of Employment and Training. In the school year 2016/2017, two courses were offered to the students attending the 10<sup>th</sup> grade, both oriented to the industry sector. According to official data, in the school year 2014-2015, 149 trainees attended apprenticeship courses in this functional region.

As stated before, between 2011 and 2015 modular training was the most important instrument of public policy for unemployed adults. During this period, modular training targeted at the unemployed was almost exclusively provided by public training centres under the *Vida Ativa* programme. In the school year 2014-2015, no modular training was provided by any school in Alentejo Litoral, and the same situation occurs in the current school year.

A deeper analysis about modular training provided by the regional public training centres will be developed in the future, as there are no official data available for the region.

Adult Education and Training Courses are the last vocational training policy measure analysed in this report. With the newly elected (2015) Socialist Government, Adult

Education and Training Courses delivering an academic and a professional certification replaced modular training as one of the most important measures targeted at unemployed adults. In Alentejo Litoral, these courses are based in public training centres, while Adult Education and Training Courses, delivering only an academic certification, are provided both by public and private schools. In the school year 2014-2015, 439 adults were enrolled in Adult Education and Training Courses in schools of the region. This school year, four new courses are being provided by public schools in the functional region.

In what concerns Professional Adult Education and Training Courses, eight courses will be launched during 2016, located at public training centres. Five of these courses are for the industry sector, two for the services and one for handcraft activities. Unlike what happens with the academic courses, no official data are available at the regional level for these courses. A deeper analysis of this training provision will need to be developed in future.

### **Local Contracts for Social Development**

The Contrato Local de Desenvolvimento Social CLDS-3G Viver + Sines (Local Contracts for Social Development) is a community intervention project that aims to promote the socio-professional inclusion of the residents in the municipality of Sines, in a multisector, integrated and multidisciplinary way, through actions to be implemented in partnership. It is focused on integration, equity and social cohesion, on training programmes, on increasing the skills of individuals and empowering the community, in order to fight unemployment and poverty, especially children's. It started in December 30, 2015 and it will be concluded up until December 30, 2018.

Santa Casa da Misericórdia de Sines (Sines Charity) is the Local Coordinating Entity and Coops Sines em Rede - SER and Espiga are the executive agencies, with the



support from the Municipality of Sines. Funding is assured by the European Social Fund (Fundo Social Europeu - FSE) through Operational Programme for Social Inclusion and Employment (*Programa Operacional da Inclusão Social e Emprego – POISE*) of Portugal 2020, promoted by the Portuguese government, through the Social Security Institute (Instituto da Segurança Social, I.P.)

Its main axes are:

- Axis I: Employment, Training and Qualification.
- Axis II: Parent and Family Intervention, prevention of child poverty.
- Axis III: Empowerment of Community and Institutions.

SER COOP is responsible for all the actions in Axis 1 - Employment, Training and Qualification. This axis aims, among other objectives, at promoting the socio-professional integration of the unemployed and stimulating the entrepreneurial skills of the general population.

Axis 1 Activities:

- Job search support office
- ICT, active job search and entrepreneurship workshops
- Job Bank CLDS 3G Viver + Sines – [www.facebook.com/CLDS3GSines](http://www.facebook.com/CLDS3GSines)
- Dissemination of active job measures
- Sines' employment and entrepreneurship fair
- Support to entrepreneurs in hiring human resources
- Vocational guidance for young people
- Raising awareness about young people's entrepreneurship
- Tourist guide - Porto Covo

Axis 2 is about intervention in families and parenthood, focusing on the prevention of child poverty. Actions are based on the promotion of children and young people's skills, particularly through the promotion of health and sport.

Axis 2 Activities:

- SER [being a] Child - recreational, educational, cultural, artistic, sports and science workshops.
- Pro-health coaches – promotion of healthy lifestyles and prevention of substance abuse among young people.
- Cyber bullying plan - cyber bullying prevention activities.
- Active Youth Network - non-formal education sessions on personal and citizenship skills.

The *Rede de Jovens Ativos* (Active Youth Network) is a non-formal education programme on topics such as human rights, gender equality, dating violence, intercultural dialogue, among others. The aim is that young people may use their networks of influence and implement campaigns for other youngsters and the community in general.

This Local Contract for Social Development will be further explored in Young Adulllt work packages 4, 5 and 6, mainly in what concerns the Active Youth Network and other activities where young adults are involved.

### **3.3. Lifelong Learning Policies in Vale do Ave**

The Vale do Ave region is located in the North-western part of Portugal, and includes eight municipalities alongside the river Ave. The institutional association of these

municipalities constitutes the Intermunicipal Community of Vale do Ave, a regional public entity created in 2009 in order to promote and manage intermunicipal projects on the euro-region NUTIII Ave.



Image: Vale do Ave Intermunicipal Community and its location in Portugal

The Intermunicipal Community of Vale do Ave encompasses an area of 1541 km<sup>2</sup>, with a total population of 419,119 inhabitants ([www.pordata.pt](http://www.pordata.pt)), corresponding to a density of about 275 hab./Km<sup>2</sup>, one of the highest in the country. The population of this region is relatively young in the national context (ageing index for 2015 is 115.7, compared to 146.9 for the country as a whole), but growth rates are in decline, accompanying the national tendency. Presently 69.9% of the region population is between 25 and 64 years old and 16.1% is over 65 years old. In terms of immigration, only 0.8% of the population has non-Portuguese nationality, contrasting with 3.8% found at the national level ([www.pordata.pt](http://www.pordata.pt)).

The Vale do Ave is one of the largest and oldest industrial regions of the country, with roots on ancient flax processing traditions that evolved to industrial textile production (mainly flax and cotton based) from the mid-19<sup>th</sup> century onwards (Alves, 2002), mostly export oriented. The strong Vale do Ave industrial vocation is confirmed by the industry's share in the total economic activity in terms of persons employed (48%), turnover (50%) and especially in terms of Gross Value Added (56%), percentages that are more than double of the national ones. Manufacturing is the main economic activity in five of the eight municipalities of Vale do Ave and it is strongest in the three municipalities located in the West (Vizela, Vila Nova de Famalicão and Guimarães) (Silva, 2014). In the three municipalities to the East, agriculture is the main economic activity. Despite its industrial vitality, the average monthly income of the region's active population is considerably lower than national average: €849.90 in Vale do Ave against €1,093.80 at the national level, for the year 2014 (INE, 2015a). In terms of GDP per capita, the Vale do Ave region is approximately 20% below the national average, which is €20,612 (data for 2013) (INE, 2015b).

### **Vocational Education and Training offer**

The vocational education and training (VET) provision in Vale do Ave functional region is more concentrated in the municipalities of Guimarães and Vila Nova de Famalicão.

Guimarães is the head municipality of the functional region and, together with Vila Nova de Famalicão, the most industrialized in the Vale do Ave. The VET provision reflects just that, as it is where most of it is concentrated.

The VET provision is delivered both in public and private schools and the Institute of

Employment and Training's provision is residual. Only one course is currently offered by the Institute of Employment and Training, in Guimarães, and it is Modular Training for Salespersons. The major provision in Vale do Ave are professional courses and the public secondary schools collect the most part of the courses and training.

In terms of VET, Vale do Ave offers Professional Courses (*Cursos Profissionais*), Courses of Education and Training of Young People (*Cursos de Educação e Formação de Jovens – CEF*), Second-Chance Formal Secondary Education (*Ensino Secundário Recorrente*), Modular Training Units (*Formação Modular*), Adult Education and Training Courses – School or Double Certification (*Cursos de Educação e Formação de Adultos - EFA Escolar, EFA Dupla Certificação*), and Portuguese Courses for Non Portuguese Speakers of Other Languages (*Formação de Português para Falantes de Outras Línguas*). Currently, Vale do Ave does not offer Training in Basic Skills (*Formação em Competências Básicas*) nor Apprenticeship Courses (*Cursos de Aprendizagem*). This functional region has three Centres for Training and Vocational Education (*Centro para a Qualificação e o Ensino Profissional – CQEP*).

In Vale do Ave, and according to the Ministry of Education and Science (DGEEC, 2015), in the school year 2013/2014, 10,1% of the vocational courses students were 18 or more years old. In this functional region, the most expressive age for these students is 16 years old (34,4%). The most part of vocational courses students are girls (57,8%), contrary to what happens in the regular school (41,8%). These students' families have rather low qualifications, as 64,3% have only studied until 9<sup>th</sup> grade, and are mostly factory workers, artisans and similar.

The majority of the vocational courses students come from working class families (62,2%) and 5,7% are foreign students. In what concerns their educational life and

trajectory, 6,3% are working students, 33,3% have failed at least once and 2% have dropped out. The main reason for dropping out was for getting a job and economic independence.

Outside school, these students take part in activities such as associations and sports clubs (28,7%) and religious groups or organizations (18%). Employability rates were the decisive feature in choosing a given course (25,3%).

### **CLDS 3G Famalicão**

This project runs from January 2016 to December 2018. It is sponsored by the city council of Vila Nova de Famalicão and is coordinated by the regional development agency of the Vale do Ave (*Agência de Desenvolvimento Regional do Vale do Ave - ADRAVE*). It results from a contract established between these two entities and the Portuguese Social Security.

Its goals include to promote the social inclusion of citizens through actions aimed at enhancing employability, fighting extreme poverty – particularly child poverty – and social exclusion in vulnerable territories, namely through the empowerment of communities and their institutions.

It follows from the 2013-2015 Social Development Plan of Famalicão, which was grounded in three strategic priorities: the initial qualification of children and youngsters; employability and lifelong learning of the active population; promotion of health and reduction of social vulnerability among the most deprived groups and territories.

The project is organised in three axes:

Axis 1 – Employment, training and qualifications

Goal: until the end of the project, in 70% of the territories of the Parish Councils there

will be agencies focused on promoting social inclusion through employment, professional training and qualifications, aimed at the unemployed and at the integration in the labour market of the youngsters in compulsory schooling.

Axis 2 – Intervention in families and in parenthood in order to prevent child poverty

Goal: until the end of the project, in 80% of the territories of the Parish Councils, children and families will be offered support and intervention agencies and models.

Axis 3 – Empowerment of the community and its institutions

Goal: until the end of the project, 15% of local associations (sports, cultural, youth, environmental, parents, etc.) will be involved in processes of community and organisational development.

We conclude this section presenting a table that summarizes some of the most relevant socio-educational data that enables a contrast between the two functional regions analysed, and also their comparison with the average values for Portugal.

Table 11: Characterization of the two FRs in the Portuguese context

<b>Portugal</b>	<b>Vale do Ave</b>	<b>Litoral Alentejano</b>	<b>Indicators</b>	
10 341 330	419 119	95 410	<b>Inhabitants (2015)</b>	<b>Population</b>
3,7%	0,8%	7,1%	<b>Migrants (2015)</b>	
69,5%	77,4%	75,1%	<b>Population <i>without</i> upper secondary education (2011)</b>	<b>Education</b>
			<b>Number of schools and training centres (2014)</b>	
1.469	56	20	From primary to lower secondary	
958	31	3	Upper secondary	
(no data)	(no data)	5	Professional schools	

293 (no data) (no data)  17,4%	6 (no data) (no data)  no data available (a special request is needed) (19% in the North region)	1 1 1  no data available (a special request is needed)	Tertiary Education Training Centres Business innovation centre  <b>School without certificate</b> (2014)  <b>School failure rate</b> (2011)	
55,9%	58,5%	52,4%	<b>Activity rate overall</b> (2011)	<b>Employment and labour market</b>
37,6%	41,1%	39,9%	<b>Youth [15-24] activity rate</b> (2011)	
48,5%	50,0%	47,1%	<b>Employment rate overall</b> (2011)	
27,1%	32,1%	30,4%	<b>Youth [15-24] employment rate</b> (2011)	
13,2%	14,6%	10,9%	<b>Unemployment rate overall</b> (2011)	
27,9%	21,9%	23,8%	<b>Youth [15-24] unemployment rate</b> (2011)	
12,3%	14,6%	11,4%	<b>Youth registered as unemployed at the Employment Centres in % of all</b>	



13,9%	no data available (a special request is needed)	no data available (a special request is needed)	<b>unemployed</b> (December 2015)  <b>NEET (15-34 years old)</b> (1 <sup>st</sup> semester of 2016)  <b>Employment by economic sector</b> (2011) (%) Primary Secondary Tertiary  <b>Level of qualification of employed population</b> (2013) (%) 1 <sup>st</sup> cycle Basic (grade 4) 2 <sup>nd</sup> cycle Basic (grade 6) 3 <sup>rd</sup> cycle Basic (grade 9) Secondary (grade 12) Tertiary (higher education degree)	<b>Employment and labour market</b>
3,1	1,5	11,7		
26,5	49,7	24,8		
70,5	48,8	63,5		
14,9	18,6	16,4		
16,0	25,7	14,0		
26,0	27,5	29,0		
25,0	18,3	27,7		
17,9	9,7	12,6		

## 4. Analysis

CLDS 3G is a 3rd generation Local Contract for Social Development. Local Contracts for Social Development are policy initiatives that were created in 2007 in order to assist municipalities in fulfilling their crucial role in local social intervention. The CLDS then, are social planning instruments that seek to increase social cohesion throughout the Portuguese national territory, promoting social change in the more deprived areas of the country. They are financed both by Portuguese and European funds. They focus on four areas:

- Employment, training and qualification;
- Intervention in families and in parenthood;
- Empowerment of communities and their institutions;
- Information and accessibility.

As outlined above, the CLDS (Local Contracts for Social Development), launched in 2007, are a form of territorialised social intervention. They are part and parcel of the fairly recent, ongoing process that Hamzaoui (2005) refers to as the territorialisation of the social, which in its turn is accompanied by a globalization – and deterritorialisation – of the economy.

This deterritorialisation entails an important transformation in terms of the ways social issues are dealt with. For one, it encompasses a significant change in the relationship between the State, society and the market, as new social agents such as private firms, NGOs, and not-for-profit service providers are increasingly called upon to share the activity of governing with the State (and even with international organizations). That is, the borders between the State, civil society and the market become increasingly blurred, as the rule of the State is now also imposed through civil society agents. Or, perhaps, civil society agents increasingly make use of the

State to implement their private agendas, as, in this new mode of operation, the pressure groups, self-interest and social networks may take the upper hand in the policy making process. In either case, it seems clear that public policies are progressively taking on a bottom-up approach, as opposed to the traditional top-down approach (Ruivo, 2002; Ferreira, 2008). This change is frequently described as the passage from a government to a governance model (Peter, 2001; Geddes, 2005). According to Geddes, this move involves three associated processes: “a widespread adoption of new public management and public-private partnerships; [the] involvement of organised local associations, interest groups and private actors in policy partnerships; and the introduction of new forms of citizen involvement” (2005: 361). Governance, then, consists of “a flexible pattern of public decision-making based on loose networks of individuals. The concept conveys the idea that public decisions rest less within hierarchically organized bureaucracies, but take place more in long-term relationships between key individuals located in a diverse set of organizations located at various territorial levels” (Peter, 2001: 9).

Defining the common good, then, is perhaps now trickier than ever. To be sure, these very fundamental changes bring about new dilemmas for political activity, be they of a managerial or a democratic nature.

Indeed, while this move to a governance model may emerge, in the current rhetoric (or *imaginaries*, should we use the language of Cultural Political Economy) of individualism and entrepreneurship as eminently positive, it is nonetheless true that while in the inclusive society model social policies had an essentially redistributive, solidary, universal, and deterritorialized nature, they now tend to be based on the principles of risk management and individual responsibility, promoting the accountability, implication and activation of the beneficiaries.

Writing from an essentially critical perspective which addresses the type of problems that the CLDS deal with, Castel argues that the core of the new social question lays in the degradation of the condition and the status of the salaried worker – and of the salaried society (2003: 368). Indeed, work, the main integration instrument in the inclusive society, undergoes three processes that transform its status:

- a) a progressive destabilization of previously stable segments of the working class and of the lower strata of the middle class;
- b) a descent into precariousness of significant portions of the population, as result of the increase of unemployment and temporary employment;
- c) a shortage of occupable places, generating masses of virtually unemployable supernumeraries (Castel, 2003: 387-389).

As instruments such as CLDS finely illustrate, social policies now tend to dissolve a universal criterion of justice, based on the notion of equal justice for all, and pave the way for differentiated, local criteria, produced and applied in a range of social and economic exchanges circuits<sup>1</sup>. For Hamzaoui (2005), these differentiated, territorialised social policies are paradoxical in the sense that they claim to wish to activate the social sphere through summoning solidarity and networks of different agents while, at the same time, they are required objective-based management and are evaluated by and large through efficacy criteria. Also, they are paradoxical in the sense that they envisage social problems as local problems when, in fact, the underlying factors leading to precariousness are global. Therefore, it is possible to see them as technical instruments of prevention and risk management rather than strategies aimed at promoting solidarity and social justice.

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<sup>1</sup>In their current format, CLDS can focus on a maximum of 4 pre-defined areas (Employment, training and qualification; Intervention in families and in parenthood; Empowerment of communities and their institutions; Information and accessibility). Locally, however, agencies can choose in which of these areas they are going to act, and how they will do it.

On a more positive tone, it can be argued that in a deterritorialised, governance model, the local acquires value as the vital arena for structuring social relationships, with national territories no longer being the unit of measure for regulation processes. In this context, local action emerges as a possible response not only to social and economic problems, but also as a form of resistance to the degradation of the conditions in which some social rights are enjoyed (Rodrigues & Stoer, 1994: 175-182). Thus, local action requires local actor's participation. As Menezes argues, "Participation in decision-making, the feeling of control and autonomy, the exercise of leadership and influence are central features of change oriented intervention" (2007: 111). Community groups, social movements, and local associations are the main actors of local action, but also companies, the Church and public institutions.

It is difficult to assess the effects of the lifelong policies mapped in this report in young adults' life course. The national available data presented just give us a quantitative blurred picture of the transition to work at the end of the VET courses while nothing is told about young people's biographical experiences.

Individuals' life course is inextricably linked to the passage of time and related to the different institutions and contexts of regulation (the education and training system, employment, social security) and individuals' choices and decisions. As stated by Heinz, Huinink, Swader, and Weymann (2009: 18) life phases and transitions are "structured in a reciprocal process of political, social and economic conditions ("historical time", welfare state regulations and provisions ("institutional time"), and biographical decisions and investments concerning shifting living circumstances ("individual time"). However, the process of structuring those life phases and transitions entails a state of a growing tension between the structuring influence of institutions and the processes of individualization and "individual accountability".

The linear and standardized model of transition to adulthood in general and to work in particular typical of Fordist industrial societies was based on an expected sequence of transitions: the ending of schooling was followed by the integration into the labour market, the financial and housing autonomy, and the constitution of a new family. Life course was sequential and predictable for the vast majority of individuals, and youth transitions were a linear and homogeneous status passage to adulthood (Walther, 2006: 121).

In the last decades, the hegemony of "flexible accumulation" and its repercussions on labour relations and the structure of employment and skills and (Harvey, 2000), the degradation of salaried society (Castel, 2003), the increase in compulsory education and the social demand for education, the change in lifestyles and values have led to intense changes in youth transitions. They have become more prolonged, complex, fragmented, de-standardized and reversible (Pais, 2001, Brannen e Nilsen, 2002 Walther, 2006, Bradley and Devadason, 2008). Youth transitions are now being mediated by risk, unpredictability, precariousness and individualization.

This new reality opens up an endless field of opportunities, combinations, and experiences that test young people's ability to make their own decisions. But it also gives rise to "black holes", situations where young people, are not integrated into some or even any of the most important social spheres (education, employment, training or family), plunging into processes of social exclusion. Lifelong learning policies mapped in this report try to tackle these "black holes". Training and vocational education policies are the "magic solutions" to deal with young adults' unemployment and early school leaving, reducing as Walther (2006: 129) argues social integration to labour market integration and providing them with an institutionalized status: student, trainee or employed worker. Furthermore, the compulsory attendance of some of these VET provisions for unemployed receiving

unemployment benefit deeply questions the assumption of individual choice and decision making and emphasizes the complex relationships between agency and structure.

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(Employment and Training Public Institute)

<https://www.iefp.pt/>

- Cursos Profissionais

(VET)

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- Cursos de Aprendizagem

(Apprenticeship Courses)

<http://dre.pt/pdf1s/2008/12/24500/0896008967.pdf>

- Formação Modular:

(Modular Training)

<http://dre.pt/pdf1sdip/2008/03/04800/0145601470.pdf>

- Cursos de Educação e Formação de Adultos

(Adults Training and Education Courses)

<http://dre.pt/pdf1sdip/2008/03/04800/0145601470.pdf>

- Contratos Locais de Desenvolvimento Social 3G

(Local Contracts for Social Development 3rd Generation)

[http://www.seg-social.pt/documents/10152/39283/PORT\\_396\\_2007/ae40d3af-b35a-418d-9a36-00554dddee24](http://www.seg-social.pt/documents/10152/39283/PORT_396_2007/ae40d3af-b35a-418d-9a36-00554dddee24)

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(Professional School for Rural Development of Grândola)

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- Centro Escolar e Empresarial do Sudoeste Alentejano, S.A.

(Educational and Entrepreneurial Center of Sudoeste Alentejano)

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- Escola Tecnológica do Litoral Alentejano

(Technological School of Litoral Alentejano)

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## APPENDIX

Table 1: *Cursos Profissionais* (Professional courses)

EDP	<b>Sector orientation</b> (i.e. LMP, EDP, SYP)
Vocational education, as a schooling path of upper secondary school level for those students who do not wish to proceed to an upper secondary education academic path. They aim at preventing early school leaving and youth unemployment.	<b>Objectives/ problems which LLL policy intends to tackle in this sector (e.g. youth employment, ESL, NEET, exclusion etc.)</b>
Young people having finished basic education of nine years (or equivalent) and looking for a practical education aimed at the labour market, but nonetheless leaving the door open to further academic studies.	<b>Target group (e.g. age, gender, migration status etc.)</b>
Modular vocational courses enabling more flexibility and respect for individual learning needs. Curricula composed of 3 training areas: sociocultural, scientific and technical. The last one includes a curricular internship (formação em contexto de trabalho) of 420 hours.	<b>Solution proposals</b>
Schooling young people not interested in continuing in the regular educational system; promoting the achievement of compulsory education and avoiding early school leaving; reaching the benchmark of 50% of students enrolled in upper secondary VET provisions.	<b>Underlying success criteria</b>
Long-term measure.	<b>Time horizon (i.e. short-, medium, or long-term)</b>
This is a State run measure, executed by public or private professional schools and public or private secondary schools in association with companies, NGO or other private or public institutions where the	<b>Governance regime (e.g. primary actors, state run etc.)</b>

internship occurs.	
State funding and European Social Fund (direct funding). Companies or other types of institutions where the curricular internships take place (indirect funding).	<b>Funding source (e.g. unions, corporations, firms, etc.)</b>
The courses are proposed by the schools and approved by the Ministry of Education. They must be chosen from the Catálogo Nacional de Qualificações (National Qualification Catalogue).	<b>Other</b>

Table 2: *Cursos de Aprendizagem* (Apprenticeship Courses)

Education Policy and Labour Market Policy as VET is part of the educational system. This measure is considered as an active employment policy.	<b>Sector orientation (i.e. LMP, EDP, SYP)</b>
Integrating school and work-based learning to qualify ESL, youngsters at risk of dropout and young unemployed registered in job centres.	<b>Objectives/ problems which LLL policy intends to tackle in this sector (e.g. youth employment, ESL, NEET, exclusion etc.)</b>
Young people under 25 years old with the 9 <sup>th</sup> grade (ESL).	<b>Target group (e.g. age, gender, migration status etc.)</b>
VET in work-linked schools, with groups between 15 to 20 pupils and a modular curriculum structure. Curricula composed of 4 training areas: sociocultural, scientific, technological and practice (training in work context).	<b>Solution proposals</b>
Providing ESL with vocational qualification and certification, adapted to the regional labour market, reducing the youth unemployment	<b>Underlying success criteria</b>
Long-term measure.	<b>Time horizon (i.e. short-, medium, or long-term)</b>

This is a State run measure, executed by public training centres in association with companies and other types of private or public institutions where the training in work context takes place	<b>Governance regime (e.g. primary actors, state run etc.)</b>
State funding and European Social Fund (direct funding).	<b>Funding source (e.g. unions, corporations, firms, etc.)</b>
The courses must be approved by the Institute of Employment and Vocational Training (IEFP), which also defines each year the training areas to focus on, depending on the dynamics of the labour market.	<b>Other</b>

Table 3: *Cursos de Educação e Formação de Adultos* (Adult Education and Training Courses)

Education Policy Sector and Labour Market Policy as VET is part of the educational system. These courses are part of an active employment policy, namely in the case of double certification courses.	<b>Sector orientation</b> (i.e. LMP, EDP, SYP)
To increase educational and/or professional certifications; to reintegrate adults' unemployed in the labour market or to support adults' progress in the labour market.	<b>Objectives/ problems which LLL policy intends to tackle in this sector (e.g. youth employment, ESL, NEET, exclusion etc.)</b>
Adults in a working age, employed or unemployed, with less than compulsory education.	<b>Target group (e.g. age, gender, migration status etc.)</b>
Modular curriculum structure enabling more flexibility and answering to individual learning needs.  Curricula composed of 2, 3 or 4 education/training areas according to the type of course. The mediator is responsible for, among other tasks, ensuring the monitoring and the educational, social	<b>Solution proposals</b>

and personal guidance of the adult trainees. Groups of no more than 25 adult trainees.	
Generalization of secondary education as the lower qualification level of the population and reducing unemployment.	<b>Underlying success criteria</b>
Long-term measure.	<b>Time horizon (i.e. short-, medium, or long-term)</b>
This is a State run measure, executed by public or private schools and VET centres.	<b>Governance regime (e.g. primary actors, state run etc.)</b>
European Social Fund and State funding (direct funding). Companies where the curricular internships take place (indirect funding) in the case of Professional Adult Education and Training Courses.	<b>Funding source (e.g. unions, corporations, firms, etc.)</b>
The courses promoted by regular schools must be approved by the Ministry of Education. Courses promoted by public and private training centres must be approved by the Institute of Employment and Vocational Training (IEFP).	<b>Other</b>

Table 4: *Formação Modular* (Modular Training Units)

Education Policy Sector, as VET is part of the educational system, and Labour Market Policy. This provision is considered an active employment policy.	<b>Sector orientation (i.e. LMP, EDP, SYP)</b>
Modular training units foster adults' acquisition of educational and professional skills, with a view to the (re) integration and progress in the labour market.	<b>Objectives/ problems which LLL policy intends to tackle in this sector (e.g. youth employment, ESL, NEET, exclusion etc.)</b>
Adults without adequate qualification to enter or progress in the labour market and, as a priority, to	<b>Target group (e.g. age, gender, migration status etc.)</b>

those who have not completed basic or secondary education.	
Modular training units, composed of short training units, chosen by the adult trainees, organized in groups of no less than 15 and no more than 30.	<b>Solution proposals</b>
To promote the qualification of the working population, both employed and unemployed.	<b>Underlying success criteria</b>
Long-term measure.	<b>Time horizon (i.e. short-, medium, or long-term)</b>
This is a State run measure, executed by schools, higher education institutions, training centres, municipalities, unions, companies, local or regional associations as long as certified by the National System of Qualifications.	<b>Governance regime (e.g. primary actors, state run etc.)</b>
European Social Fund and State funding.	<b>Funding source (e.g. unions, corporations, firms, etc.)</b>
	<b>Other</b>

Table 5 : *Contratos Locais de Desenvolvimento Social* (Local Contracts for Social Development)

Labour Market, Social and Youth Policies.	<b>Sector orientation (i.e. LMP, EDP, SYP)</b>
The CLDS programme aims to promote the social inclusion of citizens and to fight persistent poverty and social exclusion in deprived areas.	<b>Objectives/ problems which LLL policy intends to tackle in this sector (e.g. youth employment, ESL, NEET, exclusion etc.)</b>
Territories affected by unemployment, critical child poverty, by natural catastrophes or with mostly aged population.	<b>Target group (e.g. age, gender, migration status etc.)</b>
Actions: 1) creating circuits of production, marketing and selling of local and regional products; 2) facilitating instruments for people's access to public services at a local level; 3) offering social economy institutions the implementation of shared services in	<b>Solution proposals</b>

order to achieve a greater rationality of resources and effective management; 4) promoting partnerships in order to increase employability, fight critical poverty situations, particularly among children, social exclusion of vulnerable territories, aged or hit hard by disasters; 5) active inclusion of people with disability and incapacity, as well as empowering the institutions.	
Accomplishing the aims identified in Local Social Development Plans, designed by the Local Social Action Councils, after conducting a social diagnosis of the municipality.	<b>Underlying success criteria</b>
Medium-Term Measure.	<b>Time horizon (i.e. short-, medium, or long-term)</b>
State run measure executed by local organizations, under the supervision of the municipalities.	<b>Governance regime (e.g. primary actors, state run etc.)</b>
State funding and the Social European Fund.	<b>Funding source (e.g. unions, corporations, firms, etc.)</b>
	<b>Other</b>



Table 6: *Programa Escolhas* (Choices Programme)

Social and Youth Policies	<b>Sector orientation</b> (i.e. LMP, EDP, SYP)
It aims to strengthen support for the mobilization of local communities to create social inclusion projects for children and young people from the most vulnerable socio-economic contexts. It has thus grown into account the risk of social exclusion of the target public, namely the descendants of immigrants and ethnic minorities.  The priority areas are: school inclusion and non-formal education, vocational training and employability, community and citizenship promotion, digital inclusion and entrepreneurship and empowerment.	<b>Objectives/ problems which LLL policy intends to tackle in this sector (e.g. youth employment, ESL, NEET, exclusion etc.)</b>
Children and young people until 30 years old, namely the descendants of immigrants and ethnic minorities.	<b>Target group (e.g. age, gender, migration status etc.)</b>
Enhance the development of activities in the field of combating failure and dropout, support job creation, referral to vocational training, combat info-exclusion, development of an entrepreneurial spirit, energizing exercise opportunities of full citizenship, support the training of dynamic and empowerment of young people, as well as greater co-responsibility of the family in the development process of children and youth.  The programme is based on a model of participated involvement of local consortia, ensuring the coordination of responses, co-responsibility and sustainability of the dynamics initiated.	<b>Solution proposals</b>
	<b>Underlying success criteria</b>
Short-term policy.	<b>Time horizon (i.e. short-,</b>

Currently 2016-2018.	<b>medium, or long-term)</b>
State run measure, with the support of other entities.	<b>Governance regime (e.g. primary actors, state run etc.)</b>
State and European funding.	<b>Funding source (e.g. unions, corporations, firms, etc.)</b>
National	<b>Level</b>
The projects have a minimum period of two years and a maximum of three, being renewed annually when obtained positive opinion of the programme's National Coordinator.	<b>Special features</b>
The Choices Programme was created in 2001 and is now on its 6 <sup>th</sup> generation.	<b>Other</b>

Table 7: *INOV Contacto* (INOV Contact)

Social and Youth Policies and Labour Market Policies	<b>Sector orientation</b> (i.e. LMP, EDP, SYP)
<p>Contribute to the competitiveness of enterprises, providing young cadres of additional training in international markets by developing projects and studies in the field of export and internationalization, as well as the experience and temporary experience in foreign markets.</p> <p>Promote the development of young boards' skills through paid work experience, and to prepare and facilitate their entry into the labour market by improving their skills and entrepreneurial motivation.</p> <p>Supporting the export and internationalization of companies and create an additional and updated information network on international markets and sectors.</p> <p>To train young boards in the field of internationalization through its effective integration, for a limited period of time, in foreign markets.</p> <p>Enable the integration of young trainees in host companies abroad or in Portugal, with a lasting nature. Address shortcomings of specialized staff in the areas of export and internationalization of enterprises through the development of relevant skills.</p> <p>Develop studies and concrete projects in the field of exports, foreign investment and internationalization of Portuguese companies.</p> <p>Collect and systematize information on the international markets.</p>	<p><b>Objectives/ problems which LLL policy intends to tackle in this sector (e.g. youth employment, ESL, NEET, exclusion etc.)</b></p>
<p>Young people NEET until 30 years old with a higher education degree, speaking at least English.</p>	<p><b>Target group (e.g. age, gender, migration status etc.)</b></p>

Recognition of the length and complexity of the transition between paths of education and work and adult life.	<b>Solution proposals</b>
Raise employability amongst higher graduated young people NEET; support the internationalization of the Portuguese economy	<b>Underlying success criteria</b>
Long-term policy	<b>Time horizon (i.e. short-, medium, or long-term)</b>
State run measure, with the support of other entities.	<b>Governance regime (e.g. primary actors, state run etc.)</b>
State and European funding	<b>Funding source (e.g. unions, corporations, firms, etc.)</b>
National	<b>Level</b>
	<b>Special features</b>
This measure emerges from the Recommendation for a Youth Guarantee ( <i>Garantia Jovem</i> ).	<b>Other</b>



young adult 

**Work Package 3**

**Lifelong Learning Policies: Mapping, Review and  
Analysis**

**National Report: Scotland**

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**Robert Owen Centre, University of Glasgow**

12. December 2016

Work Package 3 – Policy Mapping, Review and Analysis

Deliverable D 3.

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## Executive Summary

This report provides findings and analysis to comply with the Young Adulllt Project, Work Package 3 (WP3). We have used the requirements and guidance in the WP3 proposal to select two appropriate Functional Regions (FRs): The Glasgow City Region and Aberdeen / Aberdeenshire.

These FRs provide a focus for the WP3 mapping but also frame the other data gathering for the Young Adulllt project. The mapping has provided material to facilitate an understanding of the policy landscape, including the different policy sectors of the two FRs set in the National context. The template for the report and our mapping has been specified by the WP3 lead. Following the WP3 requirements, the Scottish policy mapping has focused on those policies and associated programmes that cover:

- The age range: 18 (min) – 29 (max)
- The time frame; 2010 – 2016.
- Related education and skills policies, labour market policies and social policies.

The mapping required the selection of three detailed examples of LLL/ Skills policies with their associated material actions in each of the two FRs. Currently, we have mapped four in each FR. Our mapping reflects the distinctiveness of Scottish public policy in that national policies provide the main framework for regional and locally devolved enactment and associated actions. This overarching national policy context is mapped out in Appendix 1) and consists of:

- Working for Growth: A Refresh of the Employability Framework for Scotland (2012)
- National Youth Work Strategy (2014)
- Developing the Young Workforce - Scotland's Youth Employment Strategy (2014).
- Action for Jobs - Supporting Young Scots into Work: Scotland's Youth Employment Strategy (2012)
- Opportunities for All (2012)
- Skills for Scotland: Accelerating the Recovery and Increasing Sustainable Economic Growth (2010)
- Adult Learning in Scotland, a Statement of Ambition (2014).

The selection of the detailed examples of LLL/ Skills policies with associated material actions in each of the two FRs has been influenced by the fact that the selected policies were seen to be in place across the whole of the FR. Looking at the two FRs, we have identified the following policies and actions (those marked \* have been selected for mapping in detail):

### *Glasgow City Region*

- Developing the Young Workforce\*

- Working Matters\*
- Youth Employment Strategy/ Activity Plan\*
- In Work Progression
- Community Benefit clauses\*

Aberdeen / Shire City Region:

- *Opportunities for all\**
- *Developing the young workforce\**
- Adopt an apprentice\*
- PACE - Partnership Action for Continuing Employment
- Employability project / *Employability Pipeline Project*
- Aberdeen guarantees\*
- Employers training forum
- Expanded Council programme of apprenticeships and placements

Clearly, some of the above are direct local enactments of national policies (i.e.: Opportunities for all and Developing the Young Workforce). These have been included to explore how they are adapted to reflect local context. Some are also present in each of the two FRs to allow a level of comparability.

### Analysis

Currently, our analysis is preliminary and themes arising are tentative. In addition to feedback from our National Advisory Committee and WP3 lead, we will explore the nature of the selected policies through our three key concepts/ theories underpinning the Young Adulllt Project: Cultural Political Economy (Jessop 2010), Life Course Research (Walther 2011; Heinz et al. 2009) and The Governance Perspective (Rhodes 1997).

Some of the key themes emerging from our initial analysis include:

- At a strategic policy level the documents and rhetoric emphasises the integrated and interrelated nature of LLL/ Skills with the other strategy pillars. At the heart of Scottish government's public policies is the belief that these various policy strands should work together to promote equity and tackle disadvantage and poverty.
- The LLL/ Skills policies stress the need for partnership working across sectors and organisational boundaries, informed by appropriate data, in order to make the policies work and have an impact. While there is a level of devolution and autonomy regarding how these policies are deployed, it can be argued that there has been an increase in central monitoring of their progress against the strategic targets.
- There is a policy imperative regarding positive and sustained destinations for young people. One could argue that, consequently, those outwith the



16-24 year old category appear to receive relatively limited attention in the LLL/ Skills and employment policy landscape. The Adult Learning Strategy, which is far more loosely framed than the other policies covered in this mapping.

- The mapping indicates that the policy landscape is relatively complex with various national policies/ strategies and their associated programmes that are implemented at the FR and local level along with locally inspired variations on these. It is unclear how coherent and effective these complex approaches are regarding strategic and local targets.
- From our mapping of the City Region policies it would appear that both Aberdeen / Shire City Region and the Glasgow City Region have attempted to align their LLL / skills policies with each other and the other sector's policies to reinforce impact but also to share resources and better meet the needs of young people. The staged approach and multiple partner nature of the 'Employability Pipeline' that is used by a number of the policies is a good example of this.
- There is evidence that the LLL/ Skills policies are 'layered' at national, Functional Region and local level with each level articulating vertically as well as horizontally with other policies at that level. Where appropriate, they also align with wider UK employment policies. This is, at least, apparent on paper and in their design but, again, the extent to which this system works as intended is less clear.
- It is possible that the complexity in the system could present a danger of duplication of effort and confusion. Scottish Government is currently seeking to make the LLL/ Skills field less complex and more streamlined.

## 1. Introduction

This report provides findings and analysis to comply with the Young Adullt Project, Work Package 3 (WP3). Section 1 first provides a description of the two Scottish Functional Regions and the rationale for their selection. It then provides a brief description of the types of main policies, underpinning issues and sectors focused on and a description of documents analysed.

Section 2 provides a mapping of the most important main Scottish LLL/ Skills policies that directly influence the policies and related interventions/ projects at the Functional Region level. Indeed, in Scotland the expectation is that these national policies and related measures will be implemented through partnership working in a form that reflects local context and priorities.

This is particularly important for the Scottish WP3 and is perhaps a more detailed coverage of the National policy context than in some of the other countries' reports. This is because of the nature of the Scottish policy context and approach to policy enactment; the so-called Concordat approach. This essentially sees regional and local policies as localised reflections of National policies with National government devolving fiscal decisions and strategy prioritisation to local authorities. The Government has argued that this is intended to allow a level of autonomy for adaption to suit local priorities and circumstances while still tacking National strategic objectives. However, it is important to note that, particularly regarding education, skills and economic-related policies there has been an increasing level of central monitoring of progress against national objectives.

Section 3 comprises of the mapping and review of LLL/ Skills policies in the two functional regions with a particular focus on three policies have been implemented across each of the two regions. The Selection of six policies (3 in Glasgow City Region and 3 in Aberdeen & Aberdeenshire) was informed by the WP3 proposal: size, strategic, innovative, local initiatives, policy area-focus (education, labour market, social policy). As required for this Work Package, this provides a descriptive overview of these policies, their rationale, their articulation with other regional policies, their associated projects and material measures and what is known about their impact. This information will provide a context for the focus and data gathering of the Project's other Work Packages.

In Section 4, the report then moves to an analysis of the information gathered, particularly the detailed account of the three policies in each Functional Region. This will, explore the mutual compatibility of these policies and their integration with other social policies. This section will also assess the impact of these LLL/ Skills policies on young people's life courses as far as the evidence allows and suggest the best practices and patterns of coordinating policy-making at regional/ local level. This Section will also include applying, where feasible, the three conceptual/ theoretical perspectives adopted by the Young Adullt Project:

- Cultural Political Economy (Jessop 2010) – what is the relevance of the cultural dimension in understanding the policies?

- Life Course Research (Walther 2011; Heinz et al. 2009) - how do the policies represent public interventions that aim to bring about preferred visions of personal and social development?
- The Governance Perspective (Rhodes 1997). How to policies reflect important shifts in perspective in the political field?

Finally, in Section 5, the report considers emerging issues for the Project that have arisen from the analysis.

## **1.1 Description of the Functional Regions selected**

This section summarises the two Functional Regions that the Scottish Work Package 3 has focused on; Glasgow City Region and the Aberdeen/ Shire City region, and explains the rationale for their selection in order to provide a context for the findings of Section 2. A detailed overview of the characteristics of the each region is available separately in the previously circulated Functional Region paper<sup>1</sup>.

### **1.1.1 Glasgow City Region**

The Glasgow City Region Cabinet introduced a new economic strategy for the whole City Region in 2016 (this has its origins in developments going back to 2003). This strategy was inspired by similar developments in the UK such as Manchester. The Glasgow City Region comprises eight neighbouring councils: East Dunbartonshire, East Renfrewshire, Glasgow City Council, Inverclyde, North Lanarkshire, Renfrewshire, South Lanarkshire, and West Dunbartonshire. These councils, along with several others, had previously formed the Strathclyde region between 1974 and 1996. The Glasgow City Region Cabinet also approved the creation of a Regional Economic Strategy which will run from summer 2016 to 2030. This “recognises the fact that the economies of the Glasgow City Region local authorities are completely interlinked”. While the eight councils retain their own identities, they all work towards growing the regional economy. In addition to its economic objectives, the City Region has a series of strategic social and health targets, including tackling social inequity.

Glasgow City, the City Region’s urban core, is Scotland’s largest city with a population of around 600,000 and with a wide sphere of influence. It is the main employment and service centre, the main retail centre, the main centre of further and higher education, and the main centre of cultural, leisure and entertainment activities for western central Scotland.

The wider City Region has a population of 1.75 million plays a significant role in Scotland. It is largely overwhelmingly urban but does have some farming areas. The City Region is an important provider of further and higher educational opportunities on a national and international level and there are important

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<sup>1</sup> Young Adulllt WP3 Scottish Functional Regions One Document (August 2016)

commuter flows from Argyll and Bute, Ayrshire, Stirling and the Edinburgh City Region.

Glasgow City faces considerable challenges. A large proportion of the population lives in income deprivation compared to Scotland as a whole. In the Glasgow North West and Glasgow South sectors approximately one quarter of the population live in income deprivation. This rises to 29% in the Glasgow North East sector. In contrast, 16% live in income deprivation in Scotland as a whole

The Scottish Index of Multiple Deprivation (SIMD) is the main source for measuring relative deprivation in Scotland. Regarding population estimates for 2014, over 197,000 Glaswegians (33% of the city's population) reside in the 10% of most deprived areas in Scotland. Almost half of Glasgow's residents - 287,000 people - reside in the 20% of most deprived areas in Scotland. Despite these figures, the level of relative deprivation in Glasgow has reduced over recent years<sup>2</sup>.

Male and female life expectancy is markedly lower than the Scottish average. Twenty-one per cent of adults are claiming out of work benefits, 32% of children live in poverty and levels of deprivation are considerably higher than the Scottish average. Twenty-three per cent of people have a limiting disability.<sup>3</sup> Despite the range of challenges facing the City Region it is reported that the partnership of councils involved have, since 2003 have contributed to notable positive economic impacts<sup>4</sup>.

The nature of the interlinked local systems and economies, their distinctive social and economic characteristics and challenges and the collaborative responses across the councils makes the Glasgow City Region an excellent candidate for one of the two Scottish case studies. In particular, the Glasgow City Region includes not only social, political and economic interactions between the partner councils, the overall Region's interaction with the wider UK and internationally make this especially relevant to the focus of the Young Adullt Project.

The Skills Development Scotland (SDS) in Scotland in partnership with Scottish Enterprise (SE), the Scottish Funding Council (SFC) and the Scottish Local Authorities Economic Development (SLAED) Group conducts periodic a Regional Skills Assessment (RSA) for all Scottish Regions. Their analysis states that:

The challenge is to ensure that the supply of skills is sufficient to meet the demands of the Glasgow region's growing economy and to further widen participation in the labour market the greatest gaps are in skilled trades and customer services and replacement demand is greatest in social care, tourism and in construction, which will continue to have an impact on FE provision in particular.

(SDS 2016a p18)

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<sup>2</sup> <http://www.understandingglasgow.com/indicators/poverty/deprivation>

<sup>3</sup> <http://www.understandingglasgow.com/profiles>

<sup>4</sup> <https://www.glasgow.gov.uk/CHttpHandler.ashx?id=5220&p=0>

While there are some differences in the certain policy-related strategies and projects across the City region, there is a level of coherence in the particular important policy strategies with these initiatives cutting across the overall City Region.

### **1.1.2 Aberdeen City and Aberdeenshire**

Aberdeen City and Aberdeenshire also fit very well with the Project's definition of a Functional Region and possesses characteristics that provide comparisons with the Glasgow City Region and other Functional Regions across the wider Project. In 2008, The Strategic Development Planning Authority (SDPA) was formed to provide a partnership between Aberdeen City and Aberdeenshire Councils to guide development over a 25-year period and establish a "European city region"<sup>5</sup>. The SDPA is one of 4 city-region planning authorities in Scotland and its strategic plan was approved by Scottish Ministers in March 2014.

The Region currently has above-average incomes, low unemployment. However, the relatively recent changes in the global oil economy and more locally, differences in wealth and opportunity between some of the region's communities are seen as significant challenges. The SPDA aim to tackle these and other challenges by 2035, with Aberdeen City and Shire enhancing the Region as a place to live, visit and do business and actively including communities, public-sector organisations and private businesses in this process.

Aberdeen is Scotland's third-largest city and the regional centre for employment, retail, culture, health and higher education as well as being the region's transport hub. The City Region has prioritised areas in need of regeneration and include coastal communities of north and south Aberdeenshire as well as parts of Aberdeen City with social, economic and area-based regeneration initiatives to improve the economy, environmental quality, accessibility, employment opportunities and the competitiveness of business.

Finally, there is a functional interdependency between Aberdeenshire and Aberdeen City<sup>6</sup> and a high percentage of trade apprenticeships in the two councils. This provides also provides rationale for seeing the Aberdeen and Aberdeenshire as a single 'functional region' for the purposes of this project. Aberdeenshire ranks 3rd in Scotland for the share of the working age population with apprenticeship credentials and has merits for a case study Functional Region in terms of relatively clear geographical boundaries, interaction with the oil sector, but also a significant rural economy.

The recent economic downturn in the oil industry and resulting job losses and economic flux makes this area particularly relevant to the Project.

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<sup>5</sup> <http://www.aberdeencityandshire-sdpa.gov.uk/nmsruntime/saveasdialog.asp?IID=1111&slD=38>

<sup>6</sup> See section 5.3 in this document <http://theses.gla.ac.uk/3811/1/2012lindsayphd.pdf>

The SDS' RSA report on the Aberdeen Shire skills-related developments over 2014-5 (SDS 2016b) highlight that:

*The success of Aberdeen City and Shire since the recession has resulted in a tight labour market, where employment rates are well above average, and till 2014, increasingly so whilst much lower than the Scotland and UK averages, there remain a significant number of workless households and those work limited through disability in the area, and concentrations of employment deprivation. There is a continuing need to help school leavers meet employer expectations. There remains therefore a challenge for the supply of skills to match demand. The new City Deal investment<sup>7</sup> promises further demand for construction and related skills in what has already been a tight labour market.*

(SDS 2016b p18)

The SDS has yet to collect data to show the impact of the recent decline in the oil industry in the Region, however, if this is long-term, it is anticipated that to be a successful *economic region*:

There continues to be a need to focus on diversifying the employment base, and increasing exports, including sector expertise, to reduce reliance on locally dependent oil and gas jobs. The supply of regional skills should help support this process.

(SDS 2016b p18)

The Aberdeen and Shire RSA stresses that existing National strategies and policies remain important for this Region (and indeed our other case study region), including the 2010 Skills Strategy (Scottish Government 2010) and the 2014 Developing the Young Workforce - Scotland's Youth Employment Strategy (Scottish Government 2014).

While Glasgow Region faces greater challenges regarding employment and skills issues, Aberdeen/ Aberdeenshire is undergoing rapid economic changes that will require particular policy and practice responses regarding lifelong learning and skills.

### *1.2 Description of policies/policy issues (and sectors) focused upon*

Following the WP3 proposal, the Scottish policy mapping has focused on those policies and associated programmes that encompass the age frame: 18 (min) – 29 (max). Often those policies and associated and measures in Scotland that are relevant to the Young Adullt Project will include these age groups but also extend beyond these ages.

The policies included in the Scottish mapping activity fall largely within the required time frame; 2010 – 2016. However, where appropriate, we make reference to earlier National-level policies where this helps to frame and interpret the key policies we focus on. It is important to note that many of the key current

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<sup>7</sup> <http://news.scotland.gov.uk/News/-254-million-boost-to-Aberdeen-21f0.aspx>

Scottish LLL/ Skills policies are developments of, or are influenced by, previous policies going back to the late 1990s / early 2000s. Indeed, it can be argued that there has been a consistent underpinning philosophy that has largely been shared by the different political parties regarding the principles of a relevant and desirable national education and skills strategy (e.g. Canning 2007, P.144).

This philosophy has meant that policy makers have aimed to develop policies that are, at least in principle, inter-related and reinforce one another to ensure that they contribute to economic progress but also social wellbeing and equity (Patterson 2002, Lingard and Rawolle 2009). Therefore, this means that, as advised in the WP3 proposal, the main sectors addressed by our mapping have included: Education and Skills policies, Labour market policies and Social policies.

Selection of the three detailed examples of LLL/ Skills policies with associated material actions in each of the two FRs has been influenced by the fact that the selected policies are in place across the whole of the FR. Each FR will also have other policies and actions and these have been mapped and described.

### ***1.3 Description of documents analysed***

We have used the approach in the WP3 proposal to systematically map and concisely describe within each functional region, the most important LLL/ Skills policy documents with reference to perceived relevance in public discourse, with reference to the political actors/stake-holders involved. The result of this mapping has provided sufficient material for an understanding of the policy landscape in the functional regions, including the different policy sectors as set in the National context.

The policy documents analysed have largely included publicly available national level and FR level documents, plans and progress reports. Most of these were located using a cumulative, 'snowballing' approach, where sources were progressively identified from the scrutiny of initial key documents. The search terms and criteria were informed by the WP3 proposal and information gathered across the fields specified in the WP3 proposal. These were:

- Name of policy doc
- Date
- Level (e.g. National, regional etc.)
- Source (e.g. Govt, academic etc.)
- Focus/ field objectives
- Core problems
- Means
- Solution proposals
- Key actors at:
  - Policy and provider level (including those at key organisations/ institutions FE/HE, vocational training and community/voluntary education & guided

by Govt agencies: Scottish Funding Council (SFC), Education Scotland (ES), Skills Development Scotland (SDS) etc.

Target groups, e.g.: Not in Education or Training (NEET), English as a Second Language (ESL), Young migrants and disadvantaged youth.

- Success criteria
- Evaluation perspectives
- Mutual compatibility and integration (with other policies/areas)
- Other comments/ overview
- Bibliographic reference.

There was an issue regarding obtaining sufficiently detailed documentation and evidence about the various policies and related actions at the functional region level. The Scottish WP3 team addressed this by organising a limited series of discussions with relevant policy actors within the two FRs. Even then, the availability and level of detail regarding the so-called gray literature and data has been relatively limited compared that available regarding national policies. This activity did reveal that local/regional policy enactment and associated material actions/ projects are developing so quickly that available documentation on measures and actions at regional and local level was often out of date. This additional level of scrutiny, while illuminative, added to the time taken for the mapping.



## 2 Scottish National LLL/ Skills policies

While the responsibility for education and skills policy has been devolved to the Scottish Parliament these policies articulate with other relevant UK policies. For example, the employment and benefits policy is reserved to the UK Government through the Department for Work and Pensions (DWP) which liaises with the Scottish Government on the interaction with the devolved policy areas such as skills, health and childcare. Since 2011, all Scottish policies are framed by the 'four pillars' set out in the Christie report on the Future Delivery of Public Services (2011):

- Strategy and Effective Leadership
- Better Integration and Partnership Working
- Towards Prevention - Tackling Inequality
- Improving Performance

This specified four key objectives of the Scottish public service reform programme:

- Public services are built around people and communities, their needs, aspirations, capacities and skills, and work to build up their autonomy and resilience;
- Public service organisations work together effectively to achieve outcomes - specifically, by delivering integrated services which help to secure improvements in the quality of life, and the social and economic wellbeing, of the people and communities of Scotland;
- Public service organisations prioritise prevention, reduce inequalities and promote equality; and
- All public services constantly seek to improve performance and reduce costs, and are open, transparent and accountable

(Scottish Government 2011 p.23)

All Scottish policies are expected to reflect this framework and principles.

Internationalisation, Investment, Innovation and Inclusive Growth are central to the new economic strategy for Scotland. The 2010 Skills Strategy and the 2014 Developing the Young Workforce - Scotland's Youth Employment Strategy are key policies. Appendix 1 provides our mapping of the main Scottish LLL/ Skills-related policies that have been introduced since 2010 and provide the framework for regional and local policy and material actions. These national policies are summarised below:

***Working for Growth: A Refresh of the Employability Framework for Scotland (2012)*** in response to the economic recession, this policy overhauls the previous employment strategy; Workforce Plus (2006). It provides a framework to

promote employment and growth and stresses the importance of stimulating economic recovery through bringing the employability and economic development agendas closer together and promoting more and more effective partnership working across key organisations, education providers, employers and the third sector. The mechanism to do this is seen as promoting joint employability outcomes within the local authority's Single Outcome Agreements (SOAs). The policy emphasises better alignment of employability and skills services for the benefit of both individuals and employers supported by more effective access to national, regional and local information on recruitment, training and workforce development. Measures to improve equity and inclusion are featured to reduce barriers to LLL/ Skills and employment.

***Developing the Young Workforce - Scotland's Youth Employment Strategy (2014).***

This major policy sets out how the Scottish Government will implement the recommendations from the Commission for Developing Scotland's Young Workforce. It is a seven-year programme that aims to better prepare children and young people from 3–18 for the world of work. It tackles rising youth unemployment and the need for an appropriately skilled population in context of economic challenge. As with other Scottish policies there is an emphasis on: promoting partnership working at local level with a particular focus on the role of colleges, employers and the third sector; promoting diversity in the workplace and addressing wider inequality issues in society. The policy aims to strengthen the route from schools into employment or colleges, which are seen as a key facilitator to accessing labour market opportunities.

Again, Modern Apprenticeships (MAs) are proposed as key drivers but also higher level apprenticeships, particularly in Science Technology Engineering and Mathematics (STEM) subjects, are seen as encouraging alternative models and improved pathways for progression to degree-level qualifications in a work-based setting. There are very specific Key Performance Indicators for each aspect of the Programme for each of the 7 years.

***Action for Jobs - Supporting Young Scots into Work: Scotland's Youth Employment Strategy (2012)***

This policy focuses on 16-24 year olds and recognises that different young people will require different interventions in order to support them as they move along the 'Strategic Employability Pipeline' towards and into work. This requires that engagement with young people, the interventions made to support them into a course of learning or training and the provision itself are meaningful, constructive and appropriate to the individual. The policy introduces significant funding to support MAs but also early intervention, the continued implementation of Curriculum for Excellence and the reform of the post-16 education system to address systemic challenges in preparing young people for adulthood and the world of work.

Again there is emphasis on partnership working at regional/ local level with local authorities implementing Youth Employment Actions Plans in association with Skills Development Scotland (SDS) and key partners: colleges, the voluntary sector and the UK's Department of Work and Pensions. These plans identify and priority cohorts of local young people unemployed locally, assess who is delivering what for this group and the referral arrangements between the partners to ensure more effective responses.

This is linked closely to:

#### **Opportunities for All (2012)**

This policy brings together a range of existing national and local policies and strategies as a single focus to improve young people's participation in post 16 learning or training, and ultimately employment, through appropriate interventions and support until at least their 20th birthday. It is a major, multilevel policy framework to introduce a variety of actions to promote employability and skills.

It provides an explicit commitment to an offer of a place in learning or training to every 16-24 year old who is not currently in employment, education or training. It is supported by European structural funds and uses tracking, monitoring and engagement to promote the effective delivery of post-16 opportunities. While it has a priority focus on those who have low or no qualifications, it also includes a strand that focuses on promoting graduate employability and *Support for Young Entrepreneurs*.

It:

"Builds on and adds impetus to existing entitlements and commitments to support youth employment through the senior phase of Curriculum for Excellence, including the development of skills for learning life and work, robust transitions through 16+ Learning Choices and the targeted support offered through More Choices, More Chances (MCMC)."

Again, local employability partnerships are seen as key to working with young people to match training provision with local labour market opportunities.

#### **Skills for Scotland: Accelerating the Recovery and Increasing Sustainable Economic Growth (2010)**

The Scottish Government has refreshed the Skills for Scotland Strategy. This refreshed Strategy details the Scottish Government's plans for training and skills and sets out a flexible, responsive, partnership approach to meeting Scotland's skills needs in the context of working towards economic recovery. It gives a clear commitment to young people (16-24) regarding the routes on offer to education, employment and training and focuses on young people who are at risk of moving into a negative destination.

It sets out new objectives to stimulate new strategies and initiatives through increased partnership working across the community. It established high-level targets for the National Training Programmes in 2010-11, including Modern

Apprenticeship places, more training places to support the unemployed, flexible training opportunities to meet the needs of businesses and use of ESF for additional all-age Modern Apprenticeships. It sought to promote better understanding and assessment of the skills employers need for future success and to ensure that the supply of skills, training and qualifications can be responsive to this. It also aimed to simplify the skills system to make it more coherent with better UK and Scottish integration and easier to understand for individuals and employers. Again we see the objective of strengthening partnerships and collective responsibility between public, private and third sectors to help improve skills and the contribution they make towards achieving Scotland's social and economic aspirations.

A key feature of the above policies is the Scottish Government's focus on development of the Modern Apprenticeship (MA) programme and is committed to a year on year increase to the annual number of new Modern Apprenticeships starts taking this to 30,000 per year by 2020. Within this programme, there are variations including initiatives to safeguard apprenticeship opportunities for young people, for example the *Adopt an Apprentice scheme* (organised by Skills Development Scotland) which enables apprentices to complete their training with a new employer if their current employer was unable to continue to employ them. The role of employers working in partnership with local government and other stakeholders also runs throughout all of the above policies.

### **National Youth Work Strategy 2014-2019**

The strategy was developed jointly by the Scottish Government and YouthLink Scotland and builds on the previous 2007 strategy and aims to position Youth Work as a key component across other Scottish policies that relate to relating to education, justice, health, sport, culture, equality and employability. It includes an emphasis on ensuring young people being directly involved in local and national decision-making, including designing, co-producing and delivering services where possible.

It sets out a framework to promote the partnership working of Youth Work organisations and the local deployment of their resources to better meet the needs of young people; specifically to promote young people's involvement in society, their health and well-being and learning and employment opportunities. This includes: building youth work organisations' capacity to Collaborate with schools, colleges and Community Learning and Development and others at a local level to provide better integrated services for young people and to ensure that those who work with young people have good opportunities for training and development.

Youth Work is seen as a 'vital component in a wide range of national policy areas such as justice, health, employability and education' and is seen as contributing positively to a wide range of government policies that have an impact in improving the life chances of young people. The policy particularly articulates with the Community Learning and Development strategy and is partnered by the

Adult Learning Statement of Ambition. In addition, youth workers, teachers and others who work with young people have a key role to contribute to the Opportunities for All Policy and in actions associated with the Developing Scotland's Young Workforce policy, Youth Work plays a significant role, developing in young people skills recognised as important by employers, as well as providing support and early intervention strategies to those at risk of disengaging from education.

The Strategy reflects the Government's overall public services reform approach that emphasises "early intervention and preventative spending, greater integration and partnership at a local level, workforce development and a sharper, more transparent focus on performance".

The different strategies for learning, and the wide range of learning environments offered by the youth work sector is seen as offering opportunities to all, while engaging particularly well at local level with those young people who have disengaged from more formal education and training. The strong track record of the sector in engaging the most hard-to-reach young people makes it an increasingly key part of the Scottish Government's strategies that seek to tackle issues regarding young people affected by unemployment, mental and physical health issues, and lack of family support.

***Adult Learning in Scotland, a Statement of Ambition (2014).***

This sets out a vision for adult learning in Scotland and outlines priorities for a strategic implementation plan. Effective adult learning is seen as key to Scottish knowledge-based society. Policy drives the development of an improved personal skills base, increases the focus on achieving better outcomes for communities, and provides improved life chances.

Focus on flexible learning, lifelong entitlement within communities and workplaces, digital literacy, communication skills, developing ethical and critical thinking, self-determination and active civic participation with priority given to those who are marginalised or require additional support to engage in learning activities. As with the other main policies there is an emphasis on regional/ local delivery through partnership working.

Effective adult learning is seen as at the core of a Scottish knowledge-based society, not just to promote economic capacity but equally to drive "the development of an improved personal skills base" that increases the focus on achieving better outcomes for communities and improved life chances. Adult learning is seen a key to employability. There is an explicit statement that providers should include learners as partners:

Adult learning providers including local authorities, the third sector, trade unions, colleges, employers, national organisations and others should involve learners and communities as active partners in planning and delivering adult learning. They should also support communities to influence, shape and co-produce services.

(Scottish Government. 2014 p5)

There are protocols to guide this: The Community Learning and Development Competence Framework and Code of Ethics underpins practice in community-based adult learning.”

The important role of Community Planning Partnerships CPPs was highlighted in 2014 with the introduction of strategic guidance for CPPs’ activity regarding Community Learning and Development. This stated that CLD’s specific focus should be: “improved life chances for people of all ages through learning, personal development and active citizenship; stronger, more resilient, supportive, influential and inclusive communities”. Local Authorities were expected to set out three-year plans to demonstrate local learning needs and how services would respond.

The policy recognises adult learning in Scotland as a central element of personal and community empowerment. This is framed by three principles. Learning should be:

- Lifelong – covering Early years, compulsory education and covering the “whole age span of post-compulsory education”;
- Life-wide - covering the personal, work, family and community aspects of living which gives the scope for building a wide and open curriculum and creates a learning continuum which is not restricted by vocational imperatives;
- Learner-centred – the educational process must build around the interests and motives of the learner and seek to fulfill the purposes and goals he or she sees as relevant and important.

This policy works to an implementation plan with targets that run to 2020.

### **3. Mapping and Review of LLL policies in two functional regions**

This section provides a mapping of the key LLL policies in both of the selected Scottish Functional Regions (FR) with thorough descriptions of these policies and their context and rationale. The template adopted in the Work Package 3 proposal provides a method to standardise their presentation using specific categories and descriptors that allows a level of comparability across these policies at FR, National and international levels. This Section also discusses the nature of these policies and how they fit within the wider FR policy landscape.

Section 2 and the associated Appendix 1 provide details of the National policies and frameworks that directly shape the regional and local LLL policy landscape. Indeed, the nature of Scottish public policy means that policy enactment at the FR and local level is largely intended to be a reflection of the national strategy and objectives but are intended to be tailored to local contexts and needs through collaborative working and consultation. The extent to which this occurs is influenced by numerous factors and is discussed in Section 4.

As described in Section 1, the two FRs in the Scottish WP3 mapping are characterised as being structured around the 'City Region Deals'. These City Region Deals provide the potential for new collaborative regional partnerships, focused on long-term strategic approaches to improving regional economies.

Ideally, they have the potential to drive positive outcomes regarding Scottish Government policy and provide structures to facilitate local authorities to work together strategically at the regional level to address National and regional priorities. Each deal is bespoke to the city region and includes a package of measures designed to work as a coherent whole.

In addition to the national policies and programmes, regional programmes and variations of the national approaches are of particular interest to our mapping. There are similarities across regions regarding the material actions to deliver policy goals but also local variations to reflect local needs and context.

#### **3.1 The Glasgow City Region LLL/ Skills policies**

This section provides a brief context and rationale for the Glasgow City Region LLL and skills policies and then maps the key policies/ related actions, detailing those that our research has identified as most relevant to the research questions of WP3 and the wider Young Adulllt project.

##### **3.1.2 The Glasgow City Region context**

In August 2014 the Scottish Government committed over £500 million over 20 years to the Glasgow City Region (GCR) Deal. This was the first deal of its kind in Scotland and is an agreement between the UK Government, the Scottish Government and the eight local authorities across Glasgow and Clyde Valley that make up the City Region. The Deal created a £1.13 billion infrastructure investment fund and it was estimated that the Deal would deliver around 29,000

jobs in the city region and lead to an estimated £3.3 billion of private sector investment.

The City Regions are seen as the main engine of economic growth; being the main market place for goods, services and employment and centres of innovation and education. They are intended also to be at the heart of social and cultural activity. Since 2003, there have been several major policy initiatives. These are driving regeneration efforts and provide the context in which this refreshed policy vision will operate. Relevant to WP3, the four main themes for the GCR strategy are:

- Stimulating economic growth and strengthening the business base
- Improving the skills of all our people and supporting them into work
- Creating a place where people choose to live work and invest
- Stronger partnership and new approaches to delivery.

The Glasgow City Region Refreshed Economic Strategy states that a key priority is tackling the level of unemployment across the Region, particularly in Glasgow, which is amongst the highest in Scotland. This is seen as challenging given the 'significant economic headwinds' that include public sector job cuts. Implications for policies and measures mean adopting 'new approaches to support people back into work'. The GCR planning argues that key to this will be 'stronger engagement with employers to identify where future jobs might come from and how best to tackle unemployment.

While recent statistics on employment from SDS (2015) indicate some improvement regarding employment and skills, there are still particular issues of concern to be addressed. For example.

- The relatively higher than average proportions of the population without qualifications is a concern, especially those aged 16-24 where more than one in 10 have no qualifications. Tackling low attainment and enabling more young people to overcome barriers to entering the labour market remain priorities for the region.
- A further challenge is to ensure that the supply of skills is sufficient to meet the demands of the Glasgow region's growing economy and to further widen participation in the labour market.
- The greatest gaps are in skilled trades and customer services and replacement demand is greatest in social care, tourism and in construction, which will continue to have an impact on FE provision in particular.

(SDS 2016a p18)



### **3.1.3 Glasgow City Region: Key Policies and actions**

The national policies and programmes that were summarised in Section 2 (and detailed in Appendix 1) are present, as they are in the Aberdeen and Shire City Region, but there are also a range of initiatives and measures within each of the component local authorities that make up the GCR. For this mapping we have aimed to identify and focus upon those policies that have been implemented at the FR level and, therefore, are present across all of the FR partnership local authorities.

The GCR implemented a new model of local service delivery, working in partnership with the UK Government (Cabinet Office and Department for Work and Pensions) and the Scottish Government. This model featured personalised employment support that is integrated with wider local support services such as health and social care and skills training. The GCR also entailed a Work Programme to create new ways providing employability support across local employability partnerships with the local authorities having a key role facilitating partnership work between prime contractors and the existing local employability networks and services.

Across the GCR, much of the intervention to tackle skills development of those furthest removed from learning opportunities for a variety of reasons but including disadvantage is addressed by Community Planning Partnerships (CPP) that involve a range of public, private and third sector partners, employers with links to regional boards. The CPP and their partners work closely to address the objectives set out for them in Single Outcome Agreements (SOA) agreed with National Government. This is common across Scotland's local authorities. Given the financial cutbacks and implications for staffing and resources partners will often agree to focus on a limited number of key priorities that contribute to the SOAs, particularly those that tackle inequality in their communities. Scrutiny of the relevant CPP reports across the Glasgow City region reveals that, amongst other key objectives the inter-related topics of Youth Employment, Vulnerable People and health feature strongly.

The hosting of the Commonwealth Games hosted by Glasgow stimulated a number of initiatives including, Apprenticeships, Graduate and Commonwealth Jobs Fund and wide ranging voluntary and third sector activity aimed at both pre and post school leavers and vocational activity.

The 'Youth Employability Pipeline' model also used in Aberdeen City Region has been deployed to focus measures support activity within the city. Locally appropriate measures can be commissioned or delivered by CPP partners, or as part of national programmes, such as Modern Apprenticeships.

Despite significant investment in a range of programmes, many of which are innovative and highly effective, youth unemployment within parts of the GCR remains a challenge.

All of the initiatives are underpinned by a range of delivery mechanisms which involve stakeholders at a local level, coordinated at city level delivery working with employers, young people and strategic partners.

Scoping discussions with policy representatives in the GFR have, to date, indicated that within each of the partnership local authorities the various innovations and approaches are developing to meet changing needs and circumstances within a context of shifting resources, local priorities and evidence. This provides some challenge to our mapping activity. However, across the GCR, those strategic level policies and measures have been identified as particularly relevant to our research are:

- *Developing the Young Workforce\** - working with training providers, schools, colleges, universities and business, strengthening vocational skills attainment levels and encouraging more apprenticeships
- *Working Matters* – An employment scheme for individuals in receipt of Employment Support Allowance that works with 4,000 people, assisting at least 600 into sustained work.
- Youth Employment Strategy/ Activity Plan – this articulates with the Single Outcome Agreement and national Opportunities for All strategy to ensure coherence of regional/ local partnership actions with national strategies. It utilises the Youth Employability Pipeline’ model and the strategy is refreshed every two years. Informed by the SOA priorities it
- *In Work Progression* - A pilot labour market progression programme in the Care sector to support the training and development of staff in low-income jobs, boosting wages and reducing reliance on in-work benefits.
- *The Glasgow Guarantee*, launched in September 2015, is the biggest programme of its kind in the UK. A legacy of the Commonwealth Games, the £50 million Glasgow Guarantee programme offers a commitment that all sectors in the city will work together to ensure that young people are assisted into employment and training. This expansion of the *Glasgow Guarantee* will contribute to the resilient pledge of the Glasgow Guarantee which is to assist 1,000 residents into apprenticeships or employment per annum.
- *Community Benefit clauses* - These are contractual requirements for those businesses working with the local authorities which deliver wider benefits in addition to the core purpose of the contract. These clauses can be used to build a range of social, economic or environmental conditions into the delivery of council contracts. These include:
  - Targeted Employment and Training Initiatives
  - Educational Support Initiatives
  - Vocational Training

As with our other FR, there is close working with SDS and use of data from Economic Development teams to inform the above policies and actions

Our team considered another Policy:

- *Youth Gateway*- An integrated employment programme for young people (Aged 16 - 24) that will work with 15,000 people over a three-year period, helping 5,000 into sustained work.

However, this appears to be mainly a facilitation programme rather than LLL/ skills, and uses information and guidance to get young people into work.

Limited scoping discussions with policy and development officers in the Region have highlighted the importance of the Youth Employment Strategy and in particular its articulation with key objectives in the local authorities' Single Outcome Agreement and newly published Regional/Local Economic Strategy (November 2016). A local commission for LLL chaired by an elected official will also shape policy and practice, particularly links between FE/ HE educational providers. A major EU funded (£300 million) apprenticeship programme is also planned. However, there is uncertainty about the future development of this given the recent UK referendum result on EU membership.

The following maps and description focus on four of the above regional policies and actions to address the WP3 requirements. Again, in this draft of the report we have added an additional case (Four rather than three) as a final decision has yet to be made. Currently, we are proposing the following policies and associated actions:

- *Developing the Young Workforce*
- *Working Matters*
- *Youth Employment Strategy & Pipeline*
- *Community Benefit clauses*

**Table 1. Developing the Young Workforce: Glasgow City Region**

	<b>Description</b>
Primary sector orientation	Education, Skills, Employment
Problems	Addressing the need for an appropriately skilled population in context of economic challenge and responding to recession and to tackle rising youth unemployment  The West region within the GCR has particular challenges that include population decline, lower proportions of those aged 16-29 and Youth unemployment rates across the region are also on average higher than Scotland.
Solution proposals	This development of the DtYW policy at Regional level has focused heavily on the national policy's emphasis that business and industry to work more closely with education, and for this to be facilitated through the establishment of employer-led Regional Invest in Youth Groups.  At the core of this strategy, then, is a partnership group with a membership that

	<p>includes a range of employers, education/ training providers and associations working with local authority personnel. It works with: Local Employability Partnerships &amp; CPP thematic groups; Sector Forums; Chambers of Commerce; Local Employer Engagement Groups; Employers; Primary; Secondary, Higher and Further Education providers;</p> <p>The group have been engaging with stakeholders; understanding the needs of employers, schools, college and young people.</p> <p>A series of launch events had been conducted by June 2016; a website, established with a growing social media base; eNewsletter and procured marketing assets for use when the group is working across the locality to establish <i>Partnership Agreements</i> with employers of a range of sizes and sectors.</p> <p>The Partnership Agreements will facilitate employers to:</p> <ul style="list-style-type: none"> <li>• Engage directly with schools and colleges to develop education training and placement activity;</li> <li>• Encourage more employers to recruit and train more young people;</li> <li>• Allow employers to influence the education system, including careers advice and the design and delivery of quality education and training;</li> <li>• Develop leadership regarding the LLL skills agenda.</li> </ul> <p>The Consortium's regional groups address the local SOAs and are cognisant of the equity and poverty agenda. They collaborate with:</p> <p>Skills Development Scotland; Scottish Enterprise; Department of Work and Pensions; Third Sector; West Regional IYYP Group; Health and Social Care Partnerships.</p> <p>In working across the partnership's local authorities, strategies will be developed that reflect the respective local LLL/ Skills and employment priorities and objectives.</p> <p>An illustratory example of the Group' actions is local employers working with other professionals in West Dunbartonshire Council to engage with all 5 secondary schools in the area, their range of activity includes:</p> <ul style="list-style-type: none"> <li>• Offering employability placements;</li> <li>• Working with teachers on curricular related projects;</li> <li>• Delivering workshops at Industry events;</li> <li>• Delivering workshops on interview techniques;</li> <li>• Offering MA advice / input to schools as appropriate;</li> <li>• Assisting with simulated interviews;</li> <li>• Offering workplace visits / tours;</li> <li>• Acting as a mentor;</li> <li>• Young Enterprise Business Adviser;</li> <li>• Supporting careers events in school.</li> </ul>
Objectives	Working with a very diverse range of stakeholder groups Inc. training providers, schools, colleges, universities and business to strengthening vocational skills, promote attainment levels, encouraging active employer engagement in skills and employment policy and action.
Target group	Young people 16-24
Underlying success criteria	Local variation in targets but generally: Increased and sustained employment, higher attainment and skills levels, more employer engagement with education and training.

	Moving away from transactional relationships which have characterised employer education training relationships to date.
Time horizon	In place since March 2015 in this part of the GCR. The overall project will run until 2021
Governance regime	The West Region Invest in Young People Steering Group has overarching leadership governance and control of all activity. This has representation from industry, education, LA, Job Centre Plus, public sector, private and third sector services etc. and there is local sub-group leadership.
Funding source	National / Local government. (Regional programme was tendered for)
Other	The Programme covers Renfrewshire, East Renfrewshire, Inverclyde and West Dunbartonshire and articulates with Glasgow City efforts.

**Table 2. Working Matters: Glasgow City Region**

	<b>Description</b>
Primary sector orientation	Skills and Employment
Problems	Tackling various barriers to employment for a client group with experience of long term unemployment
Solution proposals	<p>For Support Allowance claimants prior to entry into the Work Programme.</p> <p>Client group supported through a programme being delivered by at least eight partners.</p> <p>Programme interventions are customised to the needs of individual participants and adhere to a number of broad principles, including the requirement to be:</p> <ul style="list-style-type: none"> <li>• Equitable - targeted to ensure they meet the needs of participants.</li> <li>• Effective at targeting identifiable barriers to opportunity and contributing to participants' action plans.</li> <li>• Efficient in assisting participants to make progress along the employability progression pathway.</li> </ul> <p>Case Managers will support participants throughout the lifetime of the programme, to assist them to gain sustained employment. They work with Participants to signpost and assist them to access high quality local services at the appropriate time when developing bespoke packages of support.</p> <p>Participants who successfully progress into employment will receive in-work support for 26 weeks to maximise the opportunities for sustainability and progression.</p> <p>As with certain other policies/ programmes in the Region and across Scotland, it makes use of the <b>Skills Pipeline</b> (See following table).</p>
Objectives	To support individuals, typically experiencing prolonged unemployment and facing various barriers and to facilitate their entry to employment via a staged programme with bespoke measures.
Target group	Those Employment Support Allowance claimants who have left the Work Programme without finding work and Employment (16+)
Underlying success criteria	Programme will work with 4,000 people, assisting at least 600 into sustained employment support to 13 and 26 weeks
Time horizon	August 2015 - ongoing
Governance regime	City Region level and constituent local authority boards
Funding source	Scottish Government and ESF

Other	A new employment scheme for individuals in receipt of Employment Support Allowance
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**Table 3. Youth Employment Pipeline: *Glasgow City Region***

	<b>Description</b>
Primary sector orientation	LLL/ education, Skills, Employability
Problems	Tackling the various, complex barriers to youth unemployment
Solution proposals	<p>The 5-stage Pipeline is a systematic approach built across a number of key employment and skills strategies and programmes in Scotland and implemented at regional / local level by the Local Employability Partnership (LEP). Local and national service providers collaborate to meet the diverse needs of those jobseekers who require a range of support. This also benefits employers.</p> <p>The programme of support can involve a wide range of organisations and personnel, including SDS Key workers, Job Centre Plus advisors, CPP actors, College staff etc. For example in the Glasgow City Pipeline there are a wide range of partner agencies delivering interventions which contribute directly or indirectly towards Glasgow's youth employability targets – including Glasgow Life Numeracy and Literacy work, GCSS Diversionary Activity, GCC Education School Gates Project, ESOL and third sector activity including support for volunteering and targeted supports to vulnerable groups, for example Roma community.</p> <p>The Pipeline's 5 stages are:</p> <p><b>Stage 1: Referral, Engagement and Assessment</b>  This pipeline stage is about reaching out to individuals, supporting people into regular activity and positive routines, and helping them to connect with others.  <i>Client Status:</i> Not Job Ready  <i>Examples of activities:</i></p> <ul style="list-style-type: none"> <li>• Outreach Activities</li> <li>• Self-Referral</li> <li>• Identification and Assessment of Needs</li> <li>• Development of Personalised Action Plan</li> </ul> <p><b>Stage 2: Needs Assessment</b>  This stage sees a range of partners assessing the initial needs of clients and agreeing key activities to be undertaken with them in order to address any barriers to employment or training.</p> <p><i>Client Status:</i> Not Job Ready  <i>Example of Activities:</i></p> <ul style="list-style-type: none"> <li>• Confidence Building</li> <li>• Vocational Rehabilitation</li> <li>• Careers Information Advice and Guidance</li> <li>• Financial Advice and Support</li> <li>• Improving Health and Wellbeing</li> <li>• Peer Support &amp; Mentoring</li> </ul> <p><i>Example of Programmes:</i></p> <ul style="list-style-type: none"> <li>• Activity Agreements</li> <li>• Community-Based Learning</li> <li>• Core Skills/ Adult Literacies</li> <li>• ESOL</li> <li>• SDS Individual Learning Accounts</li> <li>• Employability Fund</li> </ul>

	<ul style="list-style-type: none"> <li>• Work Programme</li> </ul> <p><b>Stage 3: Vocational Activity</b>  Stage 3 activities include delivering a range of accredited training, employability training for core skills, job search advice and activities to raise awareness of enterprise and entrepreneurship in order to meet the needs of individuals.  <i>Client Status:</i> Job Ready  <i>Examples of Activities</i></p> <ul style="list-style-type: none"> <li>• Employability Skills Development</li> <li>• Vocational Training</li> <li>• Work Experience</li> <li>• Volunteering</li> <li>• Self-Employment and Enterprise Support</li> </ul> <p><i>Examples of Programmes</i></p> <ul style="list-style-type: none"> <li>• Certificate of Work Readiness</li> <li>• Employability Fund</li> <li>• SDS Individual Learning Accounts</li> <li>• Adopt an Intern</li> <li>• Community Jobs Scotland</li> <li>• Work Programme</li> <li>• Work Choice</li> </ul> <p><b>Stage 4: Employer engagement and job matching</b>  This stage includes activities such as arranging work or volunteer placements with employer, assisting individuals to secure job vacancies and matching job-ready clients to jobs.  <i>Client Status:</i> Job Ready  <i>Examples of Activities:</i></p> <ul style="list-style-type: none"> <li>• Careers Information Advice and Guidance</li> <li>• Employer Engagement</li> <li>• Job Search Support</li> <li>• Job Matching and Brokering</li> <li>• Self-Employment and Enterprise Support</li> </ul> <p><i>Examples of Programmes:</i></p> <ul style="list-style-type: none"> <li>• Employability Fund</li> <li>• Community Jobs Scotland</li> <li>• Youth Employment Scotland Fund</li> <li>• Creative Internships</li> <li>• Job Clubs</li> <li>• SDS Individual Learning Accounts</li> <li>• Targeted Employer Recruitment Incentive</li> <li>• Graduate Recruitment Incentive</li> <li>• Universal Jobmatch</li> <li>• Work Programme</li> </ul> <p><b>Stage 5: In work support and aftercare</b>  Stage 5 activities include supporting individuals to maintain and progress within the workplace.  <i>Client Status:</i> In Work  <i>Examples of Activities:</i></p> <ul style="list-style-type: none"> <li>• Careers Information Advice and Guidance</li> <li>• Supported Employment</li> <li>• Occupational Health and Wellbeing Support</li> <li>• Vocational Rehabilitation</li> <li>• Skills Development</li> <li>• Redundancy Support</li> </ul>
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	<ul style="list-style-type: none"> <li>Self-Employment and Enterprise Support</li> </ul> <p><i>Examples of Programmes</i></p> <ul style="list-style-type: none"> <li>Modern Apprenticeships</li> <li>DWP Wage Incentives</li> <li>Flexible Training Opportunities</li> <li>SDS Individual Learning Accounts</li> <li>New Enterprise Allowance</li> <li>Work Programme</li> </ul>
Objectives	The Strategic Skills Pipeline model has been developed as a framework to support the effective delivery of employability services across the Scottish system. The staged model is tailored to suit local context and deploys locally available LLL / Skills courses, interventions and other support to meet the needs of participants.
Target group	16-24 year olds
Underlying success criteria	Take up and successful outcomes for individuals within their stage of intervention.
Time horizon	Employability' Pipelines have been in place in some form since 2006 and are now part of the Policy and intervention landscape.
Governance regime	Local authority and Regional and Scottish Government's Fair Work Directorate (which oversees employability policy)
Funding source	Scottish Government - European Funding, Skills Development Scotland (SDS), Department for Work and Pensions (UK level) and the UK Big Lottery
Other	<p>The Pipeline model has its origins in <i>Workforce Plus</i> -Scotland's Employability Framework in 2006.</p> <p>An evaluation of the employability pipeline approach (Sutherland 2015) has reported that previous research has found that the employability pipeline approach:</p> <p>"Has enabled local partnerships to develop a more strategic approach. In particular, pipelines can provide a focus:</p> <ul style="list-style-type: none"> <li>- For partnership working</li> <li>- On improving outcomes</li> <li>- On the client journey – leading to a more client-centred approach."</li> </ul> <p style="text-align: right;">Sutherland et al (2015 p.43)</p> <p>However,</p> <p>"Not all LEPs monitor how many pipeline clients move into employment and a larger proportion do not measure the sustainability of employment outcomes – although individual LEP partners will capture this data for the services they deliver. "</p> <p style="text-align: right;">Sutherland et al (2015 p.44)</p>

**Table 4. Community Benefit clauses: Glasgow City Region**

	<b>Description</b>
Primary sector orientation	Economic, LLL/ Skills/ education, social and environmental
Problems	Addressing a range of social, economic and educational priorities via funding and support obtained via building a range of conditions into the delivery of council contracts to help facilitate infrastructure.



Solution proposals	<p>Community Benefits clauses are requirements which deliver wider benefits in addition to the core purpose of a contract. These clauses can be used to build a range of economic, social or environmental conditions into the delivery of council contracts.</p> <p>Ensures this spend not only provides infrastructure that encourages economic growth but delivers benefits which assist in building a stronger economy, - provision of a range of initiatives which include:</p> <ul style="list-style-type: none"> <li>• Targeted training and employment opportunities;</li> <li>• Educational support initiatives;</li> <li>• Supply chain development;</li> <li>• Community CSR and environmental initiatives;</li> <li>• Equality and diversity initiatives;</li> <li>• Initiatives which assist Supported Businesses, the third sector and voluntary sector.</li> </ul>
Objectives	<p>Community Benefit Clauses:</p> <ul style="list-style-type: none"> <li>• Will build a range of economic, social or environmental obligations for the delivery of City Deal contracts.</li> <li>• Ensure that the community benefits delivered are aligned to addressing the key economic priorities for the region to ensure benefits are maximised to the communities where the contracts are being delivered.</li> <li>• Provide a connection to industry supports available, ensuring the benefits delivered within the Glasgow and Clyde Valley community are maximised, targeting key audiences and particularly those furthest removed from the job market.</li> </ul> <p>This strategy builds on existing good practices across the eight local authorities (initially developed in 2008) to deliver community benefits to adopt a consistent and collaborative approach across the City Deal Programme, maximising the opportunities and benefits delivered to the community.</p> <p>Included in the aims for the Community Benefits are:</p> <ul style="list-style-type: none"> <li>• A joined up approach to implementation and monitoring of community benefits across the Glasgow and Clyde Valley local authorities, ensuring maximum value for the spend on the City Deal Programme;</li> <li>• Through guidance and the application of agreed approaches, deliver real and lasting benefits to stakeholders and assist the overall aim of the City Deal Programme, to grow the Glasgow and Clyde Valley economy, including delivery of sustainable employment outcomes for residents.</li> </ul> <p>Community Benefits which will be targeted for delivery include, but are not restricted to, delivery of the following:</p> <ul style="list-style-type: none"> <li>• Targeted Recruitment and Training Initiatives</li> <li>• Educational Support Initiatives</li> <li>• Vocational Training</li> <li>• Supply Chain Development</li> <li>• Community and Environmental Initiatives</li> <li>• Supported Business, Third Sector and Voluntary Initiatives</li> <li>• Social Enterprise and Co-operative Initiatives</li> <li>• Equality and Diversity Initiatives</li> <li>• Poverty Initiatives</li> </ul> <p>Strategic Leads include:</p> <ul style="list-style-type: none"> <li>• Community Planning</li> <li>• Education Services</li> <li>• Land and Environmental Services</li> <li>• Legal Services</li> </ul>

	<ul style="list-style-type: none"> <li>• Social Work Services.</li> </ul>
Target group	Community benefits are a key component in maximising social, economic and environmental benefits within the City Deal programme. This includes impacts for groups of people in the community xxx
Underlying success criteria	Community Benefits included as contractual obligations and evaluated as part of the tender process (e.g. Targeted Employment and Training Initiatives). Successful suppliers will be required to provide regular monitoring information outlining Community Benefits delivery progress.
Time horizon	2008 origins with 2015-2020 current plan
Governance regime	The Legal and Procurement Support Group (LPSG) within the City Region administration oversee and manage the strategy.
Funding source	The strategy is funded via the procurement contribution from suppliers, resulting in available funds and resources being available to develop important targeted initiatives, training etc. across a range of priority fields.
Other	

### 3.2 Aberdeen/ Aberdeenshire City Region LLL/ Skills policies

This section provides a brief context and rationale for the Aberdeen/ Aberdeenshire City Region LLL and skills policies and then maps the key policies/ related actions, detailing those that our research has identified as most relevant to the research questions of WP3 and the wider Young Adulllt project.

#### 3.2.1 The Aberdeen/ Aberdeenshire City Region context

The Aberdeen City Region plan is one of four strategic development plans in Scotland and was developed from a previous structure plan, approved by Scottish Ministers in 2009. City Region Deal underpinning the plan is a tripartite agreement between the UK Government, the Scottish Government and regional partners, including both Aberdeen and Aberdeenshire Councils and Opportunity North East. Both Governments work together on how to implement the commitments in the Deal. The plan itself was prepared by the Aberdeen City and Shire Strategic Development Planning Authority on behalf of Aberdeen City and Aberdeenshire councils.

The governance of the City region deal and planning involves a new Joint Committee created that will consists of representatives of Aberdeen City Council, Aberdeenshire Council and a new private sector led economic leadership board; Opportunity North East (ONE). This Joint Committee works with both Governments to ensure delivery of this deal.

As with all City Region plans, the associated strategies and material actions encompass more than LLL and skills but together with these matters, other complementary policies (such as housing, resources, digital communication, energy etc.) are intended to provide a shared vision for development that draws on the combined resources available to promote. They are, in keeping with the 'Scottish model of public sector reform and development, intended to involve collaboration and developed in a way which aims to include communities, public-

sector organisations and businesses in the process. The City Region Plan does not cover all planning issues but only those which are nationally or regionally important or can best be dealt with by Aberdeen City Council and Aberdeenshire Council working together. As with other City Regions, the component councils prepare local development plans that cover a wider range of issues in more detail. The City Region Plan is supported by an action programme with local development plans are consistent with the City Region Plan. While some of these local plans, policies and actions will address certain aspects of LLL/ skills, this WP3 mapping is focusing on those LLL/ Skills policies, plans and strategies that are being addressed at the City Region level. This reflects the 'unit of analysis' for the overall Young Adullt Programme.

The Plan focuses on four key areas for development: Investment in Infrastructure, Innovation, Inclusive Economic Growth and Internationalisation. The key issue relevant to WP3 that the City Region has identified is promoting economic growth. The Plan aims to provide opportunities that encourage economic development and create new employment in a range of areas that are both appropriate for and attractive to the needs of different industries, while at the same time improving the essential strategic infrastructure necessary to allow the economy to grow over the long term. The Plan seeks to retain appropriately skilled people in the Region but also to promote skills that will support the economic develop vision:

Further investment in people and training will strengthen the workforce, create more jobs and contribute to the region's international competitiveness and sustainability.

Aberdeen City Regional Economic Strategy. 2015 p.6

At the time of writing, Aberdeen City and Shire has a healthy economy. This has been influenced mainly by the oil and gas industries but there are also significant strengths in life sciences, food and drink and tourism. Given the recent decline in demand for oil and volatility in the international oil and gas market the City Region faces particular challenges regarding the implications for employment and skills in this sector. The Plan also sees the traditional industries of farming and fishing as important focus for support while promoting a more diverse local economy with developments in the field of renewable energy. Support from local universities and research organisations will, therefore, be important.

The need for skilled and innovative people is highlighted in the Plan in order to develop a more flexible and resilient workforce and industries. The Plan also sees the service sector, including retail and tourism, as important for development. This sector is seen as key for maintaining the vitality and viability of town centres and opportunities for growth in the economy.

The Aberdeen and Aberdeen City Region strategic planning included establishing a formal World Energy City Centre for learning, skills and training. The Centre will provide a focus in one place to coordinate their approach to various skills challenges. Key to the City Region's skills development are the Oil & Gas Academy for Scotland (OGAS) that represents a consortium of established, world-class education and training providers. Collectively, the OGAS

partners deliver a wide range of training for the industry, from craft level technician training through to postgraduate degrees and postdoctoral research.

The strategy also included connecting all UK and Scottish Government skills teams to participate in a new public sector wide joint venture to carry out skills audits across the City Region and to work with higher and further education and industry to deliver both a 5 year and 15 year plan to ensure that the correct mix, quantity, and level of skills are available at both a city region and supply chain level.

There were also plans for greater alignment of skills planning and training with the housing and infrastructure needs of a new workforce. The outcome of such planning would ensure a continued supply of core skills and the social and health infrastructure to support it, to ensure the industry is able to remain in the city region for the next 50 years.

Drawing on the SDS regional Skills Assessment reports, the Aberdeen/ Shire City Region currently has above-average incomes, low unemployment. However, the relatively recent changes in the global oil economy and more locally, differences in wealth and opportunity between some of the region's communities are seen as significant challenges. Whilst much lower than the Scotland and UK averages, there remain a significant number of workless households and those work limited through disability in the area, and concentrations of employment deprivation. There is a continuing need to help school leavers meet employer expectations, with Awards such as the Certificate of Work Readiness improving work readiness. There remains therefore a challenge for the supply of skills to match demand.

### **3.2.2 Aberdeen/ Aberdeenshire City Region: Key Policies and actions**

Our scrutiny of the available document and sources as well as insights obtained from our limited interviews with SDS regional experts has identified the following main policies and actions in the Aberdeen/ Aberdeenshire City Region:

- *Opportunities for all* - is the national guarantee that all young people between 16-19 years old have an entitlement to participate in education or training; \*
- *Developing the Young Workforce* - working with regional training providers, schools, colleges, universities and business to strengthen vocational skills, attainment levels and to encourage more apprenticeships; \*
- Adopt an apprentice - part of a £12 million fund to help people who face losing their jobs in the oil and gas sector in Aberdeen city and shire includes that supports employers to take on apprentices who are being made redundant from their current company.
- PACE - Partnership Action for Continuing Employment - PACE was set up by the Scottish Government, and also includes the UK's DWP (through

Jobcentre Plus), local authorities, Citizens Advice, colleges and training providers. Local PACE teams deliver the service across Scotland. These local teams support assist businesses and employees to try and minimise the risk of redundancy before it happens. Where necessary, this support can involve identifying appropriate learning and training opportunities and helping people to access them.

- Employability project (funded by the ESF) – to deliver £2.2m ESF *Employability Pipeline Project* to increase economic activity through training and work experience placements. The Employability Pipeline mechanism was developed as part of national policies and intended to be implemented locally to facilitate access to a range of employability opportunities, including programmes and training courses. It is a five stage Employability Pipeline, where stage one provision supports young people furthest from learning (such as Activity Agreements) up to Stage five which support young people who are in work;
- Aberdeen guarantees - a commitment to providing all young people 14-25 years old with opportunities to participate in learning, training and work including access to modern apprenticeships and enhanced information (including careers fairs) for students, parents and teachers about the job market and skills required across the Region;
- Employers training forum - Working with the Employers' Training Forum, embed the use of targeted recruitment and training clauses in our procurement strategies to ensure those areas with higher levels of economic inactivity can access skills/ training opportunities from public sector investments;
- Expanded Council programme of apprenticeships and placements – this refines national Modern Apprenticeship measures with local partnerships to support young people into employment.

From these policies we have selected the following four for inclusion to the mapping for the Aberdeen City and Shire Functional Region (this adds one to the required three for WP3, however, this reflects our own academic interests):

- Opportunities for all\*
- Developing the Young Workforce\*
- Adopt an Apprentice
- Aberdeen Guarantees

\* This is a national policy, the overall details provided in Appendix 1 with regional implementation and issues described in the remainder of this section.

The Developing the Young Workforce is also one of the policies included in our selection for the Glasgow City Region and this allows for a level of comparison how two different Functional Regions adapt and implement a national policy programme to address their own context.

**Table 5. Opportunities for all: Aberdeen/ Shire City Region**

	<b>Description</b>
Primary sector orientation	The Opportunities for All implemented in the City Region is oriented towards education, training and employability and involves regional and local partnership teams for planning and delivery.
Problems	Tackling level of youth unemployment, particularly for those groups who are most disadvantaged. While Aberdeenshire has relatively fewer of these groups there are particular areas where such support is required. Recent downturn in the oil and gas industry might also have longer-term implications regarding skills for the Region.
Solution proposals	<p>This policy brings together a range of existing national and local policies and strategies as a single focus to improve young people's participation in post 16 learning or training, and ultimately employment.</p> <p>There is a particular focus on the use of Modern Apprenticeships and variations to promote positive destinations for young people letting them earn a wage and gain an industry-recognised qualification. The Modern Apprenticeship programme is funded through Skills Development Scotland. Young People participate in a structured MA that is designed to take them through the skills and competencies to meet the requirements of the National Occupational Standards. There are objectives and goals to achieve to allow young people to learn and progress, with continual support from an SVQ Assessor in the workplace and participating in relevant training and skills workshops, also supported by their employer.</p> <p>An illustrative example is a third sector organisation - Aberlour Futures that They help to deliver a Modern Apprenticeship Programme: in Early Learning and Childcare, Active Leisure &amp; Learning: (Playwork).</p> <p>This organisation also works in partnership with childcare employers to enable young people aged 16-19 to participate in a programme of preparation for assessment that supports workplace induction. Using initial assessment they identify the key aspects of core training and workplace experience required during a period of 6 months before starting the formal accredited training.</p>
Objectives	Promoting transition from compulsory education to positive destinations Reducing youth unemployment
Target group	All young people between 16-19 years old but there is an emphasis on those who are risk of negative destinations.
Underlying success criteria	Reducing youth unemployment. Take up of Modern Apprenticeships and ultimately employment
Time horizon	The time horizon of this policy and its component programmes is long-term running from 2012 onwards.
Governance regime	Regional and local partnership groups including representatives from local authority education services, Job Centre Plus, SDS, Colleges, Universities, third sector, and employers working to tailor the policy to local circumstances and needs.
Funding source	Scottish and UK government funding but will also draw on ESF for certain aspects.
Other	

**Table 6. Developing the young workforce: Aberdeen/ Shire City Region**

	<b>Description</b>
Primary sector orientation	The Developing the Young Workforce implemented in the City Region is oriented towards education and social care.
Problems	As summarised in 1. Above i.e.: Tackling level of youth unemployment, particularly for those groups who are most disadvantaged. While Aberdeenshire has relatively fewer of these groups there are particular areas where such support is required.
Solution proposals	<p>Articulates with the 'Opportunities for All' policy and measures</p> <p>Schools, colleges, the apprenticeship programme, and employers. There is a particular emphasis on the Policy and measures being driven by employers.</p> <p>Examples of measures to date in parts of the region include:</p> <ul style="list-style-type: none"> <li>• Stronger School/ College links partnership with both Local Authorities. Significant increase in young people going from school to college and being involved in school link activity.</li> <li>• Employers are being involved through the Aberdeen &amp; Grampian Chamber of Commerce.</li> <li>• College partnership with the two regional universities to delivery parts of the programme, including Foundation and Advanced Apprenticeships.</li> <li>• Developments include colleges, schools, employers and SDS working to implement The Developing Young Workforce Foundation Apprenticeship which includes a work placement (while student still at school/ college) with students being assessed in college and work place.</li> </ul>
Objectives	<p>The strategy which aims to bridge the gap between education and employers by providing young people with the right education, training and experience to get into fulfilling jobs and careers.</p> <p>Nationally there is the target to reduce youth unemployment by 40 per cent by 2021 – this will be reflected regionally.</p>
Target group	Young people (16-19)
Underlying success criteria	<ul style="list-style-type: none"> <li>• To improve the options on offer for young people</li> <li>• Reduce youth unemployment to levels of the best performing countries in Europe.</li> </ul>
Time horizon	2015-2022
Governance regime	<p>Regional industry-led <i>Invest in Youth</i> groups across Scotland to provide leadership and a single point of contact and support to facilitate engagement between employers and education." These groups are referred to as 'Developing the Young Workforce Regional Groups'.</p> <p>A small multi-skilled executive team carry out day-to-day activity. Seconded from the public and private sectors work with and are led by a small team of specialists appointed by the Regional Group.</p> <p>The aim is not to replicate existing work but draw on existing expertise and initiatives.</p>
Funding source	Scottish and UK government funding
Other	

**Table 7. Adopt an Apprentice: Aberdeen/ Shire City Region**

	<i><b>Description</b></i>
Primary sector orientation	Training and employment
Problems	This policy and measure supports apprentices made redundant as a result of the economic downturn through. Skills Development Scotland manages the programme on behalf of the Scottish Government. In January 2015 special measures to support MAs made redundant from employers in the oil and gas sector were added to the programme.
Solution proposals	Employers who “adopt” any apprentices who have been made redundant by another employer benefit from a skilled trainee and receive a £2000 incentive (employers in the oil and gas industry will receive £5000). A training provider must make the application for the employer.
Objectives	To ensure continuity of apprenticeships at a time of economic uncertainty
Target group	Those already serving an apprenticeship but who are facing redundancy/ unemployment.
Underlying success criteria	To ensure continuity of apprenticeship to success.
Time horizon	. 2016 - onwards
Governance regime	Programme managed and overseen by SDS
Funding source	Scottish Government
Other	



**Table 8. Aberdeen Guarantees: Aberdeen/ Shire City Region**

	<b>Description</b>
Primary sector orientation	Education, skills training, employment.
Problems	Need to enhance learning, training and work for 14-25 year olds as part of Govt. strategy Regional aim to maintaining the city's position as having one of the highest youth employment rates in the UK despite economic change
Solution proposals	Organisations within the public, private and voluntary sector collaborate to make a significant contribution to developing young people's skills for life, learning and work. This involves:  School/ learning focus: School, Business and Third Sector partnerships working to improving education opportunities to ensure that all young people are provided with relevant vocational experiences which can assist progressions onto a positive destination.  Training opportunities: personal development opportunities, supported work experience placements and employability supports. Provided by local partners who contribute to training young people for the world of work include Aberdeen Foyer, Inspire, ITCA, SHMU, Transition Extreme, Working Rite  Employment opportunities: financial/ resource incentives are provided to employers to recruit young people into their business. Incentives provided by SDS and nationally funded projects such as the Youth Employment Scotland fund.
Objectives	The strategy aims to bridge the gap between education and employers by providing all young people between 14-25 year olds with opportunities to participate in learning, training and work.
Target group	Young people aged 14-25
Underlying success criteria	Increased levels of uptake of learning, training and employment across the target groups
Time horizon	2015
Governance regime	New regional Invest in Young People Group will improve links between education and employers and increase opportunities for young people in Aberdeen and Aberdeenshire
Funding source	Scottish Government
Other	

## 4. Analysis

This section provides an analysis of the information gathered from the mapping activity. In particular, this section draws together the main themes arising from the mapping activity considers, as far as is feasible, the following questions that were posed in the WP3 proposal:

- To what extent are the policies described integrated and compatible with one another and other social policies?
- What is known about the impact of these LLL/ Skills policies on young people's life course? Bearing in mind, that available empirical evidence, including secondary data, on this question might not exist or be limited if evaluation and research has not been conducted on the policies. However, from the available information we can apply our conceptual frameworks to infer likely the potential for impact of the policies.
- To what extent are the policies and strategies embedded in the policy landscape and associated systems?
- Finally, what can we say about 'best practices' and patterns of coordinating policy-making at local/regional level?

### 4.1 To what extent are the policies described integrated and compatible with one another and other social policies?

The development of the Scotland's economy is guided by a number of Policies/ strategies. The Government's Economic Strategy, produced in 2011, aimed to deliver faster sustainable economic growth with a commitment to equity and opportunities for all. The strategy had six strategic priorities:

- Supportive business environment;
- Learning, skills and wellbeing;
- Transition to a low carbon economy;
- Infrastructure, development and place;
- Effective government;
- Equity.

As one of the above priority areas, the refreshed Skills Strategy, produced in 2010, set out the Scottish Government's commitment to training and skills and aimed for a flexible, responsive, partnership approach to meeting Scotland's skills needs. This had four priority themes:

- Empowering people to ensure they have the opportunity to access the right advice, support and opportunities to acquire the skills and attributes to both contribute to and benefit from future economic success;
- Supporting employers by better understanding and assessing the skills they need for future success, and ensuring that the supply of skills, training and qualifications can be responsive to this;
- Simplifying the skills system to ensure that it is more coherent and easy to understand for individuals and employers; and
- Strengthening partnerships and collective responsibility between public, private and third sectors to help improve skills and the contribution they make towards achieving Scotland's social and economic aspirations.

There is also a national strategy to promote youth employment. This was developed in light of the difficulties faced by young people during the economic recession and acknowledges that securing employment for young people is a key component in determining their future life chances and earnings. This includes Opportunities for all, which offers all 16-19 year olds not in work, education or training a place in learning or training.

At a strategic policy level, the planning and rhetoric emphasises the integrated and interrelated nature of LLL/ Skills with the other strategy pillars. At the heart of Scottish government's public policies is the belief that these various policy strands should work to promote equity and tackle disadvantage and poverty.

The component, related LLL/ Skills policies all stress the need for partnership working across sectors and organisational boundaries in order to make the policies work and have an impact. Indeed, key themes running through the main Scottish policies are partnership working/ co-production and tackling social economic inequity.

This reflects the Scottish model of partnership working to deliver public policy. Hand-in-hand with this concept is the notion of devolving the enactment of the national policies and strategies to Regional and local partnership structures with public, private and third sector working together, supported by government agencies such as SDS and informed by up-to-date data and evidence on skills, attainment and the labour market. While there is a level of devolution and autonomy regarding how these policies are deployed, there has been an increase in central monitoring of their progress against the strategic targets.

Perhaps, the links between the various policies is most evident regarding LLL/ Skills and youth employment. It is arguable that the emphasis on this policy intersection is on the transitions from compulsory education to work or FE or HE. The imperative is 'positive destinations' for young people. Consequently, those outwith the 16-24 year old category appear to receive relatively limited attention in the LLL/ Skills and employment policy landscape. The Adult Learning Strategy, which is far more loosely framed than the other policies covered in this report,

and work conducted at local level by the CPPs appear to be intended to address the LLL needs of other groups.

Looking at whether there are any clusters or gaps regarding LLL policies across the associated policy sectors, the policy mapping reveals that the national policies are designed to articulate with each other to provide strategies and measures to tackle the National priorities. So, we see a deliberate coherence across national policies that promote employment and wellbeing and related services with planned integration of related actions, services and programmes. For example, if we take the National Youth Work Strategy 2014-2019, it contributes to the education and skills policies, labour market policies and social policies but also justice, health, sport, culture and equality policies. The Youth Work policy example has direct relevance to LLL and maps across the following strategies:

- *GIRFEC – Getting it Right for Every Child (2012)*
- *Early Years Collaborative (2012)*
- *Curriculum for Excellence 2008*
- *Opportunities for All (2012)*
- *Developing Scotland's Young Workforce (2014)*
- *Health and Wellbeing (2013)*
- *Community Empowerment (Scotland) Act (2015)*
- *Time to Shine – Youth Arts Strategy (2013)*
- *Scottish Government's Youth Sport Strategy (2014)*

Each of the above has, to a greater or lesser extent, strands that address LLL and each is intended to articulate and reinforce one another. At this National level, therefore, it can be argued that there are no apparent policy gaps regarding LLL if we accept the Scottish Government's priority on the 16-24 year old group. The governance at national level, informed by relatively sophisticated and refined skills and economic data/ information influences the 'fit of the policies and their responsiveness. This system, is meant to be reflected in the regional and local systems and emphasises how, in principle, the regional LLL policies harmonize and articulate with the National LLL policies

In Scotland, this closely articulated policy landscape and policy 'architecture' with its intended devolved enactment should minimise gaps in LLL policies and associated action the regional and local level. The mapping for this report indicates that, at least officially, this does appear to be the case. However, scoping discussions suggest that a range of factors such as varied levels of resources and funding at local level and the challenges of partnership working can mean that the policies do not always have the rigour and coverage that is intended. Varied use of data and prioritisation of certain policy targets can mean that the National aspiration for the LLL policies is not always achieved locally.

It could also be argued that perhaps there are gaps in the sense that the Scottish LLL policies and associated actions for those adults older than 24 have been relatively more vague and broader compared with those LLL / Skills policies for 16-24 year-olds, where transition from school has been a key policy focus. However, this appears to be changing. The UoG team's scoping discussions with Policy actors for WP3 indicates that the process of closer policy articulation and coherence along with increased monitoring and nationally set targets is now being applied to the broader LLL policies that are currently framed by the *Adult Learning in Scotland, a Statement of Ambition* (2014).

The mapping indicates that the policy landscape is relatively complex with various national policies/ strategies and their associated programmes that are implemented at the FR and local level along with locally inspired variations on these. There was limited research evidence available that indicates the efficacy of these complex approaches on strategic and local targets. There are routine statistical data on uptake of programmes, changes in qualifications, circumstances and work status that will give broad indicators of the impact of the particular programmes. There were one or two insights from some informants that suggested that there was inconsistency in the level of detail of data and evidence on progress that was collected across partners. Also, the efficacy of the complex partnerships such as CPPs as well as the level of collaboration and articulation between the various governance boards of the respective programmes to foster coherence is unclear.

#### **4.2. What is known about the impact, intended and unintended, of these LLL/ Skills policies on young people's life course?**

Taking the importance placed on securing positive destinations for young people that is enshrined throughout the policies covered by our mapping, we should expect that the policies and overall system is geared to have a positive impact on young people's life courses. Again, any available independent research and evaluation evidence on this question has yet to be reflected in our mapping. It is possible that we will have more to say in the final draft or the WP3 report.

The underpinning philosophy and ideology of the Scottish LLL skills and employment policies and their inter-linked social and wellbeing policies across the system places an emphasis on promoting life chances, wellbeing and empowerment. Therefore, the life course aspect of the Young Adullt Project is particularly relevant here and the Work Packages that involve gathering primary data should ensure that this is a key focus.

#### **4.3 To what extent are the policies and strategies embedded in, and interacting with, the wider policy landscape and associated systems?**

From our mapping of the City Region policies it would appear that both Aberdeen / Shire City Region and the Glasgow City Region have attempted to align their LLL skills policies with each other and the wider policies to reinforce their impact but also to share resources and better meet the needs of young people. The

staged approach and multiple partner nature of the 'Employability Pipeline' that is used by a number of the policies is a good example of this.

There is evidence that the policies are 'layered' at national, Functional Region and local level with each level articulating vertically as well as horizontally with other policies at that level. Where appropriate, they also align with wider UK employment policies. This is, at least, apparent on paper and in their design but, again, the extent to which this system works as intended is less clear. For example, the extensive representation of key stakeholder groups such as employers, third sector, national agencies and local government on the management groups and CPPs would, in principle, facilitate communication and sharing of information and ideas to effectively drive the strategies. What is unclear is whether the differing stakeholders can work effectively together given their different organisational structures etc. It is possible, however, that if there is sufficient buy-in to the principles and vision underpinning their work that these groups and their strategies can be effective.

#### **4.3.1 Elaboration of the similarities and differences between the two FR's LLL policies and approaches.**

Both FRs deploy the National key LLL/ Skills policies, particularly Opportunities for All and Developing the Young Workforce adapted to suit the local context and needs. The two FRs also possess a *Guarantees* programme that has a commitment to providing all young people 14-25 years old with opportunities to participate in learning, training and work including access to modern apprenticeships and enhanced information (including careers fairs) for students, parents and teachers about the job market and skills required across the Region. Each also uses the five-stage Employability Strategy Pipeline system to provide appropriate LLL/ Skills, guidance and support to young people.

The governance and organisation of the enacted policies and material actions are also similar in the two FRs with regional and local partnership boards providing strategic management and monitoring. The component local authorities prepare local development plans that cover a wider range of issues in more detail. Also at local level Community Planning Partnerships (CPPs) play a key role that involve a range of public, private and third sector partners, employers with links to the regional boards. They use their respective local authority Single Outcome Agreements with Government to help identify priorities for LLL and deploy appropriate actions.

Given the nature of the National policy infrastructure and models, it is to be expected that there are major similarities across the two FRs regarding the structures, systems and core LLL/ Skills policies they deploy. However, there are notable differences in terms of the focus of their LLL/ Skills approaches that reflects the local social and economic characteristics and related factors. For example, across the GCR, much of the concrete actions and interventions to tackle skills development focuses on the ensuring transition from school to employment, learning and other positive destinations with a particular focus on those furthest removed from learning opportunities and employment. In

comparison, the LLL policies and material actions in Aberdeen and Shire City Region are more focused on providing opportunities that encourage economic development and create new employment in a range of areas that are appropriate and attractive to the needs of different industries but with a particular focus on the energy sector. Key to the City Region's skills development are the Oil & Gas Academy for Scotland (OGAS) that represents a consortium of established, world-class education and training providers. The Centre is intended provide a focus in one place to coordinate their approach to various skills challenges. Here there is a focus on retaining appropriately skilled people in the Region but also to promote skills that will support the economic develop vision and strengthen the workforce, create more jobs and "contribute to the region's international competitiveness and sustainability".

Within the two FRs studied, the materiality of the initiatives changes from one council to another, pointing to a degree of heterogeneity within the same locality. The characteristics of the targeted group might change from one council to another and, therefore, the specific features of the initiative.

While the scale of social disadvantage and poverty is smaller in Aberdeen and Shire City Region compared with the Glasgow City Region, there are a significant number of workless households and those work limited through disability and concentrations of employment deprivation. Here, the CPPs play a key role in coordinating appropriate LLL/ Skills and other responses. Therefore, while the LLL/ Skills policy structures and systems are similar in both FRs the nature of the 'pipeline' of support in terms of the scale of disadvantaged young people involved the balance of strategies required to support those out of work and those with fundamental needs is quite different in the two FRs. For example there will be more Stage 1, 2 and 3 programmes and young clients involved in the GCR compared to more Stage 4 and 5 in Aberdeen and Shire City Region, where those already in work require further skills and support to address changes in the employment market.

#### **4.4. What can we say about 'best practices' and patterns of coordinating policy-making at local/regional level?**

The policy documentation consulted for the relevant strategies and actions across our two Scottish functional regions does indicate a high level of complexity in the structures and systems. There appears to be levels of tiered governance and administrative arrangements that, on paper, seem appropriate. However, there is limited evidence to show whether these arrangements and systems are effective at coordinating the policymaking and related actions. It is possible that the complexity in the system could present a danger of duplication of effort and confusion. Scottish Government is currently seeking to make the LLL/ Skills field less complex and more streamlines. Our experience within the two FRs suggests that this is still some way off. Again, this emphasises the need for the Young Adullt Project to include a focus on this its primary data gathering such as interviews with key stakeholders.

There are issues regarding the appropriateness of the metrics used to assess the impact of policies and actions and the implications for policy evaluation and decision making processes. For example the nature and duration of employment secured by young adults progressing from the various programmes

#### **4.5 Insights from WP3 regarding the three main theoretical perspectives**

The Young Adullt Project adopts three main concepts/ theories underpinning the to help understand and analyse the material gathered throughout the Project Cultural Political Economy (Jessop 2010), Life Course Research (Walther 2011; Heinz et al. 2009) and The Governance Perspective (Rhodes 1997). These theories will be deployed mainly when the data and evidence accumulates from the various Work Packages and some synthesis of the material can be conducted. However, the initial and emerging themes from WP3 indicate that these theories will be particularly relevant.

The Cultural Political Economy perspective is helpful when looking at Scottish LLL / Skills policies and related systems. For example, the LLL and adult education in Scotland has been traditionally understood as a way to strengthen citizenship and promote learning throughout people's lives. However, since the economic crisis in 2008 onwards, adult education and LLL policies have focused mainly on developing and improving people's employability, often overshadowing broader objectives of LLL. It is arguable that it is a good time to rethink the value and objectives that drive LLL and adult education policies in Scotland, strengthening the wellbeing and health benefits of LLL policies yet while still taking into account the interests and needs of the more disadvantaged groups.

Cultural Political Economy factors have also been key to the current narrow focus on prioritising certain age groups regarding education and LLL policies in Scotland. Such limited age focus makes it more difficult to engaging young adults over the age of 24 in LLL /Skills programmes. However, there are signs that the Scottish Government is looking at how to revise broader adult education policies and programmes to better address these other age groups. One could argue that this is also driven by the economic and political climate.

The process from policy formulation to enactment and material initiatives has been highlighted by the mapping, not so much in the documents themselves as this often looks quite logical, but insights from the initial scoping discussions highlight that government messages, national policies and initiatives at the local/regional level are not always well aligned. This makes the Project's focus on studying these processes and changes very salient.

The Governance perspective also has much to offer the analysis as the Project develops. Already the [mMapping](#) has shown that there are particular governance systems in place in Scotland regarding Policy enactment. These are 'tiered' to allow vertical governance and monitoring but also include 'horizontal' strata of groups and boards that are intended to be collaborative and include a range of appropriate partners. The Community Planning Partnerships are a good example



of this. Increasingly, the Scottish Government is moving to encourage the participation of young people in the decision making process at local levels. The efficacy and equity of these approaches remains to be seen.

The Government also hopes to build on its measures to encourage the active involvement of employers' in LLL and adult education policies. We can argue that if an important part of the LLL policies for young adults is to be addressed from an employability perspective, then employers' vision and engagement is crucial. However, it could be said that we need to be critical in selecting which needs of the employers should be publicly funded (e.g. transferable skills) and which should not (business-specific skills). Moreover, Scotland has very few large employers and engaging small and medium enterprises is likely to be more complicated and time consuming.

The nature of the WP3 objectives means that there is currently limited information on the voice of young people and we will have more detail when the interviews are conducted as part of the other Work Packages. However, the Life Course theory already has some relevance when we seek to understand the political rationale underpinning the more recent LLL/ Skills policy developments. The Scottish government is apparently increasing its priority on engaging young adults in the policy and programme formulation and governance processes. It is claimed that this will help ensure that the policies and concrete actions are more authentic and relevant to the lives of young adults. Again, as the Project progresses and gathers information from young people we will be better placed to understand this development and its impact.

## 5. Emerging issues

The mapping has highlighted an number of issues that would be relevant for further exploration and analysis through the comparative analysis and through the other WPs. These are:

- Strategic coordination of LLL policies is more discursive than material. No cross-government watchdog authority to oversee the coherence of LLL policies. Questions we will explore include: Do they use other softer mechanisms (data) of coordination? How effective are they?
- Pre- Post- 2007 shift in LLL policies: from holistic LLL to skills for work. Are LLL solutions to economic problems or just palliating the social externalities of the crisis?
- Fragmentation of LLL policies: Main focus on 16-24 vs 24+. Is Government seeing broader adult education as lower priority or is this changing?
- International influence on LLL policies: through policy ideas (youth guarantee schemes) and standards (goals setting against OECD country rankings).
- Definition of the target group: ESL – low qualified young person 16+. The social problem is re-defined as an educational problem: low qualifications among young people that do not follow the expected educational pathways.
- An apparent intent to govern/ re-standardise youth trajectories through ‘positive destinations’ and the ‘employability pipeline’.
- Individualisation and deficit model: the move towards approaches where unemployed people are designated mentors, case-workers and employers are asked to support apprentices of other companies who at risk of unemployment e.g. ‘adopt an apprentice’
- City Councils appear to be the key focus for LLL policies and action rather than the functional regions.
- Data appears to be mainly used to assure implementation and compliance but there little robust evaluation data on the effectiveness of LLL policies.
- Equity is rhetorically emphasised but its meaning is unclear: equality of opportunities vs equality of results, integration through employment vs authentic citizenship.

**Appendix 1: National LLL/ Skills Policy Mapping**

Name of policy doc	<b><i>Skills for Scotland: Accelerating the Recovery and Increasing Sustainable Economic Growth</i></b>
Date	2010
Level (e.g. National, regional etc.)	National with regional/ local enactment
Source (e.g. Govt, academic etc.)	Scottish Government
Focus/ field objectives	Promoting skills to address economic recovery
Core problems	Revising previous policy, <i>Skills for Scotland: A Lifelong Skills Strategy</i> which set out strategy for skills in a lifelong learning context, to take account of new economic challenges.
Means	Promoting new objectives, stimulating new strategies and initiatives through increased partnership working across the community. Establishes high-level targets for the National Training Programmes in 2010-11. Inc.' Modern Apprenticeship places, more training places to support the unemployed, flexible training opportunities to meet the needs of businesses and use of ESF for additional all-age Modern Apprenticeships.
Solution proposals	Empowering people to ensure they have the opportunity to access the right advice, support and opportunities to acquire the skills and attributes to both contribute to and benefit from future economic success; Supporting employers by better understanding and assessing the skills they need for future success, and ensuring that the supply of skills, training and qualifications can be responsive to this; Simplifying the skills system to ensure that it is more coherent (with better UK and Scottish integration) and easy to understand for individuals and employers; Strengthening partnerships and collective responsibility between public, private and third sectors to help improve skills and the contribution they make towards achieving Scotland's social and economic aspirations.
Key actors	Extensive: educational/ skills providers (esp. colleges); local government; and third sector partners; employers, National skills agencies (integrating the employment and skills services provided by Job Centre Plus Scotland and SDS); carers advice services, voluntary orgs, national professional associations/ unions; Community Planning Partnerships and local community services.
Target groups	Extensive: Whole population but particular focus on groups seen as vulnerable using specific strategies Inc. unemployed, economically disadvantaged, those in rural areas; offenders,
Success criteria	Increased level of skills, qualified population, better matching of skills to opportunities; increased employment; increased take up of courses; reduction in numbers of those in poverty; increased economic activity.
Evaluation perspectives	National and local statistics on above criteria
Mutual compatibility and integration (with other policies/areas)	Strategy aims to promote greater coherence with other national policies that promote employment and wellbeing and related services and better integration of related services and programmes
Other comments/ overview	
Bibliographic ref	Scottish Government (2010) <i>Skills for Scotland: Accelerating the Recovery and Increasing Sustainable Economic Growth</i> . Edinburgh. ISBN: 9780755994137.

Name of policy doc	<b>Developing the Young Workforce - Scotland's Youth Employment Strategy</b>
Date	2014
Level (e.g. National, regional etc.)	National with Regional / local enactment
Source (e.g. Govt, academic etc.)	Scottish Government
Focus/ field objectives	Details how the Scottish Government will implement the recommendations from the Commission for Developing Scotland's Young Workforce (DtYW) DtYW is a seven-year programme that aims to better prepare children and young people from 3–18 for the world of work.
Core problems	Addressing the need for an appropriately skilled population in context of economic challenge and responding to recession and to tackle rising youth unemployment. Emphasis on the DtYW being delivered in a way that challenges culture to promote diversity in the workplace and contribute to addressing wider inequality issues in society.
Means	Provide a focus on improving work experience, careers information, advice and guidance and providing greater access to vocational learning
Solution proposals	Strengthening the route from schools into employment, or further education which is closely linked to employment; Promoting and shaping the offer Engaging with young people, parents, teachers and practitioners, partners and employers; Use of the Modern Apprenticeships (MAs) programme as a key mechanism Supporting teachers and practitioners to develop children's and young people's learning about the world of work; Providing earlier relevant focused career advice when young people need it, leading to better outcomes; Embedding meaningful employer involvement; Consolidating partnership working with colleges and other training providers.
Key actors/ organisations	There are a vast number of stakeholders involved in the delivery of the Programme but focus is on early intervention, and wide ranging partnership working by national and local government, government agencies (Education Scotland, Skills Development Scotland, the Scottish Funding Council), the education community, training providers, employers and the third sector.
Target groups	Children and young people from 3–18. Explicit focus on including young people, parents, carers, teachers and practitioners and employers in shaping provision, especially the MA.
Success criteria	Very specific Key Performance Indicators for each aspect of the Programme for each of the 7 years. The desired outcome of the DYW programme is to increase opportunities and quality of provision for young people which will in-turn drive economic growth. Growth in the take up of the MA programme, including, challenging gender and cultural stereotypes and removing barriers for those who require additional support. Also, increased focus on higher level apprenticeships, particularly in STEM subjects, will encourage alternative models and improved pathways for progression to degree-level qualifications in a work-based setting. Eventually to reduce youth unemployment by 40% by 2021 and Increased employer satisfaction, more young people completing vocational qualifications, more achieving qualifications at a higher level, more young people in all secondary schools in Scotland progressing to college, training, university and employment.
Evaluation perspectives	Includes milestones for the next seven years across all sectors, challenging schools, colleges and employers to embrace the recommendations and implement the measures required to effect lasting change.
Mutual compatibility and integration (with other policies/areas)	Integration with employability and social equity policies

Other comments	While the policy overlaps with just the 18-year-old year group for the Young Adulllt project, it is integral to the whole LLL/ Skills policy landscape in Scotland and articulation with wider policies.
Bibliographic ref	Scottish Government (2014) Developing the Young Workforce - Scotland's Youth Employment Strategy. ISBN: 9781785440335

Name of policy doc	<b><i>Opportunities for All (2012)</i></b>
Date	2012
Level (e.g. National, regional etc.)	National with Regional / local enactment
Source (e.g. Govt, academic etc.)	Government
Focus/ field objectives	<p>This brings together a range of existing national and local policies and strategies as a single focus to improve young people's participation in post 16 learning or training, and ultimately employment, through appropriate interventions and support until at least their 20th birthday.</p> <p>It recognises that "staying in learning or training is the best way for young people to develop the skills they need to progress towards and into employment".</p> <p>It aims to promote access for all Scotland's young people to a range of opportunities, including staying on at school, national training programmes, university and college courses, Activity Agreements and additional opportunities offered through Inspiring Scotland, Community Jobs Scotland and Department for Work and Pensions (DWP) Job Centre Plus. It aims to ensure:</p> <ul style="list-style-type: none"> <li>• Earlier identification of need, through needs - led assessment leading to staged intervention and a continuum of appropriate support;</li> <li>• A clear rationale for a young person pursuing any learning/training route, with a defined end point, outcomes and identified progression route, taking account of and managing expectations of young people and their parents/carers;</li> <li>• That learning is appropriate to local, regional and national labour markets and contributes to local economic development;</li> <li>• That all learning is planned and accredited as appropriate;</li> <li>• That provision offered by colleges and our n national training programmes are prioritised for 16- 19 year olds, paying particular attention to those at risk of disengaging after school; and that any offer is appropriate and offers progression;</li> <li>• Tracking and monitoring by key partners of young people as they move through the learning system: this will be supported by Skills Development Scotland but led by individual institutions improving data collection, collation and sharing;</li> <li>• In delivering provision for young people, partners comply with the Additional Support for Learning Act and reflect the Getting It Right For Every Child (GIRFEC) Practice Model to ensure consistent, timely, post -16 transition planning;</li> <li>• That relevant local and national delivery partners work together to make <i>Opportunities for All</i> available to young offenders, in particular to ensure their transition from custody to community is appropriately supported; and</li> <li>• That outcome measures and related funding recognise the need for more tailored provision and, often, longer timescales for the desired outcomes to be achieved.</li> </ul>
Core problems	Tackling level of youth unemployment, particularly for those groups who are most disadvantaged.
Means	It "builds on and adds impetus to existing entitlements and commitments to support youth employment through the senior phase of Curriculum for Excellence, including the development of skills for learning life and work, robust transitions through 16+ Learning Choices and the targeted s support offered through More Choices, More Chances (MCMC)."

	<p>Local employability partnerships working with young people to match training provision with local labour market opportunities.</p> <p>Offering young people opportunities to demonstrate their capability to potential employers - requires commitment of Scotland's private, public and third sector employers. Therefore, emphasis on collaborating with employers to ensure that post-16 learning and training is sufficiently flexible and focused on employers' needs to support this.</p> <p>The third sector is also a key partner to continue making a contribution - Social enterprises, voluntary organisations and charities providing support for young people furthest from the labour market and deliver opportunities to develop skills and aptitudes which enhance their employability.</p> <p>Youth Employment Strategy policy and actions informed by data/ evidence/ impact assessment on equity and diversity.</p>
Solution proposals	<ul style="list-style-type: none"> <li>• Aim to get 16-19 year-olds in 46,000 training places, including 25,000 Modern Apprenticeship opportunities, on offer in each of the four years of the programme of action;</li> <li>• Prioritise provision in Scotland's colleges for 16-19 year-olds;</li> <li>• Protect the level and quality of higher education available in Scotland without passing the cost onto young people through a prohibitive fees regime;</li> <li>• Support local authorities to deliver <i>Activity Agreements</i>, which provide a package of tailored activity and learning to re-engage young people furthest from the labour market;</li> <li>• Maintain the <i>Education Maintenance Allowance</i> to provide financial help to young people who need it most stay in education;</li> <li>• Provide an in-depth range of careers support to young people through <i>My World of Work</i> and other social media; and</li> <li>• Introduce more intensive support for young people most likely to disengage from learning and employment through <i>My Work Coach</i>.</li> </ul> <p><i>Reforming Post-16 Education</i></p> <ul style="list-style-type: none"> <li>• Emphasis on refocusing college places on those who need them most to ensure every 16-19 year old who wants a place has a place in learning and training; and prioritising college places for 20-24 year-olds, as well as making provision for those with no or low skills;</li> <li>• Meeting industry needs more effectively by engaging employers in the design of education and training provision;</li> <li>• Reducing college drop-out rates; and</li> <li>• Developing a regional delivery model of college provision to improve coherence, prevent duplication and better meet learners' needs, while protecting local access within that model.</li> </ul> <p><i>Making Training Work Better</i></p> <p>A review of training provision resulted in measures will enhance the relevance and flexibility of training provision with a particular focus on responding to the needs of young people and employers. Included:</p> <ul style="list-style-type: none"> <li>• Developing higher level Technical and Professional Apprenticeships to offer a wider range of entry and progression opportunities through the apprenticeship programme;</li> <li>• Providing flexible support, including incentives to employers, to support 16-24 year-olds from disadvantaged groups such as care leavers and young carers into jobs, including Modern Apprenticeships;</li> <li>• Introducing a contribution rate for 20-24 year-old Modern Apprentices across all frameworks rather than for selected sectors;</li> </ul>

	<p>Use of <i>Modern Apprenticeships</i>, work experience and student placements along with investment in national infrastructure seen as providing opportunities for skills and employment.</p> <p><i>Support for Graduate Recruitment</i>          Since 2010, Govt. has funded the <i>Adopt-an-Intern</i> programme. Scottish Enterprise and Highlands and Islands Enterprise provide graduate places through the <i>TalentScotland</i> Graduate Placement Programme. To support graduates into jobs in Scotland's small businesses the Scottish Chambers of Commerce, with Scottish Government funding delivered a pilot scheme in 2012/13 offering a recruitment incentive to companies to take on an unemployed graduate.</p> <p><i>Support for Young Entrepreneurs</i>          A range of developments that offered loans, but also saw Skills Development Scotland develop an employer-led <i>Certificate for Work Readiness</i>, in partnership with the Scottish Qualifications Authority and employers, that aimed to recognise the work readiness of 16-19 year-olds – linked to initiative for 192 hours of work experience.</p> <p>Government agencies, NHS, culture and sports departments and events and non-departmental public bodies actions to support the youth employment agenda, are including provision of opportunities for employment, apprenticeships and work experience.</p> <p>Public sector contracts will include asking companies in receipt of a major contracts to produce a training and apprenticeship plan, targeted at young people in particular – use of <i>community benefit clauses</i> to support employability and targeted recruitment and training through public sector contracts to support youth employment, training and work experience opportunities.</p> <p>A specific focus on promoting Digital skills - Digital Participation Action Group and others to support the development of work-focused digital skills among young people.</p> <p>Those agencies involved in supporting young people toward work will adopt a 'pipeline approach' to skills and employability that facilitates access to skills and employment opportunities for young people at different stages and circumstances</p>
Key actors/ organisations	<p>National and local government – including Community Planning Partnerships (CPPs), private employers, third sector, Informed by evidence and support from Govt. agencies especially SDS.</p> <p>CPPs are strategic partners with allocation of funding through the ESF and the Social Enterprise and Third Sector Challenge Fund to support employability and skills delivery.</p> <p>Third sector / social enterprise with ESF and SCVO play key role in addressing skills and employability needs of young people. Linked to incentives for employers to provide opportunities for young people.</p> <p>Youth work organisations - provide opportunities for young people to develop confidence and resilience, acquire leadership and other key skills.</p>
Target groups	<p>All 16-19 year- olds not in work, education or training.</p> <p>It has a particular focus on 16-20 year olds who are unemployed or not enrolled in fulltime education and with low or no qualifications; and on graduate recruitment and young entrepreneurs.</p>
Success criteria	<p>Uptake of places, reduction in youth unemployment across various categories, employer engagement etc.</p>
Evaluation perspectives	<p>Monitoring at regional level into National reporting on performance for component parts of the policy framework. Tracking and monitoring of individuals in the system.</p>



Mutual compatibility and integration (with other policies/areas)	Integration and coherence with employability and education policies.
Other comments	<p>This is part of the Scottish Government's Action for Jobs - Supporting Young Scots into Work: Scotland's Youth Employment Strategy (2012) Builds upon the 16+ Learning Choices policy/ strategy (2010)<sup>8</sup></p> <p>Urban and rural focus with measures to promote access to skills and employment opportunities in all areas.</p> <p><i>Local Employability Partnerships</i> - Ongoing work includes the development of local multi-agency, cross-sectoral Employability Partnerships across Scotland's Local Authorities. Initially focusing on seven priority areas (Glasgow, Dundee, Inverclyde, West Dunbartonshire, Renfrewshire, North and South Lanarkshire), all of Scotland's 32 local authorities now have an employability group based on the Workforce Plus (2006) model to drive this agenda forward at a local level. Partnerships vary in membership but often include representatives from: Local Authorities, Job Centre Plus (JCP), Skills Development Scotland (SDS), local colleges, the Third Sector and the NHS. The groups sit firmly within the Community Planning Framework.</p>
Bibliographic ref	Scottish Government (2012). Opportunities for All ISBN: 978-1-78045-916-5 (web only)

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<sup>8</sup> 16+ Learning Choices – a guaranteed offer of a place in post-16 (16-18 years in effect) learning for every eligible young person who wanted it. An integral part of Curriculum for Excellence and central to facilitating delivery of the national indicator for positive and sustained post-16 destinations. 16+ Learning Choices aimed to promote young people to stay in learning post-16 to ensure their long term employability. It gave particular attention to those who were at risk of moving into a negative destination. It emphasised multi-agency collaboration, with robust systems and shared processes to provide the right learning and support for all young people; and with ongoing tracking and monitoring of individuals, so they can access, sustain and progress in their learning choice.

Name of policy doc	<b><i>Action for Jobs - Supporting Young Scots into Work: Scotland's Youth Employment Strategy (2012)</i></b>
Date	2012
Level (e.g. National, regional etc.)	National with Regional/ Local enactment
Source (e.g. Govt, academic etc.)	Government
Focus/ field objectives	Promoting youth employment in the context of economic challenge/ recession. Aims to provide coordinate and support a diverse range of youth opportunities to help more of Scotland's young people into the workplace.
Core problems	Since the 2008 recession, young people (16-24 year olds) have increasingly found it harder to move into sustained employment. While males were more represented than females, there was also an increase in female youth unemployment. Issue of balance in eh labour market as graduates were taking jobs that would have been taken by less qualified young people = displacement of these young people in the labour market.
Means	<p>Additional £30 million to support youth employment initiatives; creating 25,000 new apprenticeships in each year of the parliament's lifetime and announcing the Policy <i>Opportunities for All</i>, a guarantee of a place in education or training to all 16-19 year-olds (see separate overview). Draft strategy for youth employment January 2012 and in May 2012 moved to direct £25 million of European structural funds to support youth employment.</p> <p>In the long-term there is investment in early intervention, the continued implementation of Curriculum for Excellence and the reform of the post-16 education system to address systemic problems in preparing young people for adulthood and the world of work.</p> <p>Emphasis on more partnership working between private, public and third sector employers who will provide the jobs and work experience opportunities for young people.</p> <p>Local authorities developed Youth Employment Actions Plans with Skills Development Scotland and key partners: colleges, the voluntary sector and the Department of Work and Pensions (UK-wide Govt. agency). These identified the priority cohort of young people unemployed locally, where they were geographically, who is delivering what for this group and the referral arrangements between the partners.</p> <p>Working with equality groups to shape policy and interventions and promote equity and inclusion. Pilot programmes to facilitate greater engagement of young people with policymakers and other stakeholders.</p> <p>More effective use of data / statistics on youth un/employment to inform strategies</p>
Solution proposals	<p>The policy is built upon three strategic themes:</p> <p>Adopting an all-Government, all-Scotland approach to supporting youth employment; enhancing support for young people and engaging with employers.</p> <p>Short, medium and long-term objectives and measures:</p> <p>Increasing the number of Modern Apprenticeship places, protecting college and university places and retaining the Education Maintenance Allowance;</p> <p>See also <i>Opportunities for All (2012)</i> for details on approaches/ strategies / actions.</p>
Key actors/ organisations	National and local government – including Community Planning Partnerships (CPPs), private employers, third sector, Informed by evidence and support from Govt. agencies especially SDS.
Target groups	16-24 year olds seeking work
Success criteria	Reduction of youth unemployment across various categories.

Evaluation perspectives	Monitoring at regional level into National reporting on performance for component parts of the policy framework. Tracking and monitoring of individuals in the system.
Mutual compatibility and integration (with other policies/areas)	Integration and coherence with employability and education policies.
Other comments	This policy provides the framework for the associated policy / strategy - <i>Opportunities for All (2012) policy</i> . It has been superseded by the <b><i>Developing the Young Workforce - Scotland's Youth Employment Strategy (Dec 2014)</i></b> .
Bibliographic ref	Scottish Government (2012) Action for Jobs: Supporting Young Scots into Work: Scotland's Youth Employment Strategy. ISBN: 9781780459165

Name of policy doc	<b><i>Working for Growth: A Refresh of the Employability Framework for Scotland</i></b>
Date	2012
Level (e.g. National, regional etc.)	National with regional/ local implications
Source (e.g. Govt, academic etc.)	Government
Focus/ field objectives	<p>It proposes updates to Scotland's Employability Framework – refreshing the 2006 Employability framework in response to the economic recession. It reflects the Christie Commission on the Future Delivery of Public Services in Scotland and the 4 key pillars set out in <i>Renewing Scotland's Public Services (2011)</i> - Prevention; Integrated Local Services; Workforce and Leadership; and Improving Performance.</p> <p>A particular focus is on strategies to tackle the increased level of young people aged 16-24 who were hit hardest by the recession and were out of work. The Scottish Government strategy takes cognisance of, but is somewhat critical, the parallel policy developments at UK level via the DWP which has seen the introduction of the introduction of Universal Credit. The Scottish Government believes this will impact detrimentally on some of the poorest and most vulnerable people in Scotland. Therefore, the Scottish Govt. is working with DWP and local partnerships to ensure that employability services are able to continue to work effectively within the context of these reforms.</p> <p>There is a strong focus on governance with a range of actions to promote effective leadership in employability. At the national level, this includes refreshing the membership and remit of the Scottish Employability Forum and working more closely with the Strategic Forum and Economy Board. Also, supporting the development of the National Delivery Group and Third Sector Employability Forum.</p>
Core problems	Tackling access to work and skills in time of economic challenge and backdrop of reduced public finance.
Means	<p>Stresses the importance of stimulating economic recovery through bringing the employability and economic development agendas closer together and promoting greater <u>partnership working</u> across key organisations, education providers, employers etc.</p> <p>Promotion of joint employability outcomes within Single Outcome Agreements (SOAs); the review of strategic skills pipelines; making the national training offer work better; better use of procurement to secure community benefit; enhanced funding arrangements; and the exploration of different delivery models with the third sector.</p>
Solution proposals	<p>Promoting effective partnership working as a continuing guiding principle, at national level, work to ensure an effective fit between the range of employability services funded at the Scottish level and those funded by the UK Government through the Department for Work and Pensions (DWP).</p> <p>Further alignment of employability and skills services for the benefit of both individuals and employers. For those seeking work, identifying a range of actions for local employability partnerships to consider, such as improving data-sharing and seeking opportunities for the co-location of services</p> <p>A new online and contact centre service – Skillsforce – will provide better access to national, regional and local information on recruitment, training and workforce development. This will be complemented wherever possible by the development of collaborative 'employer offers' at a local level.</p>

	<p>Overcoming barriers to work is seen as key to employability. Person-centered delivery is seen as essential for success here. From age and gender to skills, physical ability, and addiction, aims to address factors that influence chances of securing and sustaining employment.</p> <p>Further emphasis on partnerships involvement in economic development by (a) exploring opportunities locally to align with this agenda more closely and (b) considering where cross-boundary working with other partnerships can serve to better reflect the realities of travel to work areas and the recruitment practices of employers/ Again, the role of colleges and third sector here is highlighted.</p> <p>Establishing the <i>Employability and Tackling Poverty Learning Network</i> to promote coordination</p>
Key actors/ organisations	Local government, private employers, third sector, Informed by evidence and support from Govt. agencies Inc. SDS.
Target groups	Those who face a range of barriers to employment
Success criteria	Local and national monitoring against strategic priorities
Evaluation perspectives	Local and National monitoring and data collection
Mutual compatibility and integration (with other policies/areas)	Integration and coherence with social, employability, economic and LLL policies.
Other comments	<p>The Policy aligns with <i>Putting Learners at the Centre (2011)</i><sup>9</sup>, which reforms the post 16 education system to be better aligned to the needs of both learners and employers. This aims to improve the life chances of individuals by supporting their progression through education into work. It does this by maximising the contribution of each sector and strengthening their interconnectedness. There is the usual commitment to equity but a strengthening of alignment of education to employment and economic needs/ growth. There is, therefore, particular attention to young people's progression to further post-16 learning and employment and the role of SDS, colleges and others in providing pathways that facilitate this. In addition there is commitment to more 'high level apprenticeship opportunities, including higher level technical and graduate apprenticeships, that meet the changing needs of employers' (p.18). There is also a focus on aligning investment in non-advanced learners and skills with policy ambitions for jobs, growth and life chances, here colleges are seen as key. The role of HE in contributing to sustainable economic growth is also prioritised.</p>
Bibliographic ref	Scottish Government (2012) Working for Growth: A Refresh of the Employability Framework for Scotland. Edinburgh. ISBN: 978-1-78256-104-0 (web only)

<sup>9</sup> A consultation policy paper that sets out proposals for wide-ranging reform of the full range of Government-funded post-16 education in Scotland - higher education, further education and skills

Name of policy doc	<b>National Youth Work Strategy 2014-2019</b>
Date	2014
Level (e.g. National, regional etc.)	National with regional/ local enactment
Source (e.g. Govt, academic etc.)	Scottish Government, Education Scotland and YouthLink Scotland
Focus/ field objectives	<p>Objectives aim to position Youth Work as a key component of “policies that are central to making Scotland the best place to be young and grow up in”. This includes “young people should be directly involved in local and national decision making, including designing, co-producing and delivering services where possible”.</p> <p>YouthLink Scotland will work across government on issues relating to education, justice, health, sport, culture, equality and employability. Enhancing the working of Youth Work organisations and local deployment of their resources to better meet the needs of young people, specifically to promote young people’s involvement in society, their health and well-being and learning and employment opportunities.</p> <p>This includes: building youth work organisations’ capacity to Collaborate with schools, colleges and Community Learning and Development and others at a local level to provide better integrated services for young people and to ensure that those who work with young people have good opportunities for training and development.</p>
Core problems	Need to harmonize varied activities, organisation/ approaches and resources across Youth Work to better meet the needs of young people, particularly those who are most disadvantaged.
Means	<p>Partnership working across Youth Work providers together with Community Planning Partnerships, CLD, schools and colleges and using different strategies for learning across varied learning environments to provide opportunities to all, while engaging well with those young people who have disengaged from more formal education and training.</p> <p>Use varied methods including the arts and cultural activities, outdoor learning, physical, activity and single topics</p> <p>Youth Work has a proven record of re-engaging the most hard-to-reach young people and is a key component in the delivery of current Scottish Government strategies. The Youth Work sector plays a substantial role in meeting the needs of young people affected by unemployment, mental and physical health issues, and lack of family support.</p>
Solution proposals	<p>Particular Learning and Skills proposals and actions include:</p> <ul style="list-style-type: none"> <li>• Education Scotland will support the CLD sector to focus on preparing all young people for employment as a core element of Curriculum for Excellence</li> <li>• YouthLink Scotland with Young Scot and SYP will encourage the participation of excluded and under-represented young people</li> <li>• YouthLink Scotland will seek to attract investment into the sector and develop a range of funding opportunities including support for national infrastructure organisations</li> <li>• Education Scotland and YouthLink Scotland will promote youth work in the context of GIRFEC, Curriculum for Excellence and Opportunities for all</li> <li>• Youth work, through the CLD Guidance and CLD Regulations, will be firmly embedded within the broader field of Community Learning and Development within Community Planning arrangements</li> <li>• YouthLink Scotland will engage with key partners, e.g. COSLA, NHS Health Scotland and Police Scotland to develop partnership working and understanding of the role and impact of youth work</li> </ul>
Key actors	Scottish Government, Education Scotland YouthLink Scotland working with local voluntary, Third Sector providers to implement youth work actions and

	programmes. Importantly, young people are seen as key partners in the development and implementation of these local actions.
Target groups	11-25 year age group with particular emphasis on 11-18 year olds.
Success criteria	Loosely defined in the Policy as “measurement of outcomes and impact for all young people. Through evaluative activity, including inspection, we will identify best practice and share widely across the system”. Given focus of the policy it is likely that local actions and programmes will self evaluate to assess impact on young people's wellbeing, skills, opportunities achievements and progression. The overall National programme is not being evaluated externally but is likely to draw together local evaluation and Government inspector evidence.
Evaluation perspectives	<p>Emphasis on self-evaluation processes –triangulation of evidence-based information and data, actors' views and direct observation of practice to inform outcomes and measure impact.</p> <ul style="list-style-type: none"> <li>• Education Scotland will provide guidance and support to the sector in self-evaluation to demonstrate impact</li> <li>• YouthLink Scotland will work with the sector to demonstrate outcomes, through quality self-evaluation</li> <li>• Education Scotland, YouthLink Scotland and partners will establish a robust evidence base to demonstrate the impact of youth work</li> </ul> <p>There will also be government inspection.</p>
Mutual compatibility and integration (with other policies/areas)	<p>Youth Work is seen as a 'vital component in a wide range of national policy areas such as justice, health, employability and education'. Specific coherence with other national policies that promote employment and wellbeing and related services and better integration of related services and programmes. Youth work seen as contributing positively to a wide range of government policies to have an impact in improving the life chances of young people including:</p> <ul style="list-style-type: none"> <li>• <i>GIRFEC – Getting it Right for Every Child (2012)</i></li> <li>• <i>Early Years Collaborative (2012)</i></li> <li>• <i>Curriculum for Excellence 2008</i></li> <li>• <i>Opportunities for All (2012)</i></li> <li>• <i>Developing Scotland's Young Workforce (2014)</i></li> <li>• <i>Health and Wellbeing (2013)</i></li> <li>• <i>Community Empowerment (Scotland) Act (2015)</i></li> <li>• <i>Time to Shine – Youth Arts Strategy (2013)</i></li> <li>• <i>Scottish Government's Youth Sport Strategy (2014)</i></li> <li>• <i>The Scottish Government's National Performance Framework (2016)</i></li> <li>• <i>Learning for Sustainability (2012)</i></li> </ul>
Other comments/overview	<p>The Strategy builds on the previous Strategy 2007 and reflects the Government's overall Public Services reform that emphasises “early intervention and preventative spending, greater integration and partnership at a local level, workforce development and a sharper, more transparent focus on performance”.</p> <p>The policy articulates with the Community Learning and Development strategy and is partnered by the Adult Learning Statement of Ambition.</p> <p>Scottish Government has stated that it will work with national agencies and youth work organisations to “ensure that young people are engaged in policy and legislative developments and decisions”</p>
Time horizon	2014-2019
Governance regime	YouthLink Scotland will work with the Scottish Government to ensure that youth work has a clear role in Scottish Government policies and their implementation strategies
Funding regime	Scottish Government
Bibliographic ref	<p>Scottish Government, Education Scotland and YouthLink Scotland (2014) <i>National Youth Work Strategy 2014-2019</i></p> <p><i>Our ambitions for improving the life chance of young people in Scotland</i>. APS Group.</p>

Name of policy doc	<b><i>Adult Learning in Scotland, a Statement of Ambition</i></b>
Date	2014
Level (e.g. National, regional etc.)	National with regional/ local enactment
Source (e.g. Govt, academic etc.)	Government (Scottish Government in partnership with the National Strategic Forum for Adult Learning).
Focus/ field objectives	<p>This sets out a vision for adult learning in Scotland and outlines priorities for a strategic implementation plan. Effective adult learning is seen as key to Scottish knowledge-based society. Policy drives the development of an improved personal skills base, increases the focus on achieving better outcomes for communities, and provides improved life chances.</p> <p>The policy recognises adult learning in Scotland as a central element of personal and community empowerment. This is framed by three principles. Learning should be:</p> <ul style="list-style-type: none"> <li>• Lifelong – covering Early years, compulsory education and covering the “whole age span of post-compulsory education”;</li> <li>• Life-wide - covering the personal, work, family and community aspects of living which gives the scope for building a wide and open curriculum and creates a learning continuum which is not restricted by vocational imperatives;</li> <li>• Learner-centred – the educational process must build around the interests and motives of the learner and seek to fulfill the purposes and goals he or she sees as relevant and important.</li> </ul> <p>The policy aspires to ensure that:</p> <ul style="list-style-type: none"> <li>• Scotland becomes recognised globally as the most creative and engaged learning society</li> <li>• Every adult in Scotland will have the right to access learning to meet their educational needs and their aspirations</li> <li>• Adult learning in Scotland, and the outcomes that learners achieve, will be world-leading.</li> </ul>
Core problems	Aspirational – aims to promote universal right to access learning for the population to create an engaged learning society that enhances the quality of life.
Means	<p>Focus on flexible learning, lifelong entitlement within communities and workplaces, digital literacy, communication skills, developing ethical and critical thinking, self-determination and active civic participation with priority given to those who are marginalised or require additional support to engage in learning activities. As with the other main policies – emphasis on regional/ local delivery through partnership working.</p> <p>The important role of Community Planning Partnerships CPPs was highlighted in 2014 with the introduction of strategic guidance for CPPs’ activity regarding Community Learning and Development. This stated that CLD’s specific focus should be: “improved life chances for people of all ages through learning, personal development and active citizenship; stronger, more resilient, supportive, influential and inclusive communities”. Local Authorities were expected to set out three-year plans to demonstrate local learning needs and how services would respond.</p> <p>Informed by 3 newly set up strategic groups: Further Education Strategic Forum, the Scottish Higher Education Forum and the National Strategic Forum for Adult Learning.</p>
Solution proposals	Strategic implementation plan that reflected consultation. This:



	<ul style="list-style-type: none"> <li>• Builds on good practice across the system and aligned with the work of CPPs and associated providers;</li> <li>• Learners are involved in the process of developing Adult Learning provision;</li> <li>• Provision of excellent and appropriate guidance;</li> <li>• Provision of a framework of professional development learning opportunities for practitioners;</li> <li>• Flexible provision with depth as well as breadth of learning with opportunities for progression to other learning and opportunities;</li> <li>• Strengthen role of cross-sectoral partnerships in planning, evaluating and</li> <li>• Delivering learning.</li> </ul> <p>A strategic plan was produced in Autumn 2014 and was informed by the planning process which underpins The Requirements for Community Learning and Development (Scotland) Regulations 2013 and by College Regional Outcome Agreements. An implementation plan emerged which runs to 2020.</p>
Key actors/ organisations	A range of local providers organisations, including Local authority CLD, colleges, third sector etc. Working in partnership through CPPs
Target groups	16+ whole community but emphasis on ensuring equity and inclusion
Success criteria	Locally set targets for participation and outcomes for particular programmes with key success criteria including the involvement of adult learners at all stages of the planning, delivery and policy cycles. Implementation plan with targets running up to 2020.
Evaluation perspectives	Local data collection and analysis at CPP and Local Authority level
Mutual compatibility and integration (with other policies/areas)	Adult learning takes place in the context of a wide range of policy initiatives that shape and drive community-based adult learning.
Other comments	
Bibliographic ref	Scottish Government (2014) <i>Adult Learning in Scotland, a Statement of Ambition</i> . Edinburgh.

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Combined version incorporating: Guidance for schools Guidance for employers  
Guidance for DYW regional groups and local authorities

Developing the Young Workforce School/Employer Partnerships

Developing the Young Workforce School/Employer Partnerships Guidance for schools

Developing the Young Workforce School/Employer Partnerships Guidance for employers

Developing the Young Workforce School/Employer Partnerships Guidance for DYW regional groups and local authorities

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Skills for Scotland: Accelerating the Recovery and Increasing Sustainable Economic Growth

The contribution of youth work to address the challenges young people are facing, in particular the transition from education to employment



## Work Package 3

### Lifelong Learning Policies: Mapping, Review and Analysis

#### National Report: Spain

***Universitat Autònoma de Barcelona (UAB)***

***Universidad de Granada (UGR)***

12. December 2016

Work Package 3 – Policy Mapping, Review and Analysis

Deliverable D 3.1

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## 1. Executive Summary

This report will focus on two functional regions in Spain, namely Girona (Catalonia) and Málaga (Andalusia). Tourism is an important economic activity in both of them, but Girona is much wealthier than Málaga. The report maps out a number of lifelong learning policies. Vocational education and vocational training 'for employment' respond to a common pattern throughout Spain. Young Adulllt will analyse an intervention providing compensatory support to early school leavers in Girona. It will also observe an intervention that stimulates the unemployed to become entrepreneurs in Málaga.

Vocational education is a post-compulsory educational pathway officially targeted to the 16-to-18 year-old youth. So far, the debate on the coupling of vocational with academic education has triggered intense political and academic controversy. Currently, the majority of vocational education students are in their twenties.

Traditionally, vocational training has addressed the immediate needs of the unemployed. Currently, a reform of this policy aims at reinforcing the role of the central government as the main designer of the actions that regional and local authorities may launch.

In Spain, the Youth Guarantee Scheme consists of a strictly defined set of actions. The central government designs these actions so that regional and local governments as well as the civil society implement them. Some of them consist of vocational training. Other actions are addressed to early school leavers and the unemployed.

The social conditions of young adults are bleak. Their problems do not only have to do with unemployment, but also with low and biased participation in the labour force, early school leaving, downward educational mobility, and poverty and social exclusion.

The institutions which are responsible for the policies that may tackle these problems

are undergoing big transformations too. Basically, the economic and political capacities of regional and local governments seem to be weakening. There is not a clear causal connection between the socio-demographic and the institutional current changes, but it is reasonable to expect that each may interact with the other one in different ways.

Indicators of spending and the rate of NEET youth adumbrate to what extent educational and vocational training are compatible. Spain is not the OCED country which devotes less money to vocational education and vocational training. However, it is the country where the rate of NEET youth is the highest. Therefore, it is not only underfunding but also problems of policy design that should be blamed for this problem.

Impact is much more difficult to estimate. The report cannot reach a clear conclusion at this point. Indirectly, the trend of spending on vocational training over time invites observers to guess that the impact of this particular policy has been low. In fact, the budget of this policy was severely reduced at the two moments when unemployment mostly peaked in 1993 and 2010.

Concrete measures seem to shape the policy landscape of lifelong learning targeted to young adults. The bulk of lifelong learning policies are launched throughout the country by law, since they are basic components of the wider social and educational policy. According to the typology presented in the WP3 Proposal, these actions mostly vary regarding the diversity of stakeholders. While schools and firms are the main protagonists of vocational education, a wider set of actors intervenes in vocational training. Diverse providers also contribute to compensate for early school leaving and induce the unemployed to become entrepreneurs.

The report also presents a few suggestions on emerging issues. Policy transfer, longitudinal data, ethnic cleavages and gender already posit some relevant and intriguing questions for the Young Adulllt project.



## 2. Introduction

In Spain we will research lifelong learning policies in Girona and Málaga. The former is a part of Catalonia and the latter is one of the eight provinces of Andalusia. Catalonia and Andalusia are two 'autonomous communities' which have been devolved the power of decision-making in key areas of education, labour market and youth policies. The two functional regions are tourist areas which contrast with regard to their income per capita. Tourism is quite visible in both of them, and moreover, they have a significant proportion of foreign-born young adults. But economic prosperity and the diversity of the labour force are different.

Three observations underpin the selection of these two cases:

- Firstly, the Young Adult project will focus in two tourist areas. In Spain, more than 40% young adults who are employed have a job in the hospitality and the trade sectors (INE, 2016, EPA). Catalonia and Andalusia receive about half the spending of tourists in the country, with the share of Catalonia (23,2%) significantly outpacing the demographic weight of this autonomous community (15,9%) (INE, 2016, EGATUR).
- Secondly, Girona is an affluent community compared to Málaga. The income per capita of Girona (12.283€) amounts to 1,5 times the figure of Málaga (7.942€) and exceeds the figure of Spain (10.419€). The population at risk of poverty or exclusion is much smaller in Catalonia (19,6%) compared to Andalusia (43%), while Spain lies in between (28,6%) (INE, 2016, EPA).
- Thirdly, a further demographic fact underpins the differences between these two cases, since the share of the labour force engaged in industry also records a noticeable variety. This proportion is 22,9% in Girona and 4,8% in Málaga (INE, 2016, EPA).

The report looks at vocational education, vocational training 'for employment', support to early school leavers and a programme addressed to stimulate entrepreneurship. Four types of documents feed the mapping and review of these policies. Mostly, the

bulk of our sources is the 'grey literature' issued by authorities, particularly programme designs and monitoring reports. But pieces of legislation also have to be taken into account, since in Spain almost all public policies follow the guidelines enshrined by the law. Official statistics certainly complement this information. Finally, the report draws on academic publications. A few of them are necessary to depict the whole picture of policies, not least because some current decisions follow the path of older ones.

Remarkably, it is important that readers are aware that public policies are hardly evaluated in Spain. Although some partial evaluations started to be published before the 2008 financial crisis, the ulterior fiscal consolidation compelled authorities to close down the departments that conducted these evaluations. In fact, public opinion often confuses evaluation studies with investigating corruption and guaranteeing law-abiding procedures. For this reason, the report can only hint some indirect conclusions on the impact of lifelong learning policies in the country.

### **3. Lifelong Learning Policies in Girona and Málaga: Mapping and Review**

This section describes the key geographical features of the two functional regions, and portrays the three policies in each one (3.1. and 3.2). In addition, it sketches the context of the main lifelong learning policies in Spain (3.3).

#### **3.1. Lifelong learning policies in a functional region: Girona**

##### **3.1.1. Profile of the functional region**

Girona is a very visible territory from an international stance. Since it lays at the very border between France and Spain, it conveys key international connections of infrastructures. Thus, the main link between the very high voltage electric networks in the two member states is placed there. French and Spanish high-speed trains also meet at Figueres, the regional town situated most at North.

Girona may be conceptualised as an extension of the functional region of Barcelona. In fact, the frequent trains between the two cities remind of the attraction of Barcelona over the whole of Catalonia. But these train connections are nevertheless not so intense as the main commuting trains between the capital and the neighbouring towns. As a matter of fact, Girona is a functional region for two sound reasons.

To start with, the urban network of Girona clearly shapes a distinct sub-system within the broader urban network of Catalonia. Probably, the official province and a functional region only coincide in the administrative unit of *Comarques de Girona*, the other administrative units being much more internally diverse. According to the mobility of population driven by employment and study, geographical analysis and foresight reports generally distinguish four types of urban sub-systems in Girona (Generalitat de Catalunya, 1995):

- Girona, Salt and Cassà de la Selva form the core urban area.
- Figueres, Olot and Ripoll are secondary but also quite compact urban sub-systems.
- Although many small villages are scattered across the seashore, the prevailing patterns of mobility define five small urban areas around Port Bou, Cadaqués, Roses, Palamós and Tossa de Mar. Blanes heads an even wider area that links the urban systems of Barcelona and Girona.
- The internal counties („comarques“) are not fragmented either. Banyoles and Anglès represent two small but coherent areas away from the sea. Moreover, three urban sub-systems link the interior counties with the seashore around La Bisbal d'Empordà, Vidreres and Llagostera.

In addition, the Girona Area Public Transport Consortium (ATM Àrea de Girona, 2016) facilitates geographical mobility within the region. The consortium is comprised of state, regional and local authorities, who apply for membership on a voluntary basis. In essence, this body co-ordinates the bus and the train networks. Its mandate induces authorities to foster the development of local bus systems and look for a smooth alignment of timetables. The geographical range of the consortium includes all the aforementioned urban sub-systems.

Three further quite well-known albeit piecemeal comments suggest that Girona is a functional region. The *Universitat de Girona* created a sort of higher education district in the nineties. In Spain, most universities are mandated to provide the widest possible array of degrees to the neighbouring territory. In fact, the preference for local institutions is quite remarkable in many places, and Girona is not an exception at all.

Moreover, between the nineteenth and the mid twentieth centuries two railways connected Olot and Girona as well as Sant Feliu de Guíxols and Girona. That line drew an axis from interior counties to the seashore that was perpendicular to the main line connecting Barcelona and France. In this way, the local economy was centred on the small harbour of Sant Feliu. Although the line is no longer operational, and the surrounding industries do not export through the sea—, it has been transformed into a popular cycling route for one-day trips. This is a further sign of

regional integration.

Finally, the seashore of Girona has been widely publicised as the Costa Brava since some pioneer films were recorded there in the very 1920s. The label has become a symbolic reference for tourism. Furthermore, local environmentalist movements have adopted the same wording to frame their vindication of the natural landscape. In the 1970s a coalition campaigned against the urban developments that threatened the unique wetlands situated close to Roses. Similarly, the symbolic relevance of the landscape became a powerful tool for the community associations that struggled to control excessive construction during the huge housing boom that pushed economic growth in Spain between the mid nineties and the 2008 financial crisis. Those movements were successful to alleviate some pressure that many urban development plans put on the beaches and the surrounding places.

In sum, the fact that urban sub-systems are closely connected and the operation of a common transport authority suggest that Girona is a functional region. A few historical details also indicate that some symbolic values are associated with the integration of this territory. Young adults living there can certainly avail of jobs and study opportunities located not only in their town but also in many neighbouring places.

#### *Vocational education in Girona:*

**Table 1. Vocational education (VE) in Girona and Málaga**

	Description
Sector	Education policy
Objectives	Providing relevant qualifications to the main economic sectors
Target group	Primarily, 16-18- year-olds, but many young adults are enrolled
Problem	VE is a basic public service that guarantees social rights
Solution	VE is a basic public service that guarantees social rights
Underlying success criteria	High completion and graduation rates
Time horizon	Long term

Governing regime	Autonomous communities run schools in accordance with framework laws that guarantee an equal right to education to all citizens.
Funding source	Funded by the Government of Spain

Table 1 portrays the main features of vocational education in Girona and Málaga. Officially, this policy is homogeneous throughout Spain (see section 3.3 for a wider account). In Catalonia, in 2015 the Parliament passed an act that explicitly aims at integrating vocational education and training with a framework of qualifications, but it has not yet been developed (Generalitat de Catalunya, 2015: 4).

In 2014-15, 5.683 students were enrolled in middle vocational education programmes in Girona, and 3.683 were enrolled in upper vocational education programmes. Significantly, most of these students were male, since the proportion of women amounted to 40% in middle programmes and 45% in upper programmes (IDESCAT, 2015).

Table 2 captures how female students are unevenly enrolled in vocational schools across the counties of Girona. Middle vocational education is an array of post-compulsory school-based programmes. Not only it is the biggest component of vocational education but records as diverse percentages of female students as 20% and 60%. Upper vocational education is a post-compulsory option for both baccalaureate and middle VE graduates. Although its size is smaller, it reproduces similar variations. Probably, the particular specialities which are available in each place account for this distribution.

A set of remedial tracks which are organised within compulsory, comprehensive low secondary education are also labelled as initial vocational education. Since they also cater to early school leavers, some of these students can also be young adults. But this track will not be included in the Young Adullt sample. On the other hand, it is noticeable that female students are a minority in this initial vocational education.

**Table 2. Vocational education (VE) in the counties („comarques“) of Girona**

	Total			Female students %		
	Middle	Upper	Initial	Middle	Upper	Initial VE

	VE	VE	VE	VE	VE	
Alt Empordà	833	283	67	42,98	49,12	53,73
Baix Empordà	782	293	87	47,95	66,21	33,33
Cerdanya	145	0	18	64,14	n.d.	27,78
Garrotxa	467	429	50	44,97	36,83	24,00
Gironès	2006	1912	222	39,33	47,18	36,49
Pla de l'Estany	241	134	18	27,39	20,90	5,56
Ripollès	155	130	31	20,65	13,08	29,03
Selva	1054	502	84	38,05	50,20	25,00
Girona	5683	3683	577	40,89	45,89	33,62

Source: IDESCAT (2015)

The last available evaluation report basically monitors the evaluation of graduation and employment rates of these students in Catalonia (Departament d'Ensenyament, 2016). Drawing on a series of surveys conducted with a sample of schools, the report highlights that the majority of graduates were employed before 2008 but continued enrolled in other educational programmes afterwards.

### *Vocational training for employment in Girona*

**Table 3. Vocational training for employment in Girona and Málaga**

	Description
Sector	Labour market policy
Objectives	Fighting unemployment
Target group	Unemployed population, but employed workers can also apply
Problem	A too high rate of unemployment
Solution	Training may improve the skills of the unemployed
Underlying success criteria	Successful job placements
Time horizon	Undefined
Governing regime	Regional (sometimes local) governments, private providers, unions and employers associations engage in local partnerships. Strict regulation by the central government, which has included many courses in the Youth

	Guarantee Scheme
Funding source	Government of Spain, but mostly ESF

Table 3 sketches out the main features of vocational training in both Girona and Málaga. In Spain, the central government recently endorsed the close connection between vocational training and labour policy by coining the label “vocational training for employment”. Mostly, vocational training is concerned with the high rate of unemployment, specially youth unemployment. Currently, the persistent effects of the financial crisis have blurred the time horizon of this policy. Although it is officially governed by networks of local actors, vocational training responds to common patterns throughout Spain. Some components of this policy have been associated with the Youth Guarantee Scheme. The Government of Spain funds these courses but basically asks for the financial support of the European Social Fund.

The Government of Catalonia defines vocational training as a set of courses that use both theoretical and practical teaching methods so as to improve professional qualifications and increase employment. Their thematic scope is salient for a wide range of economic sectors, with IT, sustainability and corporate services are cross-cutting areas. The official employment service coordinates the all of them altogether with both public and private providers. A few Innovation and Vocational Training Centers (*Centres d'Innovació i Formació Occupational*) have been recently established throughout the country. One of them is located in Salt, Girona (Generalitat de Catalunya, 2016).

The Trade Chambers of Girona, Palamós and Sant Feliu de Guíxols run the Integral Programme for Qualification and Job Placement (*Plan Integral de Cualificación y Empleo*) that all trade chambers endorse throughout Spain. This programme aims at tackling unemployment by aligning career guidance with training. The chambers provide services related to career guidance as far as recognising skills, improving communication in foreign languages, certifying qualifications, learning IT, and if suitable, exploring international mobility schemes and developing entrepreneurship are concerned. Their training initiatives aim at widening teaching-centered courses with a knowledge of economic sectors, dual training in training institutions and firms, and apprenticeship schemes underpinned by tax relief for firms (Cambra de Comerç



de Girona, 2016).

*Support for early school leavers in Girona*

**Table 4. Support for early school leavers in Girona:**  
***Fundació Oscobe Centre de Noves Oportunitats***

	Description
Sector	Social and Youth Policy
Objectives	Tacking the perverse consequences of early school leavers, particularly, the risk of social exclusion
Target group	16-to-24 years old youth
Problem	Most of them hardly achieved a basic performance level at school. All of them lack any relevant academic credential.
Solution	Providing psychological and career guidance at the same time as training.
Underlying success criteria	Etiher the beneficiaries enrol in vocational education or they find a job
Time horizon	Short
Governing regime	A private foundation delivers the service
Funding source	The foundation asks for funds to different bodies (Gov Spain, Gov Catalonia, ESF)

The Centres for New Opportunities (*Centres de Noves Oportunitats*, CNO) of *Fundació Oscobe* (2016) has accepted to participate in the Young Adulllt fieldwork. The specialists of this foundation cater to early school leavers by empowering these youth before stimulating them to engage with training programmes. The expected positive outcome may consist of either the beneficiaries starting formal education again or finding a job. This private foundation applies for funds to Catalan, Spanish and European institutions.

Fundació Oscobe attempts to align training with guidance, ongoing support and effective insertion in the labour market. According to its mission, this method early

works with school leavers on an individual basis, but takes the whole of their particular circumstances into account. Both training and the ongoing support aim at teaching the necessary technical and social skills to these youth so that their professional and personal projects are eventually successful.

The programme establishes two different kinds of objectives. On the one hand, the beneficiaries may undertake the exams to obtain their secondary education certificate, and afterwards enrol in some vocational education course. On the other hand, they may find a suitable job for their skills and their projects.

The very set of ongoing support activities includes some advice on how to apply to the Youth Guarantee Scheme. The admission criteria state some explicit priorities insofar as the specific target group includes youth who undertook remedial school programmes, are placed in foster care or were previously assessed as eligible by municipal social services.

## **3.2. Lifelong learning policies in a functional region: Málaga**

### **3.1.1. Profile of the functional region of Málaga**

Málaga is an urban region because configures both an unitary labour market and a housing area, which eventually imprint a metropolitan feature on the city and influence its fluxes of population. It is placed in the centre of the Costa del sol, and has a total population of 572.947 habitants, with a stable rate of grow, comparable to the rest of the country, this is influenced by the touristic attraction caused by the coast.

The “Urban area of Málaga”, that is considered our functional region, is formed by the main city and the peri-urban area around this city, a total of ten municipalities, that has an amount of 987.813 habitants, with significant perspectives of growth in a short period of time. Something that it is reflect in the rate of growth that of 2016, which is

equal to 30% (can be seen in *Málaga a comienzos del s. XXI. II Plan estratégico*). This area has a 35% of the total population of the province, with a percentage of people between the age of 15 and 65 years old of 66, %, 52% of whom were women. The percentage of young-adult, with ages between 20 and 29, is 16,6%. Large portion of the expansion and growth of Málaga has occurred during the decades of the 60s and 70s, although the city has continued to have a strong economic dynamism and growth in the epicentre of this urban area, as a result of a spatial synergy that has taken place in the area that we have called Functional Region. However, this urban growth has been classified as compact growth, concentrated and vertical type (Montosa, 2011)

Municipalities that are part of this region are mainly: Torremolinos, Alhaurín de la Torre, Alhaurín el Grande, Cártama, Campanillas, Almogía, Churriana, Casabermeja, Totalán y Rincón de la Victoria.



Figure x. Distribution of Málaga province and the functional region.

A variable to emphasize in the population growth and mobility rate, in Málaga as dynamic axis of the Mediterranean Costa del Sol, is the foreign immigration, that mainly belong to countries of the European Union, North Africa (Morocco) and Latin America. However, the city of Málaga and its metropolitan area, as functional region, recorded a moderate rate of migration (10%) compared to other areas in the same province, as Marbella, Estepona and Manilva (Western Costa del Sol) or Torrox and

Nerja (eastern Costa del Sol), where can be observed rates between 20% and 30% of foreign population. In the capital and its metropolitan area, the percentage of foreign population represents 17.82% (Instituto de Estadística y Cartografía de Andalucía, 2014).

According to the National Statistics Institute (INE, 2015), the population mobility, especially the one that affects young people under 35 years, takes part within the municipalities in the metropolitan area of Málaga city, for that reason Cártama, Alhaurin de la Torre and Rincon de la Victoria, all inside of the functional region of Málaga, are in the national ranking of municipalities with the lower average age.

Financially, Málaga is an Andalusian city with a great economic activity (Anuario Económico de la caixa 2013), service sector has a significant presence, as consequence of the strength of the tourism industry. Furthermore, it is important to highlight the influence of new technologies at industrial sector, made visible by the Technology Park of Andalusia or PTA, a business cluster specialized in the field of new communication technologies and information, that were created by the municipality of Campanillas in 1985.

In addition, transportation has a key role in this economic development of Málaga and its metropolitan area, should be highlighted the transport system and services, that constituted an essential articulation of the territory and that is part of the development of economic activities. Thus, the metropolitan transport consortium has the aim of articulating the economic, technical and administrative cooperation between the different areas of the metropolitan area. Also, Transportation has a key role in the economic development of Málaga and its metropolitan area, for that reason should be highlighted the transport system and its services, that constituted an essential articulation of the territory and that is a main part of the development of the economic activities. Thus, the metropolitan transport consortium has the aim of articulating the economic, technical and administrative cooperation between the different areas of the metropolitan area. Is also relevant the role of Málaga airport, and its service of air transportation, that funnel tourist traffic of passengers, and that is strengthening with the railway, which tends to increase the transport of passengers on the regional level with metropolitan rail networks, improving competitiveness and

sustainability of transport systems.

### *Vocational education in Málaga*

**Table 1. Vocational education (VE) in Girona and Málaga**

	Description
Sector	Education policy
Objectives	Providing relevant qualifications to the main economic sectors
Target group	Primarily, 16-18- year-olds, but many young adults are enrolled
Problem	VE is a basic public service that guarantees social rights
Solution	VE is a basic public service that guarantees social rights
Underlying success criteria	High completion and graduation rates
Time horizon	Long term
Governing regime	Autonomous communities run schools in accordance with framework laws that guarantee an equal right to education to all citizens.
Funding source	Funded by the Government of Spain

Table 1 reproduces portrays the same general features of vocational education in Girona and Málaga. The province of Málaga has a wide range of middle vocational education programmes, with a total of 19 professional branches and 40 different specialisation programs. During the 2014-2015 school year 9350 students were enrolled, 68% of those were men.

Moreover, In the functional region of Málaga 5969 students were enrolled in the network of educational centres involved. That suppose a percentage of 63% of centres available in the province, the distribution of this school places depending on the type of centre occurs as follows: 74% of school places correspond to public centres, 22.1% to semi-private centres and 3.9% remaining correspond to private schools. (Unidad Estadística y Cartográfica de Andalucía, 2016). Below will be explore the specific data of the functional region before us:

Table 5. Centers and students in Middle Vocational Education in the municipalities of Málaga

	Number of middle vocational education centres	Number of enrolments during 2013/14	% Women
<b>Alhaurín de la Torre</b>	<b>1</b>	<b>73</b>	<b>37%</b>
<b>Alhaurín el Grande</b>	<b>1</b>	<b>116</b>	<b>25,9%</b>
<b>Almogía</b>	<b>0</b>	<b>-</b>	<b>-</b>
<b>Alora</b>	<b>1</b>	<b>48</b>	<b>52%</b>
<b>Benalmádena</b>	<b>4</b>	<b>304</b>	<b>30,3%</b>
<b>Cártama</b>	<b>1</b>	<b>39</b>	<b>84,6%</b>
<b>Casabermeja</b>	<b>0</b>	<b>-</b>	<b>-</b>
<b>Cólin</b>	<b>2</b>	<b>90</b>	<b>71,1%</b>
<b>Málaga</b>	<b>36</b>	<b>5038</b>	<b>27%</b>

*Vocational training for employment in Málaga*

Table 3. Vocational education for employment in Girona and Málaga

	Description
Sector	Labour market policy
Objectives	Fighting unemployment
Target group	Unemployed population
Problem	A too high rate of unemployment
Solution	Training may improve the skills of the unemployed
Underlying success criteria	Successful job placements
Time horizon	Undefined
Governing regime	Regional (sometimes local) governments, private providers, unions and employers associations engage in local partnerships. Strict regulation

	by the central government, which has included many courses in the Youth Guarantee Scheme
Funding source	Government of Spain, but mostly ESF

Table 3 sketches out the main features of vocational training in both Girona and Málaga. A recent legal reform endorsed the close connection between vocational training and labour policy by coining the label “vocational training for employment”. Mostly, vocational training is concerned with the high rate of unemployment, specially youth unemployment. Currently, the persistent effects of the financial crisis have blurred the time horizon of this policy. Although it is officially governed by networks of local actors, vocational training responds to common patterns throughout Spain. Some components of this policy have been associated with the Youth Guarantee Scheme. The Government of Spain funds these courses but basically asks for the financial support of the European Social Fund.

Within vocational training programs aimed to employment in Málaga, should be mention the *Youth Guarantee Program*. Those programs configures an European initiative created with the aim of facilitate the access of young people (between 16 and 29 year old) to job and education, giving an opportunity to have a more successful entrance to the labour market for those that have completed their studies or that remain outside of the labour market. In Spain, this initiative is part of the strategy of Young Entrepreneurship approved in February 2013 by the Ministry of Employment and Social Security, that has provided 1,887 million euros for costs incurred in direct attention to young unemployed not following any education or training process between 2014 and 2020.

This project, named *Garantía Juvenil*, is created with the aim of ensuring that all young people between 16 and 29 years could receive a job offer, continuing education and training practices, at the same time that they are improving their core competencies, developing social skills and acquiring tools for active job search, skills that will facilitate their insertion into the labour market.

In Andalusia, the Chamber of Commerce plays a significant role in the youth guarantee program, this institution gives shape to this project by joining the Program

of Qualification and Employment (co-financed by European Social Funds) that aims to train, qualify and insert in the labour market this sector of the population.

Now will be analysed the *Youth Guarantee* program offered by the Chamber of Commerce of Málaga (province of Andalusia), highlighting their role in training as an engine for job placement of these young unemployed. Among the actions launched, two types of training should be highlighted; firstly, core training, understood as digital competences, languages, employability and social skills, as, and secondly specific training, as basic skills for youth without qualifications, courses for employment, professional certificates, youth entrepreneurship and job search tools in foreign countries.

This type of programs offered by the Chamber of Commerce, the Andalusian Employment Service and municipalities, include actions to improve employability, facilitate employment, encourage entrepreneurship and improve the presence of youth in the labour market.

#### *Job placement shuttles and solidarity entrepreneurship in Málaga*

**Table 6. Job placement shuttles in Málaga**

	Description
Sector	Labour Market Policies
Objectives	Inducing the unemployed to find a job
Target group	A diverse sample of job applicants between 16 and 59 years old
Problem	Unemployment
Solution	Coaching and activation
Underlying success criteria	Most participants find a job
Time horizon	Short
Governing regime	Public-private partnerships
Funding source	Gov Spain, Gov Andalusia, municipalities, ESF and private donors

Job placement shuttles and solidarity entrepreneurship bring together people who share a common goal: be either self-employed or employed. To achieve this, they



make a team to collaborate with each other and optimize their skills. For this purpose, they count with the help of a coach who acts as a coordinator, and support them to develop several sessions per week during five months, in which they perform activities that work on their emotional intelligence and communication skills, on the incorporation of new techniques to design their curricula, on how to face job interviews and how to make a differentiation of themselves in the labour market, focusing in every moment on their own personal brand (Fundación Santa María la Real, 2016; Fundación Telefónica, 2016; Red de Recursos de Evaluación y Aprendizaje, 2016).

These initiatives represent a change in how to address the job placement policies designed to combat the high unemployment rates. Thus, seeking to generate active unemployed people (Consejería de Empleo, Empresa y Comercio, 2016), instead of passive ones; who will improve their employability, for example, locating and strengthening their skills and competencies towards reaching employment (Consejería de Economía y Conocimiento, 2016a; Fundación Santa María la Real, 2016).

Job shuttles started to work in 2013, experiencing a progressive expansion. However, nowadays, they have found a strong momentum, since the European Social Fund has decided to co-finance 500 new until 2019. Due to this fact, the initiative will potentially cover more than 11,350 young people (Fundación Santa María la Real, 2016; Fundación Telefónica, 2016).

The good health of this policy is reflected in a recent report elaborated by the Assessment and Learning Resources Network (2016), for the Telefonica Foundation, holding the labour market insertion rate at a percentage of 60.1 (in terms of contracts that lasts more than two months) for those people who have taken part in this initiative, 20.9% more than the control group. It also highlights the impact of this policy on the group age between 18 and 23 years, as they are the ones that have experienced a greater volume of insertion, with a rate of 69.2%, a 33, 9% higher than the control group.

Andalusian Job Placement Shuttles are promoted mainly by the Santa María la Real

Foundation, the Telefonica Foundation and the Junta de Andalucía (Economy, Innovation, Science and Employment Department, through the Andalucía Emprende Foundation and the Andalusian Employment Service; Fundación Santa María la Real, 2016). To those entities the co-financing role of the European Social Fund should be added. The municipalities in which these initiatives are placed also collaborate (Fundación Santa María la Real, 2016). Thus, shuttles are driven by both public and private agents.

Currently, there are a total of 111 job placement shuttles running throughout Spain. 19 of those are placed in the autonomous community of Andalusia, and it is expected that a total number of 60 will be operating soon in this region. Meanwhile, the province of Málaga has 9 job placement shuttles that are already operating or will be operating imminently. Specifically, 3 initiatives of this kind will be located in the area covered by the functional region used in this project: one in Torremolinos, another one in Rincón de la Victoria and the last one in the city of Málaga (Fundación Santa María la Real, 2016).

Therefore, with a potential audience of 20 subjects per shuttle, about 60 unemployed persons will be allowed to participate in these initiatives in the functional region. Besides, if somebody leaves the shuttle, another person will replace her. Regarding their profile, this target group will compose a heterogeneous group of different ages, with different educational levels and different work experiences (Fundación Telefónica, 2016; Red de Recursos de Evaluación y Aprendizaje, 2016). Among other criteria of access, it is established that their age must be between 18 and 59 years and that they should be register as job applicants in the Andalusian Employment Service (Consejería de Empleo, Empresa y Comercio, 2016; Fundación Santa María la Real, 2016).

Referring to the insertion of its participants, the Andalusian job placement shuttles have reached a labour market insertion rate of 68.5% and 67% in his last two editions, corresponding to the years 2015 and 2016, respectively. This insertion has been measured in terms of the number of people who were employed by others or self-employed, in relation to the total of participants (the criteria that has been used regarding the length of contracts is unknown). However, these insertion rates rise to

86.6% by 2015 and 79% by 2016, if the number of people who decided to continue their training is also included in that calculation (Consejería de Economía y Conocimiento, 2015; 2016).

Regarding the job placement shuttle of Málaga, there are available data that refer to a labour insertion rate of 63.5% among participants between 2014 and 2015 (Consejería de Economía y Conocimiento, 2016).

### **3.3. The prevailing approach to lifelong learning policies in Spain**

The European Union has developed its own approach to lifelong learning policies. In this view, public policies eventually help people to learn along their main vital transitions if decision-makers are able to shape the appropriate institutional context. Crucial to this argument is that the youth are extremely sensitive to these contextual effects. Besides schools, colleges and universities, when undertaking relevant education, leaving school, entering the job market, living meaningful experiences, and certainly, and coping with adversity, the youth look for guidance and support in their personal networks as well as local governments, social partners and their own civil society organisations. So, the main official recommendations stress the importance of aligning education with training, active labour market policies and social inclusion (European Commission, 2012).

In Spain, vocational education and vocational training are not integrated into a more general institutional design. On the one hand, vocational education was conceived as a low prestige school track until a comprehensive reform was launched in the nineties. Afterwards, an academic baccalaureate and a middle-level vocational programme were established as the continuation of compulsory low-secondary education. Upper-level vocational education is available for baccalaureate graduates as well as for middle-level vocational education graduates who pass an entry exam. Framework education laws make sure that these programmes are available everywhere so that all citizens are guaranteed an equal right to education (EURYDICE, 2016).

On the other hand, vocational training has almost exclusively targeted the unemployed. During the oil crises that took place in the seventies many people lost their job in a few years time frame. At the same time, the mothers of the baby-boomers who were born in the sixties and early seventies (i.e. later than in other Western European countries) attempted to enter the labour market when their offspring did no longer need intensive family care. At that time infant education, after-school services and career guidance were hardly available for these families. In the eighties, these generations suffered from the same huge rates of unemployment that are nowadays recorded by EU Member States (Garrell, Vives & Salvado, 2000).

Thus, vocational education and training are not aligned within a single institutional design in Spain. In this context, the recent reforms have mostly designed standard packages that all authorities must implement. Regional governments have responded in varying ways depending on their fiscal resources and the ideological affinity with the central government. The capabilities of local governments to be active agents have been dramatically eroded.

Currently, three legal developments fashion the prevailing approach to lifelong learning policies in Spain. These reforms have to do with vocational education, vocational training and the Youth Guarantee Scheme.

Firstly, in 2013 an encompassing school reform act was passed by the Conservative government. Opposition parties widely rejected many of the new regulations with regard to tracking within comprehensive secondary education, official examinations, the supervision of private-dependent schools and the curriculum. Significantly, the act included articles that explicitly aimed at challenging the official language policy in Catalonia. Appeals to the Constitutional Court followed. Among all these controversies, the act aims at defining new pathways between remedial programmes and vocational education. The official claim states that these pathways will promote the flexibility that the European Commission recommends in order to prevent early school leaving (Rambla and Fontdevila, 2015). Besides the implications for school policy, such reform of pathways may also influence on the age profile of vocational education students. In 2013-14 about 70% of students enrolled in middle vocational

education programmes were young adults. The official target of this programme, namely 16-to-18 year-old age groups, already sat with elder students who had experienced a circuitous route. The new link between remedial tracks and middle vocational education expects to increase the participation of this target group (Ministerio de Educación, 2015).

Secondly, in 2015 the Conservative government reformed vocational training for employment. Normally, the phrase 'for employment' is added in order to highlight that this scheme mostly targets unemployed workers, although employed workers are also eligible for many courses. The connection with vocational education is hardly addressed. This reform emphasises that the central government will design the interventions that regional and local governments as well as social partners and private institutions will implement. It explicitly reminds of the Constitutional grounding of this mode of operating (Gobierno de España, 2015). In 2012 about 30% of the students enrolled in vocational training programmes were young adults (Ministerio de Empleo y Seguridad Social, 2009).

Thirdly, in 2013 the central government published the official plan for implementing the Youth Guarantee Scheme in Spain. In essence, it consists of a catalogue of four types measures aiming at improving labour market intermediation, underpinning employability, favouring new contracts by means of fiscal bonuses, and fostering entrepreneurship. The plan also stresses the role of the central government in order to effectively implement the scheme throughout „the whole territory“ (Ministerio de Empleo y Seguridad social, 2013: 10, 38).

## 4. Analysis

So far, in Spain research on these policies is neither exhaustive nor systematic enough to produce a systematic literature review. In this section we mostly draw on a few articles that have presented general portraits and analyses of the situation. Somehow, these articles outline a state of the art, but the following stages of Young Adulllt will probably provide more qualified accounts of this initial and tentative sketch.

The bulk of academic research on social policies and youth work in Spain discuss the classification of the institutions within the welfare regimes typology (Calero & Choi, 2013; Mari-Klose & Moreno-Fuentes, 2013; Pavolini et al, 2013). Although many of these pieces are really insightful, we are not going to summarise this very general debate here. Their main theme is the configuration of a Latin-Mediterranean welfare regime, which may shape youth trajectories in a particular way. Although their conclusions contribute to previously published strands of research following this vein, they seldom analyse the role of particular policies. This literature will be quite salient when Young Adulllt analyses the interaction between experts and young adults in further work packages.

In our view, these researchers agree on three general conclusions that suggest significant claims for an account of lifelong learning policies in Spain. These claims have to do with vocational education, vocational training and youth transitions.

Firstly, the main focus of interest has been the hypothetical effect of vocational education on comprehensive secondary education. In the nineties secondary education became compulsory and comprehensive until students were sixteen years old. Simultaneously, early school leaving remained high, even increased by the mid-2000s.

A significant outcome was the downward educational mobility captured in Figure 4. Did that comprehensive reform bring about this outcome? A strand of researchers argue that the answer is affirmative. In their view, many youth dropped out of school

when school leaving age was extended from 14 to 16 years. The argument is that many of them felt uneasy with a longer academic education (Felgueroso et al, 2014; Felgueroso, 2016). This is quite a difficult hypothesis to test, since a whole empirical assessment would require a counter-factual analysis of school-to-work pathways before and after the reform. But longitudinal data are not available. Significantly, López Andreu & Verd (2016) stress the effect of structural instead of institutional variables.

However, this debate indicates that the comprehensive reform has almost saturated the official agenda of education policy in Spain. Significantly, other researchers notice that the dilemma between integration and segregation has almost monopolised the debate on vocational education for decades (Merino, 2013).

Secondly, vocational training has been operating for almost four decades now. Many studies have pointed at the (abovementioned) hard economic conjuncture that inspired this policy. It is not easy to assess the last reform. In general, a recent state of the art observed that vocational training courses have seldom been properly evaluated according to the standard methods of public policy analysis. Crude indicators of enrolments, teaching hours and spending have been circulated in some occasions, but this is not a sufficient evidence to capture the impact of so many vocational courses (Cueto & Suárez, 2015).

Thirdly, comparative statistical analyses have detected specific patterns of youth transitions in Southern Europe. As elsewhere, in Spain the extent of youth is widening and transitions are becoming less linear. However, young adults stay at their parents' home for significantly longer periods than in other countries. Family support seems to be much more important (Serracant, 2015). It is reasonable to hypothesize that many people and many policy-makers see transitions as a private affair, thus eroding the public legitimation of lifelong learning policies.

On these grounds, our analysis will basically ask questions about the compatibility of lifelong learning policies, some indirect evidence of impacts, and the embeddedness of public actions in policy networks.

#### **4.1. Young adults and policy reforms in Spain**

In the whole country, for the last decades not only the demographic profile of the young adult population has changed, but their educational and social conditions have also become remarkably fragile. At the same time, the institutional framework of public policies is undergoing a deep transformation. The introduction to this report highlights the growing challenges that these two simultaneous processes posit.

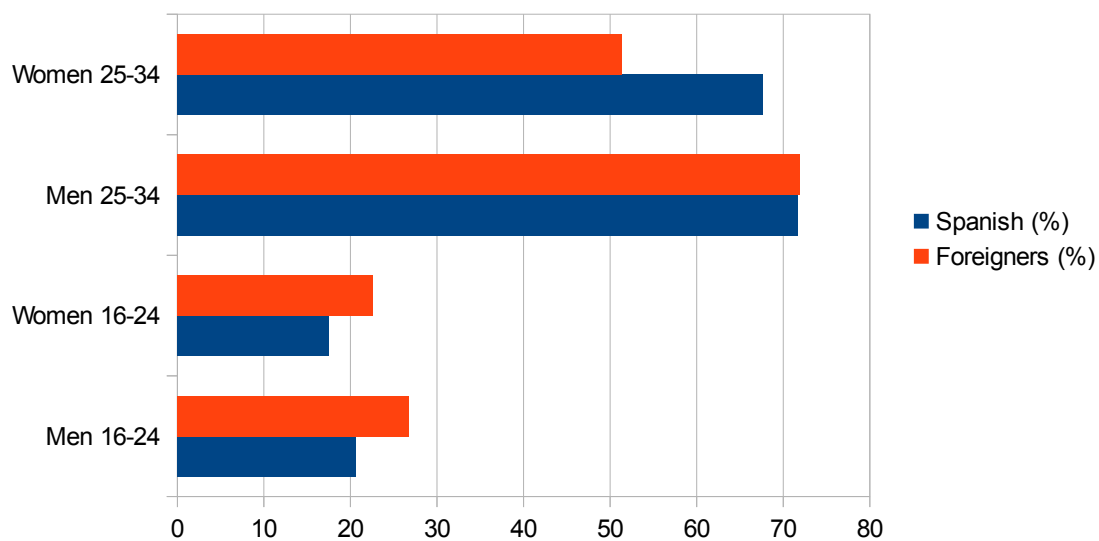
To start with, although between the nineteen fifties and sixties the country sent many emigrants to Northern European countries, since the mid-nineties it has received a substantial number of immigrants. A key point for the Young Adulllt project is that nowadays many young adults actually come from foreign countries. Figure 1 spells out noticeable differences between population pyramid of residents depending on their place of birth. While about 5% of the native born are young adults, women in their early twenties amount to about 10% of foreign-born women. Since immigrants generally live in the largest urban areas, Girona and Málaga do not concentrate many of them, but it is visible that more twenty- year- olds living in the former were born abroad.

Many young adults participate in employment and education. Remarkably, the report argues that nowadays their opportunities in these two social spheres are very narrow, and worryingly, these opportunities seem to be worsening over time. Official data normally highlight extreme unemployment that affects all age groups but mostly the youth. Comparative indicators also record the highest early school leaving rate (EUROSTAT, 2016). The report aims at exploring the specific circumstances of these bad conditions.

For instance, the employment rates of young men and women do not reproduce the same pattern. While younger foreigners participate in the labour market much more than the average Spanish population, the employment of foreign women above 25 is significantly lower (Figure 2). Further qualitative research should inquire whether these women are studying, taking care of their family, looking for a job unsuccessfully, or following some secluding social norms.



Figure 2: Employment Rates of Spanish and Foreign Young Adults (Spain, 2016)

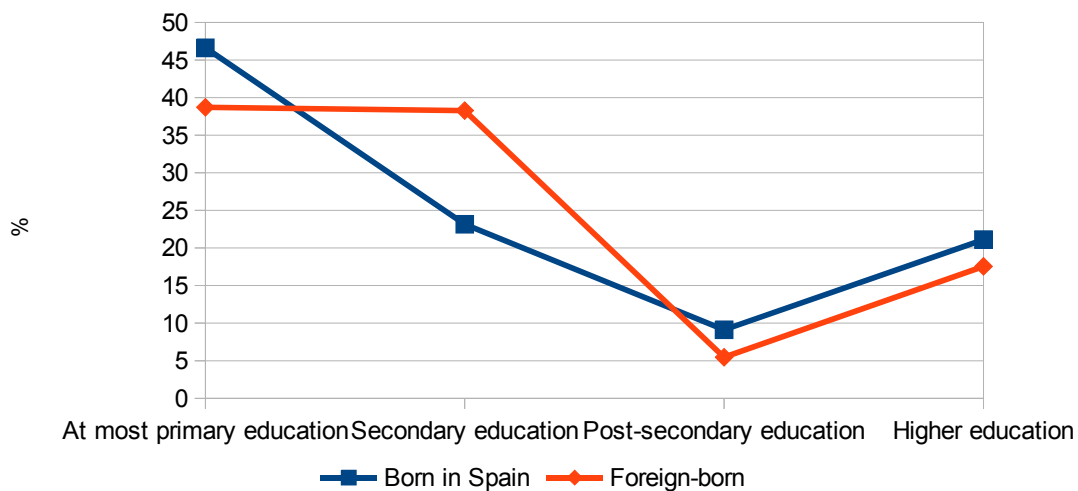


Source: INE (2016, EPA)

Contrary to some prejudices, the educational level of immigrants is not much lower than the level of the autochthonous population (Figure 3). The presence of both groups is disparate depending on the educational level. While in 2011 46% of the people who had been born in Spain had achieved at most primary education, the percentage of immigrants lied below 40%. In Spain, the former proportions estimate how many people adults lack a certificate which is equivalent to the current Certificate of Compulsory Secondary Education, which is officially delivered to the 16-year-olds who complete this programme. Remarkably, the majority of secondary education graduates had come from a foreign country, while the presence of both groups among higher levels graduates was more similar.

This is a crucial point. Comparative data have repeatedly noticed that the proportion of middle-aged people who did not finish the current levels of compulsory education is very high in the country. Recent studies have also detected a correlation between these low credentials and low skills (OECD, 2013). In this vein, it is plausible to claim that the precarious condition of young adults seems to reflect a particular manifestation of a wider problem.

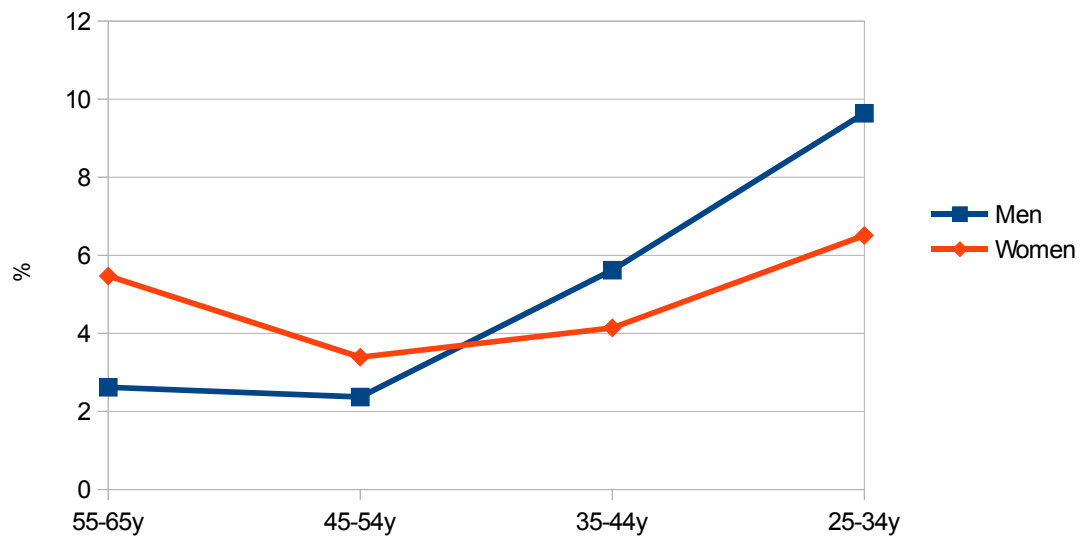
Figure 3:  
Educational level of 18-65 years-old population by place of birth (Spain, 2011)



Source: INE (2012)

Looking at the youngest cohorts, national statistics have observed an increasing percentage of people who leave the educational system with a lower level than their parents (Figure 4). For instance, in 2011 2% 45-to-54 year olds had achieved a lower educational level than their parents but it was 10% of 25-to-34 year-olds. This indicator is not split by place of birth, but reflects a stronger trend for men, if not a growing gender gap. Altogether with the effect of gender and place of birth on employment (Figure 2), the disparity between men and women regarding downward educational mobility inspires specific questions for further research using both quantitative and qualitative techniques. Did they leave by will? Did they suffer from any kind of emerging learning problems? Did they experience any frustration with school life? Did they openly reject their parents' expectations?

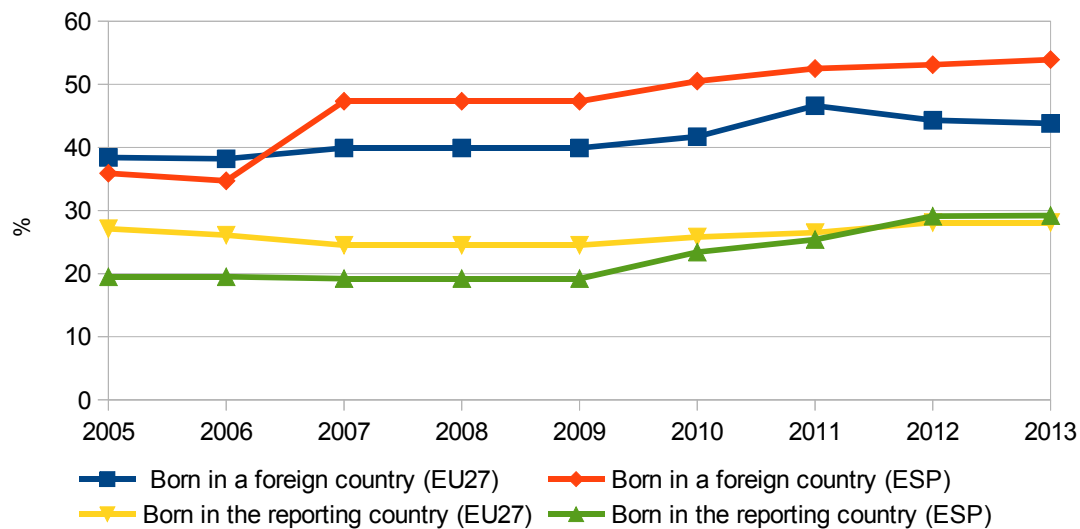
Figure 4: Downward educational mobility (Spain, 2011)



Source: INE (2012)

Figure 5 maps out a poignant trend that is parallel to these changes. People come from abroad and face uneven labour and educational circumstances. The situation is so complex that cannot be summarised by sketchy evidence. Nevertheless, any description must be aware that the foreign-born population suffers from poverty and exclusion at a significantly higher degree. In addition, young adults are harshly divided by this trend, since those who come from abroad have experienced the consequences of the economic slump more severely. Actually, the gap amounts to twenty percentage points and may be aggravating.

Figure 5: At-risk-of-poverty or exclusion rate of young people (from 16 to 29)



Source: EUROSTAT (2016)

A final comment completes the description of the situation in the country. Albeit not necessarily related, demographic and institutional transformations are underway at the same time. None is a cause or an effect of the other, but further research should not overlook the eventual connections between them.

In Spain, regional governments (*Comunidades Autónomas*) are in charge of education, active labour market policies and youth work. Local governments have traditionally complemented the regional policies. However, the role of these two levels of government has been constrained in the last years.

As a rule, while the central government distributes resources among them, regional and local authorities also have their own taxes. In 2007 this source provided about one third of regional budgets. However, the bulk of these regional and local taxes was related to civil construction and the housing market, which had experienced a financial bubble in the previous years. Afterwards, when the financial and the sovereign debt crises devastated the economy, the central government became their main source of revenue (Colino & del Pino, 2014).

In addition, legal reforms and prevailing policy designs have narrowed down the scope for municipal action. On the one hand, the intervention of local governments

on active labour market policies has never been clearly established. Although in the eighties many municipalities created their own agency to operate in this area, in fact the core approach has been traditionally designed according to a standard and rigid mould that does not fit well with the variety of local circumstances (Carvajal Muñoz, 2015). On the other hand, in 2013 the Act for the Rationalisation and Sustainability of Local Administration eroded the capacity of municipalities to decide on school facilities, school management and complementary educational programmes (Tardío, 2014).

#### **4.2. Is there an integrated lifelong learning policy in Spain?**

The official documents reviewed in section 3 directly suggest that vocational education, vocational training and the Youth Guarantee Scheme constitute three distinct, loosely connected institutional subsystems. The EU policy framework argues for integration. Some authorities state their commitment to this approach. But there is no clear evidence of the actual developments.

Table 1 attempts to measure the scope and the possible compatibility of the three policies. It presents estimates of expenditure on vocational education and active labour market policies in OECD countries. The table also shows the percentage of youth who are neither employed nor taking any course in each country.

These data indicate that, in Spain, expenditure is average but the proportion of NEET youth is extremely high. Although funding is not extremely generous, as a rule Spain tends to support vocational education and training with the same amount of resources than many other countries. But these actions are not effective in maintaining the youth in educational programmes. So, something seems to be wrong in either the design or the implementation of the policies. But available research is inconclusive and recent reforms are not explicitly complemented by an evaluation system that may report on their effectiveness.

**Table 7: Expenditure on vocational education and active labour market policies.  
Education and labour force status of young adults (2013)**

<b>Country</b>	Annual expenditure per student relative to per capita GDP: Upper secondary education (ISCED2011 level 3)	Public expenditure in active labour market policies as a percentage of GDP	Share of population by education and labour force status and working hours (15-29 years) Unemployed and Inactive (NEET)
Australia	21,6	0,24	11,83
Austria	32,1	0,75	10,44
Belgium	30,2	0,72	13,81
Canada	..	0,24	13,20
Chile	16,7	0,1	18,75
Czech Republic	25,6	0,3	12,23
Denmark	22,2	1,81	10,51
Estonia	21,8	0,23	12,85
Finland	21,4	1,02	14,31
France	34,6	0,93	17,20
Germany	29,6	0,64	8,57
Greece	..	..	26,15
Hungary	18,5	0,78	15,89
Iceland	18		6,15
Ireland	22,7	0,86	16,20
Israel	17,3	0,16	14,08
Italy	25,5	0,41	27,38
Japan	28,8	0,18	9,82
Korea	30	0,44	18,05
Latvia	26,8		12,96
Luxembourg	20,1	0,62	8,43
Mexico	24,1	0,01	21,94
Netherlands	25,4	0,84	8,27

New Zealand	31,1	0,27	13,29
Norway	30,5	0,5	9,16
Poland	25,2	0,49	15,65
Portugal	37,7	0,5	15,34
Slovak Republic	21,3	0,22	17,21
Slovenia	27	0,38	14,60
Spain	26,6	0,5	22,82
Sweden	25,2	1,35	9,08
Switzerland	30,9	0,56	8,32
Turkey	20,4		28,78
United Kingdom	29,9		13,74
United States	26,2	0,12	14,38
OECD average			14,61

Source: OECD (2016)

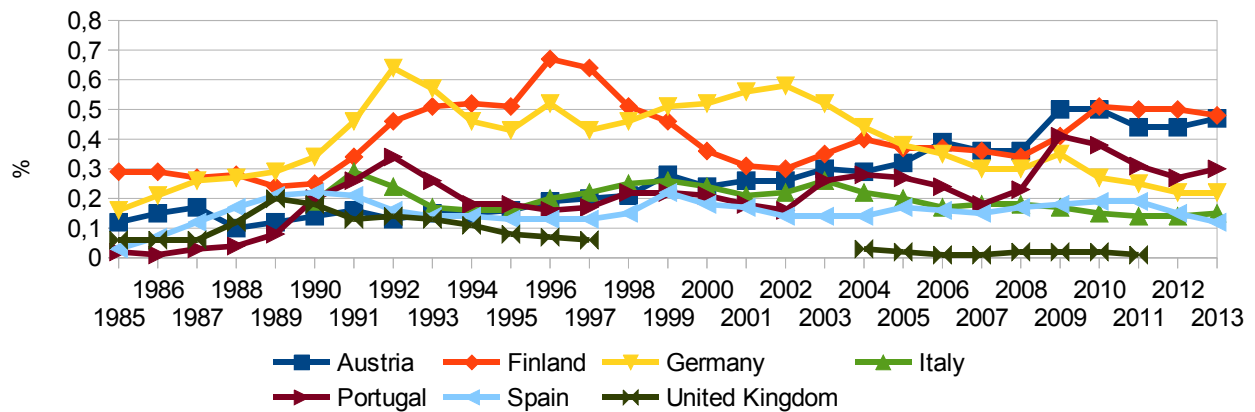
### 4.3. Do lifelong learning policies produce a positive impact in Spain?

A recent study of vocational education in Catalonia has observed an increasing trend in enrolment as well as some positive correlations among regions between enrolment in vocational education and enrolment in tertiary education. Certainly, the deep and long economic crisis has induced many unemployed young adults to go back to school and take some vocational courses. But the effect of the endeavour of authorities to announce and prestige these programmes cannot be sidelined (Valiente et al, 2014).

Indirect evidence on vocational training is less conclusive, and maybe less optimistic. Figure 6 plots the trend of expenditure on training in some Young Adulllt countries since the eighties. As a matter of fact, these data cannot distinguish the age of the students, but anyway the trend reflects the use of this policy instrument in the long term. At first, the pattern seems to be counter-cyclical insofar as the expenditure decreased when economic crises were addressed by means of fiscal consolidation both in 1993 and 2010. So, if the budget of training has been cut down when the labour market sent more people to unemployment, it is unlikely that this policy has

been successful in helping these people to find a new job. However, this is a very general and indirect observation.

Figure 6: Public expenditure on training as a percentatge of GDP



Source: OECD (2016)

#### 4.4. How are lifelong policies embedded in the policy landscape?

The WP3 Proposal of Young Adulllt suggested to classify policies according to their materiality and the array of stakeholders who are involved.

According to the typology sketched in Figure 1 of WP3 Proposal, in Spain the mainstream approach to vocational education would be a “measure”. It is highly concrete inasmuch as there are vocational education options in most localities. Although the involvement of the business community is becoming increasingly popular, so far there are scarcely a few pilot experiments.

The classification of vocational training policy according to Figure 1 of WP3 Proposal is slightly different. Although both are similarly concrete, a wider array of actors are involved in vocational training. So, at first sight this case seems to lay somewhere between a “programme” and an “initiative”.

According to the typology sketched in Figure 1 of WP3 Proposal, the action of Oscobe Foundation and Lanzaderas de Empleo would be “interventions”. Both



actions cater to vulnerable youth by means of partnerships between private and public organisations.

## 5. Emerging Issues

The former questions of analysis already posit a list of emerging issues. In the end, it would be very interesting to compare to what extent the sub-systems are integrated in the Young Adullt sample of countries. Similarly, questions about their possible impacts are extremely relevant. Comparative accounts of policy landscapes could provide very interesting conclusions too.

Although an initial hypothesis would suggest that the pieces are not as systematically aligned in Spain as in (for instance) Germany, it is reasonable to look for more complexity. Thus, the observation that in Spain the government is spending as many resources in upper secondary education as in Finland or Denmark requires a closer analysis. Similarly, the budget of vocational training, albeit low in comparative terms, is higher in Spain and Portugal than in some Anglo-Saxon countries.

In this section we list a number of other research questions that are even more open. These are “entry points” for discussion, analysis and maybe publications.

Lange and Alexiadou (2010) noticed that the Open Method of Coordination (OMC) triggered four modes of *policy learning*. First, imperialistic learning consisted of transporting institutions from country to country assuming that one size fits all. Second, surface learning was the opposite way to the extent that some governments simply paid lip service to the OMC objectives. Thirdly, competitive learning was a sort of intermediate mode. Some governments looked for the most effective reforms in terms of increasing their scores in the official comparative indicators. Finally, there was not clear evidence of real mutual learning taking place on the ground. Apparently, the Spanish authorities adopt lifelong learning by means of surface and competitive learning. Is this a common pattern in the other Young Adullt countries? The Commission claims it borrowed the idea of a Young Guarantee Scheme from Finland. Did this policy transfer entail any sort of mutual learning that would contrast

with the adoption of this idea in Spain? That's food for thought.

*Longitudinal data* could be easily produced by linking the databases of vocational education students, beneficiaries of the youth guarantee scheme, and the enrolments in the social security system. Could Young Adullt explore the potential of this instrument for research? We don't know if it is feasible. Could Young Adullt pilot some of these possibilities in the sample functional regions? The point is that, regardless of the Young Adullt strategy for quantitative analysis, a product of the project could precisely consist of recommending how to link these databases.

A sort of *ethnic cleavage* divides young adults in Spain. Initial (but partial) evidence on employment rates indicates that gender disparities may also make a difference. Although we are not familiar with the literature on gender and youth transitions, it is clear Young Adullt should ask some questions in this vein.

*Comparative studies on youth transitions* suggest that this is perceived as a private affair in Spain. This finding suggests a further hypothesis. Maybe the policy agenda is not permeable to this issue due to this social representation. Once again we are not familiar enough with the specialised literature, but it is sensible to explore where this connection between the governance, the cultural political economy and the life course approaches is significant for the Young Adullt theoretical framework.

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