



Deliverable report for

YOUNG_ADULLLT

Grant Agreement Number 693167

Deliverable 3.2
International Report on LLL policies

Version 2

Due date of deliverable: 28/02/2017

Lead beneficiary for this deliverable: PHFR

Dissemination Level:		
PU	Public	X
PP	Restricted to other programme participants (including the Commission Services)	
RE	Restricted to a group specified by the consortium (including the Commission Services)	
CO	Confidential, only for members of the consortium (including the Commission Services)	

TABLE OF CONTENTS

Executive Summary - international report	3
Annex – the International report	7

Executive Summary - international report

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 *International Report on LLL Policies and Inclusion in Education and Work* aims to analyse the different models of LLL policies in Europe on the basis of nine National Reports on LLL policies (D3.1), which have been provided by the consortium partners participating in the project. The analyses throughout this *International Report* document the manifold ways LLL policies across Europe have been formulated and implemented and account for their specific orientations and objectives, underlying success criteria, enabling us to enquire into issues of (mutual) compatibility and integration with other social policies at local level.

Outline of the International Report

The *first chapter* highlights the relevance of this work not only from an analytical point of view within the overall framework of the project, but also with regard to its capacity to synthesize the different national reports and to identify the most relevant information on LLL policies in Europe. The *second chapter* briefly recalls the main assumptions of the three theoretical perspectives that underpin the project (Cultural Political Economy, Life Course Research and Governance) whose orientations are essential not only for the identification of the key research questions but also for the drafting of the national reports on LLL policies. The *third chapter* outlines the general methodological principles that have served as a basis for the analyses of LLL policies across Europe with a particular emphasis on the definition of the main units of analysis ('Functional Regions', 'LLL policies' and 'Policy Sectors') as well as the documentation of the concrete research procedures employed to map LLL policies in the nine participating countries and to analyse them from a cross-national perspective.

After positioning this *International Report* in the framework of the YOUNG_ADULLLT project in the first three chapters, the *fourth chapter* presents the results of the cross-national analyses of LLL policies in the nine participating countries. Rather than attempting to reduce the wealth and diversity of information provided in the nine national reports on LLL policies into pre-determined analytical categories, the present International Report uses the main research questions as heuristic tools for the analysis of the national reports. Thus, the fourth chapter is divided into three sections, the purpose of which is to highlight the main features of the LLL policies presented in each national report. The first section charts relevant *common issues* and *diverging developments* of LLL policies across the participating countries and provides the basis for latter comparative work in WP 8 by establishing the thematic horizon for comparability of the sampled LLL policies. The second section, which highlights the *tensions* in the understanding and interpretation of LLL policies and the *challenges* in their practical implementation, contributes to distinguish between different patterns of coordinating policy-making at local/regional level and to identify sustainable solutions for successful policy-making in the field of LLL. The third section looks into the intended impact of the LLL policies on possible different target groups. Thus, it examines the differentiation between the *intended* and *unintended impact* of LLL policies on possible different target groups through the analysis of the two main intended impacts based on the results of the national reports: The reduction of unemployment among young adults and the improvement of educational opportunities for them.

As conclusion and outlook, the last and *fifth chapter* not only summarizes the main conclusions of this report, but also seeks to provide valuable orientations and insights for subsequent research phases and work packages within the YOUNG_ADULLLT project in three ways: Firstly, by identifying and presenting general pre-conditions for coordinated LLL policy-making on the regional and local level; secondly, by generating and consolidating

further research questions, which should guide the analytical work performed in the subsequent work packages of this project; and thirdly by providing input for a Policy Brief in WP 9.

Theoretical framing

The analysis of LLL policies in the project and in this international report is grounded on three different, but complementary, theoretical perspectives. Firstly, the data is analysed from a Cultural Political Economic (CPE). This perspective allows the analysis of 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 perspective which is necessary 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 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 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. 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 term 'policy' 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 project is not only restricted to the Educational Policy Sector, but also reviews and analyses LLL policies which have been initiated in Labour Market Policy Sector and/or the Youth Policy Sector. On the basis of the above mentioned conceptual differentiations, LLL policies can be defined as any effort to educate young adults in the three policy fields, independently from the content or the format of the educational measure. The precondition is simply that a political actor has to be involved, be it in the form of generating public discourses in the field of education or in the form of commissioning concrete educational measures. The advantage of this broad understanding of the term 'policy' is its compatibility with the governance approach and the recognition of every educational measure that is initiated within a given functional region.

Main Findings

The main findings which are presented in this International Report are based on an extensive document analysis in nine European countries – Austria, Bulgaria, Croatia, Finland, Germany, Italy, Portugal, Spain, and Scotland. The sources of our analyses were mainly official documents, websites, and brochures. The International Report aims at documenting and discussing the ways LLL policies across Europe have been formulated and implemented and accounts for their specific orientations and objectives.

The analyses of the nine National Reports have identified some important common issues which are valid for most of the analysed countries. The overall picture is that between 2010 and 2016, extraordinary efforts in the realm of LLL policies were taken in each country. Furthermore, as indicated above, LLL policies are not only based in the educational policy sector but also in the labour market and the social/youth policy sectors. The analyses show

that when analysing individual LLL measures or educational programmes, it is hardly possible to distinguish between the three policy fields because of their complexity. Surprisingly, the financial crisis in 2012 shows little effect on the amount of LLL policies described and analysed in the nine National Reports. While in the 1970s LLL was regarded as primarily contributing to the personal development of human beings and premised it in close relation to the principle of equal opportunity and the idea of the democratization of education and training (emancipatory humanism), the analyses of the nine national reports show that nowadays policy-making around LLL is more concentrated on its contribution to economic growth and to maintaining and increasing levels of international competitiveness, very often emphasising a more utilitarian vision of education (utilitarian humanism). To be sure, there are some LLL policies, which address education within the broader concept of an emancipatory humanism and which try to conceptualize education as a goal in itself, but these policies clearly represent a minority (Finland represents a significant exception in this respect). This situation is by no means a surprise but the results of political programmes of international actors such as the EC, the OECD, the WTO etc. in the 1990s who established calls, held conferences, published books and policy documents which clearly give priority to the utilitarian humanism approach (cf. Jacques Delor's 'White Book' on the information society).

Although the discourse about individualization and the de-standardization of life courses starts in the 1980s the analyses show that a significant number of LLL policies are still referring to the model of a standard (occupational) biography. This is presented through implicit and explicit promises being made as part of a specific LLL policy or educational measure that it will lead the young participant (sooner or later) to a stable occupational career. This is problematic, particularly for vulnerable young adults, because the impact of the LLL policies on labour market integration is rarely evaluated and depends mostly on the current regional labour market situation, or the availability of apprenticeships. If the renewed participation of young adults in various LLL measures and programmes does not lead to the desired occupational career, in the long run, these empty promises will lead to the educational motivation of young adults' being reduced.

The last common issue in the field of LLL policies is the overarching significance of ESF funded policies. In each country and in each functional region the ESF is the most important player in quantitative terms. In some functional regions there would be very little LLL policy activities indeed without the ESF (e.g. Genua, Plovdiv, Porto). In terms of governance the European Commission obviously very much influences the LLL policies on the level of the FRs and on the local level. That means on the other hand – contrary to sceptical positions within political science or sociology regarding top down political regulation – that the effects of political regulation on the European level are visible at the regional and local level and this means that there are opportunities to use this influence more directly and wisely. The analysis of LLL policies in nine countries of the European Union undertaken in this research project seems to suggest that it might be helpful to use the ESF to reduce the dominating utilitarian vision of education which is apparent in the majority of all LLL policies and to orientate LLL policies more towards personal development and empowerment and emancipatory humanism.

Furthermore, the analysis of the nine National Reports shows also some diverging issues. The first issue, the evaluation of the impact of LLL policies, does not only differ between the participating countries but also quite significantly within each country. The systematic evaluation of the impact of LLL policies with regard to their success rates in terms of 'hard facts and outcomes' (i.e. how many young adults were actually placed in an occupational position after having completed an LLL programme') is very rare. There are several reasons for this: the major reason is that the assessment of this type of impact is hardly manageable by the LLL policy suppliers, because it depends on variables such as economic performance, which are not under the LLL provider's control. In addition, evaluation data of LLL policies are sensitive data and are therefore rarely published. In the context of some LLL policies evaluations are mandatory, but the data are hardly used for strict political regulation.

The second diverging issue is closely related to the political and legal structures of the nine participating countries. The autonomy of the regional level depends very much on the

existence and strength of federal structures within the nation states. In states with strong federal structures like Scotland, Austria (weak federalism by constitution, but a rather strong federalism in practice) or Germany the FRs are more autonomous and the implementation of LLL policies on the regional level partly follows a different logic to the logic anticipated at the national level. In Portugal, Croatia or Bulgaria, where federalism is particularly weak, strictly regional LLL policies are hard to find.

The last diverging issue is related to the construction of target groups in national or regional LLL policies. The national and/or regional construction of target groups have some similarities, but also some noteworthy differences. In each country NEETs and early school leavers are directly addressed by LLL policies. However, in Germany and Austria for example, there are no LLL policies for young unemployed adults with academic degrees contrary to Portugal, Spain, Croatia or Bulgaria, where there is partly an oversupply of young academics. Finally, the construction of target groups differs nationally and depends on specific cultural and social features. To illustrate, there are special LLL policy programmes and offers for Roma in Croatia and Bulgaria but not, however, in Scotland, Portugal or Germany. There are remarkable ethnic differences in the construction of target groups, but in most countries specific ethnic groups are addressed.

From the perspective of the three theoretical approaches employed in this project, several tensions can be identified throughout the nine National Reports which are relevant for the next steps and work packages of the YOUNG ADULLLT-project. There is clearly a visible tension between the prevailing economic interpretation and direction of LLL policies on the one hand and ideas of autonomy, subjectivity, emancipation and empowerment of young adults on the other. The economization of LLL policies should go hand in hand with activating policies which aim to empower young adults. However, the effects of economization and activation, especially in the field of social work and youth policy, can also be contradictory and inconsistent, since a failure to integrate into the labour market is not only a consequence of too little individual competencies or too little motivation. The individual opportunities to gain access to the desired occupational position depends much more on structural determinants, which is clearly evident in the high rates of unemployed young adults with academic degrees in Southern Europe. A second tension is the increasing insecurity of life-courses of young adults and the promise that individual investment in education will help to cope with this insecurity adequately. At present it seems that for many unemployed young academics in Europe this has obviously been a false promise. However, at the same time it is also questionable as to whether young adults with negative school career experiences and/or young functional illiterates should be directed towards education and LLL as the only promising strategy for reducing insecurity in their life courses.

Finally, the analysis of the nine National Reports indicates some future challenges which need to be addressed sooner rather than later. One challenging and important future task is to develop a reasonable evaluation strategy that does not only focus on labour market integration (which will certainly provoke resistance from the LLL suppliers) but also on the empowerment of young adults and on the strengthening of their autonomy as individuals. A second challenge is that the success of LLL policies is connected to structural, political, cultural, and economic obstacles which are not under the control of the LLL suppliers. Therefore there is, from our perspective, a need to reduce the pressure on LLL suppliers to be responsible for decreasing rates of youth unemployment. In this regard it is also crucial to establish and maintain effective partnerships and to share responsibilities for the successful implementation of LLL policies across the levels and sectors.

Mapping LLL Policies across Europe

An annex with the mapped LLL policies is included in the report, which documents the sources of the material used in producing both the national and international reports. The LLL policies illustrated in the annex are a smaller sample of the more comprehensive national mapping activities. This presented collection of LLL policies is based on the following criteria: They are significant for LLL policies in the FR, there are at least some evaluations available (mostly process and formative evaluations) and they represent the three different policy fields relevant to the Young ADULLLT-project (social/youth policy,

labour market policy and educational policy). This collection of LLL policies across Europe offers a comprehensive overview of LLL activity in Europe and could provide those countries within the European Union, which are not part of the sample for this research project, with a useful reference frame against which they could position their own LLL policies.

Annex – the International report



Work Package 3

Policy Mapping, Review and Analysis

International Report

LLL policies and Inclusion in Education and Work

University of Education Freiburg (PHFR)

Hans-Georg Kotthoff, Juan Felipe Carrillo Gáfaró, Uwe H. Bittlingmayer
Alina Boutiuc-Kaiser

University of Münster (WWU)

Marcelo Parreira do Amaral

University of Turku (UTU)

Risto Rinne

Project Coordinator:	Prof. Dr. Marcelo Parreira do Amaral (University of Münster)
Project no.:	693167
Project acronym:	YOUNG_ADULLLT
Project duration:	01/03/2016 to 28/02/2019 (36 months)
Type of document:	Deliverable
Delivery date:	07/04/2017
Dissemination level:	Public

Acknowledgement

Beyond the authors of this report, the following members of the YOUNG_ADULLLT Project Consortium have contributed to this report as authors of the underlying country reports:

- Alves, N., Queiroga, R., Guimarães, P., Almeida, A.J., Cavaco, C., Neves, T., Ribeiro, A. B., Menezes, I., Ferreira, P., Rodrigues, F. & Costa Sá, A. (2016): Lifelong Learning Policies: Mapping, Review and Analysis – National Report: Portugal. YOUNG_ADULLLT Working Papers. Lisbon: University of Lisbon.
- Bittlingmayer, U. H., Boutiuc-Kaiser, A., Heinemann, L., Kotthoff, H.-G., Verlage, T. & Walther, A. (2016): Lifelong Learning Policies: Mapping, Review and Analysis – National Report: Germany. YOUNG_ADULLLT Working Papers. Freiburg: University of Education Freiburg.
- Bouillet, D. & Domović, V. (2016): Lifelong Learning Policies: Mapping, Review and Analysis – National Report: Croatia. YOUNG_ADULLLT Working Papers. Zagreb: University of Zagreb.
- Kovacheva, S., Dzhabarova, Y., Miran, P., Madzhurova B., Apostolov, G., Milenkova, V., Stoikova, P. & Topuzova, I. (2016): Lifelong Learning Policies: Mapping, Review and Analysis – National Report: Bulgaria. YOUNG_ADULLLT Working Papers. Plovdiv: University of Plovdiv.
- Lowden, K., Valiente, O. & Capsada-Munsech, Q. (2016): Lifelong Learning Policies: Mapping, Review and Analysis – National Report: Scotland. YOUNG_ADULLLT Working Papers. Glasgow: University of Glasgow.
- Palumbo, M., Benasso, S., Cossetta, A., Migliavacca, M., Siri, A. & Startari, S. (2016): Lifelong Learning Policies: Mapping, Review and Analysis – National Report: Italy. YOUNG_ADULLLT Working Papers. Genoa: University of Genoa.
- Pot, M. & Kazepov, Y. (2016): Lifelong Learning Policies: Mapping, Review and Analysis – National Report: Austria. YOUNG_ADULLLT Working Papers. Vienna: University of Vienna.
- Rambla, X. (2016): Lifelong Learning Policies: Mapping, Review and Analysis – National Report: Spain. YOUNG_ADULLLT Working Papers. Barcelona: Autonomous University of Barcelona.
- Rinne, R., Järvinen, T., Kinnari H., Plamper, R., Silvennoinen, H., Tikkanen, J. & Vanttaja M. (2016): Lifelong Learning Policies: Mapping, Review and Analysis – National Report: Finland. YOUNG_ADULLLT Working Papers. Turku: University of Turku.

Content

1.	Introduction	7
2.	Theoretical Perspectives and Research Questions	9
2.1	Cultural Political Economy	10
2.2	Life Course Research	11
2.3	Governance	12
3.	Methodology	13
3.1	Framing Functional Regions, Lifelong Learning Policies and Policy Sectors	13
3.2	Research Procedures	19
4.	International Trends: Cross-National Analyses of LLL Policies in Europe	20
4.1	Common issues and diverging developments of LLL policies in Europe	22
4.1.1	Common issues of LLL policies in Europe	22
4.1.2	Diverging developments of LLL policies in Europe	30
4.1.3	Summary	44
4.2	Tensions and challenges of LLL policies in Europe	44
4.2.1	Tensions and contradictions	47
4.2.2	Challenges to LLL policies in Europe	58
4.2.3	Summary	69
4.3	Impact of LLL policies for young adults in Europe	70
4.3.1	Reduction of unemployment among young adults	72
4.3.2	Improvement of educational opportunities for young adults	75
4.3.3	Summary	79
5.	Conclusions and Outlook	80
5.1	Main conclusions	80
5.2	Pre-conditions for coordinated policy making in LLL	83
5.3	Identification of research questions as guide for further analyses	88
6.	References	93
	ANNEX: Mapping of LLL policies in Europe	97

1. Introduction

The project YOUNG_ADULLLT focuses on lifelong learning (LLL) policies for young adults that address young people, 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. The point of departure is the assumption that it is by looking into the specific regional and local contexts that policies are best understood and assessed. By approaching the issue in this way, the project aims both at providing a systematic overview over the highly heterogeneous policies across the participating countries *and* at yielding new knowledge about the specific local/regional forms of embedding of LLL policies of these policies in the regional economy, the labour market, the education/training systems and the individual life projects of young adults, thus assessing these policies' ability to be effective and enquiring into their potential impact on young adult life courses. One essential step towards achieving these objectives has been made in *Work Package 3 – Policy Mapping, Review and Analysis*. WP 3 research involves three main activities: first, *mapping* the policy field related to LLL in two functional regions in each participating country; second, thoroughly *reviewing* the policies with reference to their orientations, objectives and success criteria; as well as, third, *analysing* issues of (mutual) compatibility and integration with other social policies at local level, questioning their potential impact on young adults.

Broadly, as the chapters below will show, researching LLL policies across the European continent implied meeting the challenge of developing a research framework that is able to capture the myriad of understandings of 'policy' consists in the different places as well as to capture the various and oftentimes contradicting meanings of what counts as 'lifelong learning'. Since the early 1970s, public and policy debates around the topic framed the aims of LLL as primarily contributing to the personal development of human beings and premised it in close relation to the principle of equal opportunity and the idea of the democratization of education and training. More recently, however, much of the discussion – and more precisely policy-making – around LLL has concentrated on its contribution to economic growth and to maintaining and increasing levels of international competitiveness, very often emphasising a more utilitarian vision of education, mostly related to a neoliberal ideology and mainly focused on lack of employment, exclusive development of work capacities, and labour competitiveness. To be sure,

these two understandings are far from being uniform, showing much variation across places and levels, and are not necessarily in absolute opposition. However, as different policies attempt to accommodate both aims in order to promote at once ‘growth *and* inclusion’, they may also provoke unintended side effects, with important implications both for the possibility of policies to be effective and, in particular, for those they target.

The analyses throughout this *International Report on LLL policies and inclusion in education and work* document the manifold ways LLL policies across Europe have been formulated and implemented and account for their specific orientations and objectives, underlying success criteria, enabling us to enquire into issues of (mutual) compatibility and integration with other social policies at local level. The present report is based on nine national reports (see D3.1). Each of the national reports offers a unique and valuable case to understanding the process of this type of policies at European level. They allow identifying both common cross-national patterns as well as differences at the national level and more precisely at the regional level in 18 functional regions (two per country), which provide the basis for understanding regional disparities, planning and implementing labour market and economic policies. The WP3 international report synthesises and compares LLL policies in the different settings, outlining similarities and differences across the nations and regions in Europe. Further, it highlights tensions and challenges in implementing LLL policies across the different levels, and looks into their intended impact on different target groups.

The results of this report will also inform the subsequent stages of the YOUNG_ADULLLT project, fundamentally contributing not only to framing questions and providing material for in-depth analysis during the regional/local case studies (WP 7), but also laying the foundation for comparative analysis in WP 8 (comparative analysis and reporting). In terms of providing input for policy-makers and other stakeholder, the insights of this report will be compiled in a *Policy Brief* and discussed policymakers and relevant actors during the policy roundtables (WP 9).

The remaining report is organised along four main chapters. *Chapter 2* contextualises the guiding research questions in WP 3 by relating them to the three theoretical perspectives of the project – Cultural Political Economy, Life Course Research, and Governance Studies. In doing this, the chapter lays down the conceptual lenses and basic concepts with which analyses in this report were conducted and which provide the basis for interpreting a number of observations related to

LLL policies and their effects on young adults. *Chapter 3* expounds and discusses the methodological questions involved in developing a framework that guided the production of the nine national reports. This included defining policy as the unit of analysis and outlining selection criteria. *Chapter 4* presents the bulk of the analytical work conducted in the international report. The content is distributed along three main subsections: *Section 4.1* charts relevant common issues and diverging developments of LLL policies across the participating countries and provides the basis for latter comparative work in WP 8 by establishing the thematic horizon for comparability of the sampled LLL policies. *Section 4.2* highlights the tensions and challenges in implementing LLL policies across the different levels. Here, the analyses focus on common issues related to the project's general objective of distinguishing different patterns of coordinating policy-making at local/regional level, which in turn may lead to identifying sustainable solutions (best practices). *Section 4.3* looks into the intended impact of these policies on possible different target groups. At this last stage of the analysis, the aim is to present how, from the national reports, it is possible to begin to grasp the impact of the different LLL policies on the target population. *Chapter 5* presents the conclusions and provides an outlook to further research steps. In this chapter, based on the comparative analyses in the previous sections some necessary preconditions for successful policy-making in the field of LLL are identified and discussed. Finally, also considerations are made on the lessons learned during the work in WP 3 that will serve for further deliberation in WP 8 and the final reporting phase of the project. An annex with the mapped LLL policies is included in the report, which document the sources of the material used in producing both the national and international reports.

2. Theoretical Perspectives and Research Questions

The following three sections briefly describe the three main theoretical perspectives of the project and thus lay down the conceptual lenses and contextualise the main research questions in this Report. Each of the three theoretical perspectives – *cultural political economy*, *life course research* and *governance research* – generates different research questions with regard to the potential impact of LLL policies.¹ These research questions will not be answered consecutively,

¹ Please refer to the State-of-the-Art Report (D2.3) for a thorough discussion of these theoretical perspectives (Weiler et al. 2016).

but they will be addressed throughout this International Report and particularly in chapter 4, which summarizes the bulk of the analytical work conducted. Thus, the research questions identified in this chapter serve as heuristic devices for the treatment of data and guide our analyses throughout this International Report.

2.1 Cultural Political Economy

The first theoretical perspective, *Cultural Political Economy*, or in short CPE, is an analytical approach in the tradition of critical political economy, which highlights the relevance of the cultural dimension in understanding and analysing the complexity of social formations such as policies (Jessop 2010, 2016; Sum & Jessop 2013). The main contribution of the CPE approach to studying LLL policy is made by taking seriously the importance of the mobilization of policy ideas, and the perceptions of political actors, in the explanation of education policy dynamics and policy outcomes. This implies paying specific attention to the role of a particular set of policy actors (policy advisers, knowledge-brokers, think tanks among others) and the mechanisms of persuasion and construction of meaning (for instance, soft power) that they use to influence the perceptions of other actors. According to Bob Jessop (2010), institutional transformations can be explained by the iterative interaction of material and semiotic factors through the evolutionary mechanisms of variation, selection and retention. Variation refers to the process by which dominant educational policy discourses or practices need to be revisited because of the emergence of new narratives that problematize educational processes by making reference to either external (e.g., economic crisis) or internal challenges (e.g., school drop outs). Selection implies the identification of the most suitable interpretations of existing problems, as well as the most complementary policy solutions. These solutions tend to vary from country to country due their different political economy structures and the pre-eminence of particular ideological coalitions. Finally, retention requires the institutionalization of these new policies through their inclusion into the regulatory frameworks and governance technologies, and its enactment through the re-interpretation, acceptance and resistance of implementers and practitioners at different levels.

From a CPE perspective the research questions are:

- What are the different objectives of LLL policies?

- How do these LLL policies construct their target groups and what are their supposed (intended or unintended) effects?
- Are there any differences in LLL policies with regard to gender and the social, educational and migration status of the target groups?
- How are the risk groups/target groups constructed and what kind of pre-suppositions are behind these constructions?

2.2 Life Course Research

Policies in general and in particular education and training policies represent public interventions that aim at bringing about preferred visions of personal and social development (Walther 2011; Heinz et al. 2009). The second theoretical perspective, *Life Course Research* highlights the need to consider how individual lives (the biography) are embedded in institutional macro-social framings (the life course) such as labour market, welfare and education/training programmes, but also in ephemeral framings like social inequality.

YOUNG_ADULLLT aims to examine to what extent policies recognise investigating the vastly diverse living conditions of young adults across Europe, their plurality in terms of youth cultures, life styles, young people's life projects, professional choice and trajectories in the labour market, in particular with reference to gender, migration and other dynamics (Nilsen et al. 2012). This theoretical perspective invites us to consider the young adults themselves, their diverse living conditions, their life projects as well as their perceptions and expectations are taken into account by policies. The following questions may be raised and discussed:

- How do LLL policies take into account and respond to diverse living conditions of young adults in each national/regional context and all across Europe?
- Are LLL offers sensitive to different individual life conditions (e.g., the need for child care during lessons etc.)?
- How do the de-standardisation and individualisation of young adults' life courses are taken into account in European LLL – policies?
- How do European LLL policies take into account and respond to diverse living conditions, and increasing polarisation and inequalities among youths and young adults?

2.3 Governance

The third theoretical perspective, *Governance*, calls attention to important shifts in perspective in the political field (Rhodes 1997). These shifts in perspective refer to using the term to conceptualize the coordination of social activities for which traditionally terms such as ‘steering’, ‘governing’, ‘control’ and ‘interdependence’ had been preferred hitherto. In the social sciences, governance indicates a significant shift in perspective, “namely from actor-centeredness to an emphasis on regulatory structures” (Schuppert 2006, 374; own translation). Renate Mayntz refers to governance as comprising all forms in which public and private actors, separately or jointly, aim to produce common goods and services and solve collective problems. For her, “Governance means the sum of all concurrent forms of collective regulation of social issues: from the institutionalized self-regulation of the civil society, through the diverse forms of cooperation among state and private actors, up to the action of sovereign state agents.” (2004, 66; own translation).

This perspective helps us to address issues of coordination of action among the different agents within the state, the economy, the labour market, civil society, and not least young people. In other words, governance offers us a conceptual tool to understand the interactions of different actors, at the different levels, and with different mandates, competences and with different degrees of leverage power at their disposal. From a governance perspective the research questions are:

- Which actors, policies and sectors are involved in the definition and implementation of LLL policies and what is their individual impact and leverage?
- How do state (e.g. training/skill providers) and private actors (e.g. enterprises) cooperate in terms of assessing what competences and skills are valued and defined as needed?
- How are de-regulation and de-centralisation reflected on the LLL policies directed at European young adults?
- How is the de-centralisation of power reflected on the governance of NEETs and other young adults in high-risk situations?
- What is the division of labour in the governance of LLL policies across the different levels (local, regional, national, European)?

3. Methodology

Chapter 3 outlines and discusses the methodological questions involved in developing the analytical framework that guided the production of the nine national reports on LLL policies. This includes *firstly* the definition of our main units of analysis such as ‘Functional Regions’, ‘LLL policies’ and ‘Policy Sectors’, which have provided useful selection criteria for the mapping and analysis of LLL policies across Europe. *Secondly*, the chapter explains in more detail the research procedures from the mapping and analysis of LLL policies in the nine participating countries to the identification of cross-national perspectives in the present International Report.

3.1 Framing Functional Regions, Lifelong Learning Policies and Policy Sectors

Functional Regions

In conceptual terms, a ‘functional region’ (FR) is defined “as a region organised by functional relations that are maximised within the region (maximisation of intra-regional flows) and minimised across its borders (minimisation of inter-regional flows or interactions) so that the principles of internal cohesiveness and external separation regarding the intensities of spatial flows or interactions are met” (Klapka, Halás & Tonev, 2013, 96). In more concrete terms, the term FR refers to a sub-division of territories that result from the spatial differentiation and organisation of social and economic relations rather than to geographical boundaries and particularities or to historical developments. Although the conceptual bases of the term is heterogeneous across Europe, FRs are, according to the OECD, in most countries defined in terms of labour markets delineated around a given (metropolitan) centre (OECD, 2002; see also EC/OECD, 2015). Thus, 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. For instance, the principle of commuting conditions, i.e. that of labour mobility, or the size of the population as well as the level of employment are taken as a central elements. FRs usually show a relatively well-functioning match between labour supply and demand which makes labour mobility towards the exterior not necessary as workers find jobs within their own region’s limits (OECD, 2002). Even though there are some incompatibilities with territorial and/or

administrative regions, in most cases FRs do provide the basis for understanding regional disparities, planning and implementing labour market and economic policies (ibid.).

In YOUNG_ADULLLT, FRs provide a way to map and examine the linkages and flows that create interdependence and the main advantage involved is to help identify areas with specific problems, such as mismatches between the education, social, and employment sectors, since it is here where policies and young adults meet (OECD, 2014). FRs which are regarded as autonomous units can take different shapes or types and different inner patterns of interaction, since any kind of spatial flow or interaction can organize this region. For example, in the case of a functional urban area the flows or interactions could be oriented towards a single city or a town (e.g. with daily travel-to-work flows). However, a FR could also have multiple cores (e.g., the Oberrhein area with Basel, Strasbourg, and Freiburg), and in this case the mapping and analysis regards particularly the relations and interactions between individual cores within one region.

On the basis of these conceptual considerations, the project partners selected two FRs per country, which were identified as ‘contrasting cases’ with regard to socio-economic indicators and/or labour markets and/or infrastructure (cf. section 3.2 below). The following map shows the selected 18 FRs in the nine participating countries of the research project.

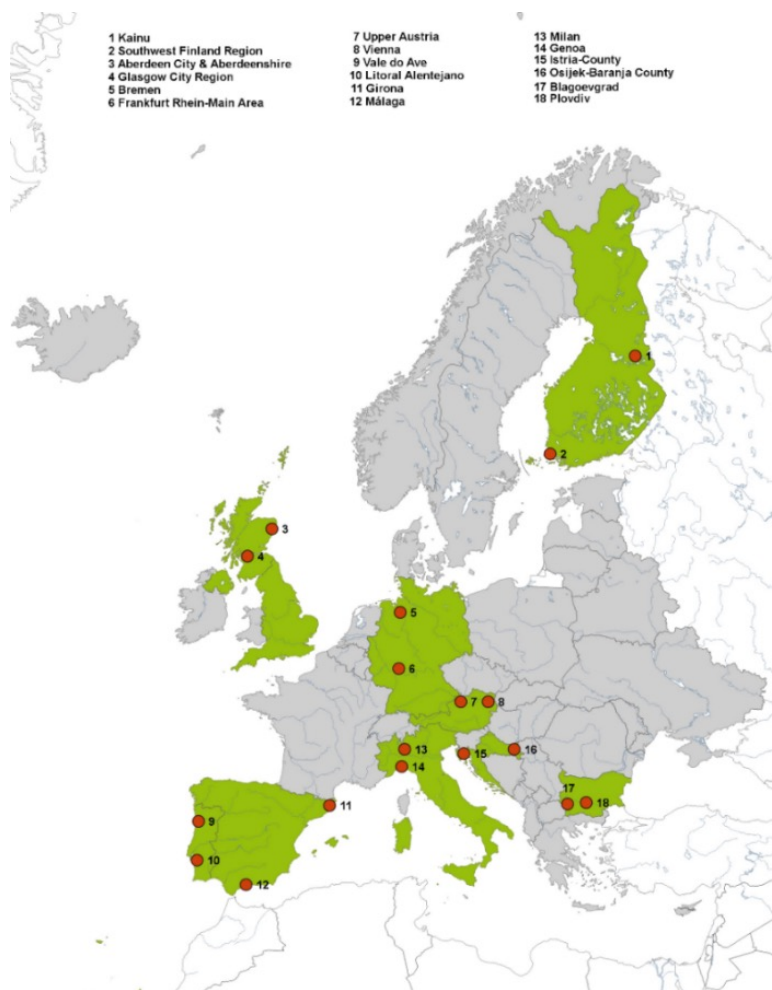


Figure 1. Overview of selected Functional Regions in YOUNG_ADULLLT (designed with Stepmap)

Lifelong Learning Policies: definition and usage

The definition and usage 'LLL policy', which is the main concept and unit of analysis in this research project, varies slightly from its use in political science. The term policy, as traditionally used in political science, means one of three different essential dimensions of the overall political sphere, i.e. the *content* of political decisions and collective binding regulations conducted by or at least in cooperation with political elites or representatives. The concept of policy also includes proposals for (alternative) political regulation and legislation made by different political actors in different policy areas. Policies differ from politics as another important dimension of the political sphere, which refers to the overall political *process* consisting of political conflicts, power

struggles, political tactics and strategies in relation to different interests of different political actors. Policies and politics, however, are situated in a political system, composed of political institutions as a set of rules, according to which political struggles and policy making take place. This overall *institutional framework* of a political delimited community or jurisdiction (from municipal to European level), enabling and constraining political inputs and outcomes, is usually denoted as polity, the third dimension of the overall political sphere.

Compared to the traditional use of the term policy in political science, the use of the term policy in YOUNG_ADULLLT is based on a much broader definition, in order to be able to capture the wide scope of the above mentioned leading research questions of the project. 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, our understanding of ‘policies’ 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.

On the basis of this broad understanding of the term ‘policies’ outlined above, a ‘coordinate system’ was developed that can be used as a heuristic device to map different types of policies: The coordinate system below shows that policies can vary in at least two dimensions. In the first dimension (y-axis) policies can be understood as an aggregation of different forms of action ranging from a low level of materiality and concreteness such as discourses (e.g., the ‘knowledge-based economy’) to very concrete measures (e.g., a two-week course of vocational education for disadvantaged young adults in a single school). In the second dimension (x-axis) policies can be formally initiated and run by a single or a group of institutions (e.g., ministry of labour and/or ministry of education) or they can be more informally initiated and run by networks. The mapping of LLL policies in the participating countries took account of both dimensions and tried to include ‘policies’, which are located in different sections of this coordinate system.

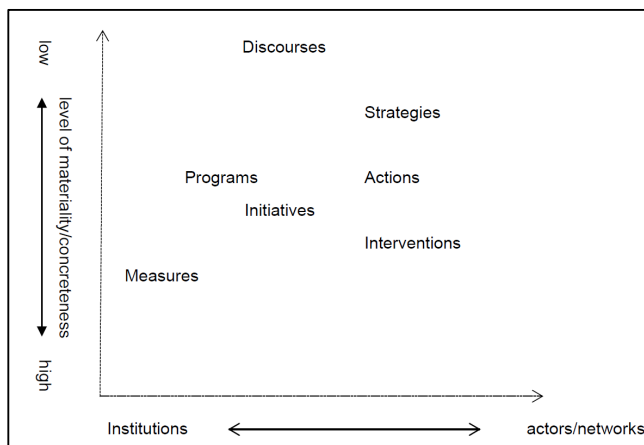


Figure 2. Coordinate system for identifying policies

The policies focused on in YOUNG_ADULLLT are related to the *age range*, which is covered by the term ‘young adults’. In order to operationalise this age range, the partners agreed to focus on minimum 18 and maximum 29 year-olds in order to accommodate to the different definitions and understandings of young adults in the participating countries. In addition, with regard to the *timeframe* of the policies that were to be mapped by the project partners, the consortium decided to focus on policy documents and initiatives between 2010 and 2016 for two reasons in particular: *first*, this timeframe can be classified as a ‘post-recession period’ and, *second*, a shorter timeframe was thought to be necessary because of the large number of relevant LLL policies in each country and FR. However, at the same time it was agreed that in those countries where major structural reforms happened before 2010 and which were seen as essential for the understanding of the present situation, the suggested time span could be extended to 2007. *Finally*, in terms of the focus of policies on specific *target groups*, the following groups were defined as the project’s core target groups: Young adults neither in employment nor in education or training (NEET); Early School Leavers (ESL); Young immigrants; Young entrepreneurs and business people; Young adults who formerly were NEET. When identifying target groups in a given policy, partners were also aware of those groups, which are not targeted in LLL policies. Thus, the identification of absences of certain target groups in particular country as well as the construction of target groups by policies and researchers, was also part of the review and analysis of LLL policies in each country.

Policy Sectors

Taking the above mentioned perspectives as the project's theoretical points of departure, WP 3 aims to map, review and analyse LLL policies in the participating countries/regions. As the main concept in the project, *lifelong learning policy*, goes beyond the field of education and encompasses other related policy sectors, the research required the partners in the participating countries to review and analyse different policy sectors.

Policy sectors may be logically distinguished along a number of dimensions that make specific policies 'characteristic' of a sector. For instance, policies tend to be oriented towards different sectorial problems or objectives such as reducing unemployment among specific groups (e.g., 18-29 year-olds), preventing or reducing levels of young people leaving schools with low certifications (e.g., ESL) or preventing social exclusion more broadly or among specific groups (e.g. young people). Thus, it is possible to distinguish analytically between the following three policy sectors: Labour Market Policies (LMP); Educational Policies (general, vocational) (EDP); Social and Youth Policies (SYP).

Moreover, based on the specific sector orientation, policies can differ in terms of the target groups they address, the types of solutions put forward, the time horizons (short-, medium, or long-term) for tackling/solving the problem, and not least, they can develop different criteria with which success can be detected. Policies in different sectors can moreover be distinguished along the actors/stake-holders involved and the mechanisms used to coordinate action (i.e. the governance regime), but also in terms of their funding schemes. Taking account of these analytical distinctions, all project partners were requested to map and describe LLL policies according to the following criteria:

- Sector orientation (i.e., LMP, EDP, SYP)
- Objectives/ problems which LLL policy intends to tackle in this sector (e.g., youth employment, ESL, NEET, exclusion, etc.)
- Target group (e.g., age, gender, migration status, etc.)
- Solution proposals
- Underlying success criteria
- Time horizon (i.e., short-, medium, or long-term)
- Governance regime (e.g., primary actors, state run, etc.)
- Funding source (e.g., unions, corporations, firms, etc.)

3.2 Research Procedures

Having defined and discussed the leading concepts and units of analysis of this research project in section 3.1, this section describes in more details how the research work proceeded and how the project partners conducted their research work along the following three interrelated stages:

In the *first* stage the consortium partners selected two FRs per participating country, mapped and described all relevant LLL policies according to the criteria mentioned above. Thus, the first stage of the research process consisted of *two* consecutive steps that were mainly descriptive in nature. Based on the assumption that intended and unintended effects of LLL policies will vary significantly in different contexts, partners were required to identify two contrasting FRs in their country as a *first step*. To guide the selection of two ‘good’, i.e., productive contrasting cases/FRs in each country the following criteria and indicators were recommended and proved to be helpful. All partners were asked to include ‘typical cases’ in their selection of cases and to take account of socio-economic indicators and to try to capture regions which share labour markets. For the identification of FRs it also proved to be helpful to consider local and regional infrastructure (e.g., networks of trains, tram and bus connections, etc.). In practice, most partners started the selection process with an administrative unit (e.g., municipality) and checked whether the selected administrative unit works as a FR. If this was not the case, the partners extended or curtailed the chosen regions in order to capture linkages and flows that create interdependence in this FR. As a *second* step, partners then systematically mapped and concisely described within each selected FR LLL policies according to the coordinate system suggested in section 3.1 (figure 2 above). With regard to the selection of policies, national partners were asked to identify the most important policies (for instance with reference to perceived relevance in public discourse, with reference to the political actors/stake-holders involved, etc.) in each FR. In addition to the criterion ‘importance’, the theoretical perspectives and the leading research questions (cf. chapter 2 above) served as a valuable orientation, which helped to guide the selection process and to limit the number of selected LLL policies to a manageable number.

In the *second* stage of the research process, partners elaborated on the descriptions of LLL policies compiled in the first stage and undertook first interpretive and analytical steps. First, partners were asked to select three LLL policies in each FR. Second, partners reviewed the three

LLL policies thoroughly and provided a ‘thick description’ of the three policies and of their embedding in the specific contexts.

In the third and final stage of the research process, all partners were required to analyse and assess the impact of LLL policies in the two FRs. Thus, in the third stage, research required interpretive and analytical work based on the three theoretical perspectives of the project with special reference to the research questions identified in chapter 2. Due to the fact that the available data at this stage of the research process is mostly generated from the analysis of policy documents, assessing impact does not mean evaluating the effectiveness of policies themselves. Rather, as mentioned above, in this context, assessing impact means analysing impact by examining LLL policies in terms of their mutual compatibility and their integration with other social policies. Moreover, it also involved assessing the impact of these LLL policies on young people’s life courses, i.e., questioning their potential implications and intended and unintended effects on young adult life courses. Finally, it implied highlighting their embedding and interactions in the policy landscape(s) and identifying best practices and patterns of coordinating policy-making at local/regional level.

4. International Trends: Cross-National Analyses of LLL Policies in Europe

Following the description of the analytical framework that guided the production of the national reports on LLL policies in the previous chapter, *Chapter 4* presents the results of the cross-national analyses performed for this international report on LLL policies in Europe. However, before we present common issues and diverging developments of LLL policy-making in Europe, it is necessary to briefly characterise our analytical approach to the nine national reports on LLL policies. This approach is based on the assumption that the identification of differences between LLL policies in different countries is far more productive for the understanding of LLL policies than the identification of common patterns and ‘international trends’. Therefore, rather than attempting to reduce the wealth and diversity of information provided in the nine national reports on LLL policies into pre-determined analytical categories, we took the main research questions, which derived from the three theoretical perspectives (cf. *chapter 2*), as heuristic tools for the analysis of the national reports. The research question helped to look across the national reports and to identify common patterns and diverging trends as well as tensions and challenges in the interpretation and implementation of LLL policies.

Following the general structure for the production of national reports in all participating countries, national reports include a descriptive and an analytical part that investigates LLL policies in the two selected FRs. The analytical part focuses 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 reports have addressed these issues in different ways: a) presenting them from an overview of the FRs (the cases of Croatia and Portugal); b) making them explicit in their analytical part (the cases of Bulgaria, Germany, Scotland and Spain); c) grouping them by themes (this is the case of Austria where problems and proposed solutions are discussed, potential effects and governance regimes and actors); d) associating them with the three theoretical perspectives (the case of Finland); and e) examining them through the analysis of specific policy programmes (the case of Italy).

The above-mentioned heterogeneous approach meant that analytical considerations were not only found in the analytical part, but also in other sections of the reports. The richness of the national reports lies in their complexity, because they do not only introduce and analyse LLL policies in their national and regional contexts, but also examine them through the three lenses provided by the three theoretical perspectives of the research project (CPE, LCR, GOV). Therefore, this chapter will not simply compare national reports on LLL policies, but will address the key theoretical research questions aiming to better understand and compare LLL policies in Europe and their relationship with young adults.

Based on the aforementioned fundamental considerations on the realisation and benefit of cross-national analyses of LLL policies, this chapter is divided into three sections: In the section 4.1, the analysis will focus on common issues and diverging developments of LLL policies in Europe and will identify central themes for the comparability of the sampled LLL policies, which will eventually be performed in WP 8. In the section 4.2, the focus is shifted to the analysis of

underlying tensions in the understanding and interpretation of LLL policies, which can lead to challenges in the practical implementation of LLL policies across the different levels. By analysing tensions and challenges in the interpretation and implementation of LLL policies across the participating countries, this section makes a contribution to one of the project's main objectives of distinguishing different patterns of coordinating policy-making at local/regional level, which might help to identify sustainable solutions for successful policy-making in the field of LLL. The final section 4.3 differentiates between the intended and unintended impact of LLL policies on possible different target groups, analyses two main intended impacts to be observed in most countries and aims to identify relevant questions, which help us to begin grasping the impact of the different LLL policies on the life of young adults.

4.1 Common issues and diverging developments of LLL policies in Europe

This section presents common issues and diverging developments of LLL policies in the participating countries and therefore constitutes an essential basis for the comparative analyses performed in WP 8. For this purpose, and based on the analysis of the nine national reports, three major common issues and three diverging trends have been identified. In addition to these common issues and diverging trends presented in this section, there are, of course, more 'international trends', which are however not included in this section, because they do not have the same salience and prevalence in the majority of the national reports.

4.1.1 Common issues of LLL policies in Europe

The three main common issues that are discussed in most national reports concern the definition and understanding of LLL, the relation of LLL policies to processes of de-standardisation and individualisation of young adults' life courses and the role of the European Social Fund (ESF) as the main funding agency of LLL policies in Europe. In the remaining part of this section, these issues will be dealt with successively and illustrated with reference to different examples of LLL policies from the participating countries as documented in the annex.

Definition of LLL

Perhaps the most striking similarity between the national reports is related to the discussion about the definition of LLL and its respective application in relation to LLL policies. The analysis of

the different definitions and understandings of LLL in the participating countries will partially provide an answer to the following research question: *what are the different objectives of LLL policies?*

As a starting point, we can affirm that LLL policies, in general and specifically for young adults, used to be aimed at the personal development of human beings and their LLL (in relation to the principle of equal opportunity and the idea of the democratization of education and training) in many countries. However, they are now focused on a more utilitarian vision as shown in some reports (Bulgaria, Italy, Finland, Germany and Scotland), they are related to a neoliberal ideology and they are mainly focused on employment, exclusive development of work capacities, and labour competitiveness.

The following quotations from the five national reports on LLL mentioned above show a similar tenor: the Bulgarian report maintains that “young people themselves have accepted the neoliberal discourse on life achievements” (Kovacheva et al., 2016, 33); Finland refers to a neoliberal ideology according to which “young citizens are primarily seen as members of the labour market” and which has pushed “the socio-political importance of education [...] to the side and replaced [it] by the idea of a business that serves the needs of various consumer groups” (Rinne et al., 2016, 34); the Italian report mentions the “neoliberalization of European policies” (Palumbo et al., 2016, 21); the Scottish report presents, with reference to the Aberdeen and Shire City region, LLL policies “more focused on providing opportunities that encourage economic development and create new employment” (Lowden, Valiente & Capsada-Munsech 2016, 43) and finally, the German report on LLL policies does not hesitate to identify a difference between the ‘emancipatory approach’ and the ‘utilitarian humanism’ in LLL:

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 [...] from a utilitarian humanist perspective [...] the idea of employability is paramount - from an individual as well as a societal perspective (Kotthoff et al., 2016, 46f.).

This ‘crucial difference’, and in particular the emphasis on the utilitarian vision has generated at least two major trends:

On the one hand, as mentioned in the reports of Germany (Kotthoff et al., 2016, 46) and Finland (Rinne et al., 2016, 34), the responsibility to find a job (and therefore to seek the mechanisms necessary to change a general situation of potential exclusion) is passed to the individual as there is the tendency to progressively hold individual young adults accountable for their own life trajectory. On the other hand, LLL policies focus less on the importance of the educational process itself, rather than on the existence of “skills that are needed and available in the labour market”,² mainly because of the 2008 economic crisis.

Although only five of the nine national reports refer explicitly to this fundamental change in the way LLL policies are perceived today, the four remaining reports evoke a similar impression by relating LLL policies to the employment situation of the target population. For example, the Croatian report affirms how youth attention “is particularly visible in the measures of active youth employment policy” (Bouillet & Domović 2016, 37). In the same way, the Portuguese report maintains that social integration could be reduced to labour market integration (Alves et al. 2016, 44). The following example called *Opportunities for all* illustrates this perception of the definition of LLL policies and some of the policies presented in the reports, with reference to the FR Aberdeen / Shire City functional region in Scotland (cf. Lowden, Valiente & Capsada-Munsech 2016).

Box 1: Opportunities for All

(Scotland – Functional region: Aberdeen / Shire City region)

This programme, oriented towards education, training and employability, mainly looks to reduce the level of unemployment among young people between the ages 16 and 19 by activating: On one hand, their participation in learning or training and, on the other, emphasizing the use of "Modern Apprenticeships and variations to promote positive destinations for young people letting them Earn a wage and gain an industry-recognized qualification" (Lowden, Valiente & Capsada-Munsech 2016, 34). The development of new skills and competencies in line with the National Occupational Standards, the support of an SVQ (Scottish Vocational Qualification) and the participation in various workshops are essential parts of a programme that has private and public support from a regional and local level, and is funded both by the Scottish and the UK governments, as well as by the ESF.

² OECD 2013: *Skills for Life. Key Findings from the Survey of Adult Skills*. OECD: Paris, p. 6; online: http://www.oecd.org/skills/piaac/SkillsOutlook_2013_ebook.pdf; 15.10.2016. Quoted in the German National Report (Kotthoff et al., 2016, 48).

There are many policies or strategies in the different countries that, like this one, establish the imperative need to associate LLL with employment and productivity, shifting emphasis from the more holistic aspects of the concept itself. And while the point here is not to problematize this development in itself, it is of fundamental importance to try in the future development of the YOUNG_ADULLLT project to understand exactly where and when this change took place (in some cases, as in Scotland, the crisis of 2008 is mentioned), to what extent it has been removed from its original definition “overshadowing broader objectives of LLL” (op. cit., 44) conception, and whether it is worth reconsidering it as an essential part of LLL policies at European level.

It would be interesting to address this issue from the Cultural Political Economy perspective, since it is possible that this change does not only respond to periods of economic crises, to which different policies must react with concrete measures, but also to changes of mentality and values, that should perhaps be questioned or at least discussed with regard to the very meaning of education and learning as "a treasure within" (Delors 1996).

LLL policies and life course of young adults

The second common issue has to do with the way LLL policies are conceived in the different reports, taking into account the perspective of life-course research and especially the processes of de-standardisation and to a lesser extent individualisation. Therefore this analysis will partially provide an answer the following research question: *How do the de-standardisation and individualisation of young adults' life courses are taken into account in European LLL – policies?* The aim is to analyse to what extent LLL policies are based on the assumption that structured life courses can no longer be taken for granted, because they are becoming more and more insecure and uncertain, particularly for young adults.

There seems to be a tendency that LLL policies are more likely to define standardized rather than de-standardized life courses, because, as the Finnish report suggests, "deviation from this standardized trajectory is seen as a threat to both the individual and the society" (Rinne et al., 2016, 38). Thus, there could be a resistance in LLL policies to deal with the growth of de-standardised processes and the fact that today the idea of a “normal” life trajectory is not very accurate.

Although it is not possible to draw a definitive conclusion with regard to this resistance in all national reports, the reports from Bulgaria, Finland, Portugal (and to some extent also Germany) clearly identify that 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” (Rinne et al., 2016, 38) and that LLL policies “are still directed at a standard life course involving full time education, mostly academic, and from then on toward full time employment” (Kovacheva et al. 2016, 41). From the data available at this point in time, it certainly appears to be worthwhile to analyse this tendency in more detail and in a comparative perspective in WP 8.

The theme above is also related to a lack of concern of the LLL policies with regard to the biographical experiences of the target population (“nothing is told about young people’s biographical experiences” – Alves et al., 2016, 43). This could not only lead to an “insensitivity to the individualized life projects of young adults” (Kovacheva et al. 2016, 8) but could also generate “black holes” or gaps in LLL policies, which can reproduce processes of social exclusion (op. cit., 44). An example of this lack of concern or even insensitivity for the individualized life projects may be the tendency to see those who are members of ‘risk’ groups more likely as a threat against the pre-established order rather than a part of a holistic vision of LLL, which tries to understand and support the different pathways of the target population.

At this point, Life Course Research connects with Cultural Political Economy to explain how a holistic vision of LLL policies and LLL of young adults must take into account cultural differences at both national and regional level. A clear example of this cultural (and partly also economic) difference is the time young adults in countries such as Italy, Spain and Croatia spend in their family homes together with their parents; or the situation of economic insecurity in the case of young people in Croatia. Without these fundamental and detailed explanations, which are intrinsically related to the specificities of each country, it will be very difficult to examine the relevance and potential impact of LLL policies from a comparative perspective.

However, it is possible to sustain that despite the resistance to deal with de-standardization, a large majority of LLL policies tend to handle a general discourse that paradoxically responds to a comprehensive view of the different changes in the lives of young adults. It is precisely because of this apparent paradox that we can perceive a tension between the idea of developing ‘standard’

LLL policies on the one hand and the increasing social recognition of ‘de-standardisation processes’ on the other hand throughout the national reports .

In the Finnish case, for example, criticism about the idea that life courses of young adults should follow a linear and unique path in LLL policies is very evident. However, this does not exclude differences between the two Finnish FRs: while Southwest Finland confirms this idea by focusing more on “giving individuals responsibility and helping them become productive in the labour market” (Rinne et al., 2016, 46), the Kainuu region (following what it is known as the *Kainuu model*) is committed to a policy that includes more human and social perspectives, looks more to improve the well-being of each young person and therefore tends to think more about biographical and de-standardised life experiences. The following example from the FR Kainuu illustrates this point:

Box 2: PajaNUPPA workshop

(Finland – Functional region: Kainuu)

The PajaNUPPA workshop for young adults under 30 and based on group activities (such as cooking, sports, visits) and individual coaching, seeks to “to provide exactly the type of help and [lifelong] guidance that the young person needs. The guidance can concern e.g. housing or livelihood-related issues, education issues or problems with everyday life” (Rinne et al., 2016, 59). The aim is to not only to promote work skills but also social skills, “needed in everyday life, to help [young adults] make and implement plans for their future and to give them a sense of having a routine and things to do” (*ibid*). Young adults are allowed to participate for an unlimited time until they feel they have acquired the necessary skills to go further in their life course projects.

Although the relationship between LLL policies and de-standardisation processes needs to be examined more closely in the later stages of the YOUNG_ADULLLT project, the national reports already indicate very clearly at this point in time, that there is a lack of analysis of LLL policies on this issue, which is quite likely to affect the impact of these policies on some young adults’ lives.

The European Social Fund as the main funding agent

The third common issue refers to the wide-ranging participation of the European Social Fund (ESF) in the different LLL policies. With very few exceptions (particularly in some Austrian programmes in the FR Vienna Austria such as *JUST Integration* or **peppa Mädchenzentrum*) almost all the programmes are at least partially funded by ESF as part of a holistic set of aspirations. The latter include “making the learning attractive to young people through initiating extracurricular activities; establishment of intercultural learning environment; [or] pre-qualification of teachers for working with bilingual technologies” (Kovacheva et al., 2016, 46). However, the overall presence of ESF funding leads to two significant observations, which are partially presented in some national reports:

On the one hand, as for example in the case of Germany, “legal regulations ask all *Länder* to develop an operational programme for the use of ESF funds [...] and to carry out regular evaluations [...]. The evaluations should focus on efficiency and effectiveness of the programme [...] and show the project’s efforts to attain objectives set by the European commission’s 2020 strategy” (Kotthoff et al., 2016, 39).

The fact that LLL policies are mainly funded by the ESF could perhaps be detrimental to their real relevance in the regions for the sake of achieving EU priorities. Thus, instead of following patterns directly related to local or regional problems, general European directives could be far from the specific realities followed by each country leading to a weak relation “between regional LLL policies and European LLL policies” (op. cit., 43).

As explained in the project LLL-HUB, a former comparative study on LLL policies in Europe, “the ESF is financing initiatives to improve education and training and ensure young people complete their education and get the skills that make them more competitive on the job market” (LLL HUB Project 2016, 25-26). From this perspective, it is difficult to know to what extent FRs such as Kainuu in Finland (cf. box 2), require less funding focused on the improvement of work-related competitiveness (and therefore less pressure to attain this objective), and more funding focused on LLL policies, which are aiming at the personal development of human beings and which has been characterised earlier on as the ‘emancipatory humanism approach’ to LLL. This points out that the study of EU policy influence, convergence and frameworks in accordance with regional LLL policies is a main feature to understand both their relevance and impact.

On the other hand, as the reports from Bulgaria and Portugal suggest, the absence or fragile participation of other types of funding apart from the ESF could weaken the continuity of LLL policies. For example, while Bulgaria mentions the “lack of sufficient funding” (Kovacheva et al. 2016, 36), Portugal states how 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” (Alves et al., 2016, 12). In the same way, it could be argued that excessive funding by the ESF might potentially hollow out national funding. However, this ambiguous relationship between the ESF and national funding is only an assumption at this point of time, which should be further analysed during the later stages of the project. It is an element to take into account when assessing such policies and formulating policy briefs at national, regional, and European level (WP 9).

The following example from the FR Bremen in Germany illustrates clearly the strong influence of ESF funding, which can also be identified throughout all the other national reports:

Box 3: Jugend Stärken ('Strengthening Youth')

(Germany – Functional region: Bremen)

Jugend Stärken is an ESF model programme “described more comprehensively as it was implemented in many quarters in Bremen and in 20 locations in Niedersachsen” (Kotthoff et al., 2016, 22) and has not only a social and youth policy sector orientation, but also a labour market and educational one. The programme started in April 2015 and will continue until December 31, 2018 “with an overall budget of 20 Million EUR: 15 Million EUR (ESF) plus 5 Million EUR (German Ministries)” (*ibid.*). Its main objective is to mainly support in disadvantaged neighbourhoods young adults aged between 25 to 35 years in difficult (un)employment situations and with special needs, “particularly 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” (*ibid.*, 23).

Furthermore, although all national reports identify ESF as one the main funding agents, none of them analyses the effects of this in detail. Our suggestion is that the importance and influence of the ESF should perhaps be examined more closely in the future comparative analysis of the YOUNG_ADULLLT project (WP 8). For example, it could be interesting to examine the influence of ESF on both the development of National Qualifications Framework (NQF) and LLL policies, and its role to implement them at the local level (LLL HUB, 2016, 25-26).

The first topic is not present in national reports except perhaps those from Croatia and Italy and to a lesser extent in the German report. While the Croatian report refers to how the NQF is “as a key public, political and legislative framework, opening a door to the development and implementation of recognition of prior learning in Croatia” (Bouillet & Domović, 2016, 11); the Italian report mentions how the NQF “represents a strategic lever for coordinating infrastructural and human resources public investments and for integrating education, vocational training and employment services” (Palumbo et al., 2016, 6). These aspects concerning the participation of ESF are even more relevant, if we consider that “for some countries to launch LLL strategies, the ESF was also often a condition sine qua non to their funding” (LLL HUB, 2016, 25-26).

4.1.2 Diverging developments of LLL policies in Europe

After the identification of common issues of LLL policies in Europe in the first section of this chapter, we will now shift the focus to the analysis to diverging developments and in particular the evaluation of LLL policies, the governance and leverage of FRs and the construction of target groups.

Evaluation of LLL policies

The first difference that we can identify throughout the national reports is related to the evaluation of the different LLL policies. The evaluation made by national reports on LLL policies unveil two major trends. On the one hand, we find some reports that do not hesitate to reveal the deficiencies of LLL policies for different reasons ranging from administrative problems to communication issues, going through to specific conditions of social and cultural order. The Croatian report gives a general overview of these deficiencies asserting that “[...] public policies are not sufficiently harmonised with the actual needs of different youth in different local communities” (Bouillet & Domović, 2016, 3). It then goes on to explain that:

[...] 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 (op. cit., 42)

To a lesser extent but in the same direction, at least four more reports present these deficiencies. The Bulgarian report also recognizes “insufficient administrative capacity” (Kovacheva et al. 2016, 45) accompanied by a lack of information mechanisms; The Scottish report stresses how “strategic coordination of LLL policies is more discursive than material” (Lowden, Valiente & Capsada-Munsech 2016, 46); the Portuguese report points out the difficulty “to assess the effects of the lifelong policies [because] 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” (Alves et al., 2016, 43); and the Spanish report maintains “that public policies are hardly evaluated” (Rambla, 2016, 6).

A main feature of this deficiency, partially mentioned above, is associated with the fact that, although LLL policies could be appropriately formulated and designed (cp. Lowden, Valiente & Capsada-Munsech, 2016, 42), the documents “remained just on paper or they were adopted only formally” (Kovacheva et al. 2016, 45). This aspect is also reflected in the Bulgarian report which shows some “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 [and] deficiency of good communication among different policy actors” (ibid.). However, despite these observations made in relation to this overall deficiency of LLL policies, their practical relevance and impact remains difficult to determine at this (early) stage of the YOUNG_ADULLLT project.

On the other hand, the four remaining countries (Austria, Finland, Germany, and Italy) put less emphasis on the deficiencies of the LLL policies and tend to describe a more stable functioning. While remaining critical of some of the features of LLL policies, mainly their growing “utilitarian humanism” (particularly in the cases of Finland, Germany, and Italy), these reports give more detailed insight into the adequate applicability of LLL policies in the context of the FRs, as well as into their relevance in relation to the actors to whom they are addressed. Thus, these criticisms are more focused on specific details of the described LLL policies rather than on practical implementation problems.

Although this last observation is based on a general perception of these reports, it could be illustrated with reference to the following observations. In the case of Austria, there is the recognition that there are “various structural deficits [that] have a negative effect on certain

groups of young people and impede their participation in the education system and the labour market” goes hand in hand with assertions like “the policies selected and analysed here might compensate in some of the cases and to some degree for some of these structural deficits and their consequence” (Pot & Kazepov, 2016, 49) or [the policies] “might have a positive influence on young people” [op. cit., 51]. In the same way, the German report identifies in the FR Bremen the existence of “successful LLL projects which are being implemented into the system” (Kotthoff et al., 2016, 42) and for the FR Rhein-Main a “top-down and bottom-up policy-making”, where different stakeholders “have learned to adjust their measures to current programs” trying “to satisfy the requirements onsite and develop measures which they can adjust to advertised programs” (ibid.).

In the case of Finland, it is stated that projects already completed such as MAST or VaSiTe were executed with a “high level of concreteness (materiality)” (Rinne et al., 2016, 21f.), attaining in the case of the second project “practical measures such as courses for job search and web material for seeking jobs (both for students and teachers)” (op. cit., 22).

Box 4: VaSiTe

(Finland – Functional region: Southwest Finland)

Implemented by the City of Turku and the municipalities of the surrounding area, this project “aims to promote the education and employment (...) and to prevent social exclusion” (Rinne et al., 2016, 22), mainly of young people between 17 and 30 years old, secondary level graduates, without vocational training and “not employed or enrolled in an education programme” (ibid.). In the surrounding area “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” (ibid.). The project presents nine main measures to tackle social exclusion ranging from job search guidance (1), career planning (2) and piloting job-search training (3) to training high school teachers (4), increasing business co-operation to assess demand for labour (5) and organizing recruitment events (6); through promoting youth employment in the region (7), using social media in order to get the youth to use the guidance services (8), and increasing cooperation with other actors (9).

Furthermore, in three of the above-mentioned four countries, it is important to highlight the development of programmes that promote a broad information service for young adults. In Austria, it is called *Jubiz*, in Finland it is called *Ohjammo* and in Italy the programme is called *Informagiovani*. The latter is particularly visible due to its tradition and experience and is well

known for its performance and relevance making Italy “among the countries with the largest network of Youth Information Centre” (Palumbo et al. 2016, 23). As shown below, *Informagiovani* is considered an “effective example of ‘soft’ institutional approach that does not propose predetermined solutions to ‘a priori’ defined needs” (op. cit., 25).

Box 5: Informagiovani

(Italy – Functional regions: Liguria and Lombardia)

Following an institutional tradition of informing young people, this programme is defined as a “local ‘bottom-up’ experience of dealing with youth issues for the Local Authorities” (Palumbo et al., 2016, 23). It provides “information on opportunities for education, work and leisure, [and] social participation, for travelling and working abroad”. The programme is characterized by 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 regarding services of information desks and production and management of informative materials.

Finally, it is important to note that since national reports mainly identify some evaluative ‘trends’ of LLL policies in each country (i.e., a general course of the argumentative discourse proper to each country), they do not have the last word and should be seen mainly as a first orientation for what will follow in the later phases of the YOUNG_ADULLLT project. The assessment of impact of LLL policies made by the authors of the national reports has at least two limitations in this context: firstly, it is mostly the result of a policy document analysis and, secondly, it is subject to the interpretation and emphasis that each team wanted to stress in their national report.

The first point is related to the concern mentioned in the Finnish report, which explains how policy documents are “[...] always based on some base that is taken as granted in the texts” (Rinne et al., 2016, 32). Thus, there is a tendency to build a problem and a reality around that problem and then to discuss them. This leads to the fact that in many cases “a large portion of the problem’s framework is not brought up and is left outside of the reality constructed by the texts” (ibid.). The last point is extremely relevant, if one speaks about the impact of LLL policies. Although national reports do not have the capacity to adequately assess this aspect, they should be considered as a guide to understanding what the expectations of this “impact” might be (cf. section 4.3).

Governance and leverage of Functional Regions

The second diverging development is related to the leverage and autonomy of the FRs in relation to LLL policies, which is closely intertwined with the relationship between the State and other stakeholders. The governance and leverage of the FR refers to their capacity to promote strategies and programmes relevant to young adults independently of the political system that rules them. Through this analysis we are hoping to gain some first insights with regard to the governance perspective and particularly to the questions: *Which actors, policies and sectors are involved in the definition and implementation of LLL policies (and what is their individual impact and leverage)?*³ and *How are the de-regulation and de-centralisation of power reflected in the LLL policies directed at European young adults, NEETS and other young adults in high-risk situations?*

If we look at the conceptual basis of the governance approach, which calls attention to important shifts in perspective in the political field, the leverage that the FRs have in relation to LLL policies is fundamental to understanding both, the different structures that govern and characterize their programmes and their relevance to define the particularities and needs of young adults. From this leverage emerges a holistic view of governance where, as mentioned in different YOUNG_ADULLLT project documents, different public and private actors, together or separately, aim to produce common goods and services and solve collective problems.

Based on the national reports, the governance and leverage of the FRs in the participating countries can be separated into at least three groups⁴. The first group is represented by Bulgaria and Portugal, whose national reports describe a centralised governance structure:

- In the Bulgarian case, the “two functional regions do not have an independent social policy and generally follow the strategic measures drawn by the Central Government” with the caveat that “social policy is the field where decentralization is more advanced than in the other policy sectors” (Kovacheva et al. 2016, 22). However, this does not impede “a lack of internal coherence between different levels of the educational system: while the developed

³ The second part of the question will be addressed in section 4.3.

⁴ For a related but different categorization related the level of decentralization in Europe see: Laboutkovál et al. (2016).

plans are endorsed on a national level, most of the educational institutions on a regional level remain passive observers” (op. cit., 45-46).

- In the Portuguese case, the lack of political or financial autonomy of administrative regions (FRs of Alentejo Litoral and Vale do Ave) leads to “a lack of experience in organizing actions to tackle local needs” (Alves et al., 2016, 12). Without denying the benefits of such a programme, this last observation could be taken into account when studying the following example, which provides a good illustration of a centralised LLL programme:

Box 6: Cursos Profissionais (Professional Courses)
(Portugal – Functional região: Vale do Ave)

The professional courses combine “an academic education with a vocational one and deliver an education certification of upper secondary education and a professional certification (level 4)” especially for young people either “out of the regular educational system” (Alves et al., 2016, 13-14) or having finished basic education after nine years. From 2004, they have been introduced in public and private secondary schools and their aim is to foster “competitiveness, growth and employment by adjusting the training offer [divided in 2 areas: sociocultural, scientific and technical] to the priorities and needs of the different socioeconomic sectors and regional labour markets, accentuating the permanent interaction between schools and enterprises” (ibid.). Unfortunately, despite its tradition in the system, it seems “very difficult to assess the impact of professional courses on employability” (ibid.).

The second group is made up of countries with a unitary system of government and which are carrying out different reforms of decentralisation.⁵ In this group we can find:

- Croatia, which, based on the *Act on Local and Regional Self-Government*, presents a clear division among different governmental levels, particularly the counties which are in charge of administration affairs and services such as “education, health care, economic development [...], the planning and development of the network of educational, scientific, social and cultural institutions” (Bouillet & Domović, 2016, 5). However, there is still a “relatively high level of centralisation of LLL policies for youth [and] local self-government units rarely specify and adapt national needs to the needs of their citizens” (op. cit., 37).

⁵ It is worth noting that the term “decentralisation” is only used in two reports (Bulgaria and Finland).

- Finland, which is in a transition phase where “the planning and implementation of LLL policies is the responsibility of the central government but is also based on considerable municipal autonomy” (Rinne et al., 2016, 5). Thus, the State is seen as a regulator of service provision (and not as a service provider) “as well as the assessor of the services provided in the employment policy, social policy, education policy and youth policy sectors” (op. cit., 41).
- Italy, which is considered as a “relatively decentralized country” (Palumbo et al., 2016, 9), but when it comes to LLL policies, the distinction between the national, regional, and local is difficult to establish.
- Scotland, whose “concordat approach”, defines “regional and local policies as localised reflections of National policies with National government devolving fiscal decisions and strategy prioritisation to local authorities” in an effort to provide at the same time regional autonomy without losing national objectives (Lowden, Valiente & Capsada-Munsech 2016, 6).
- Finally, Spain, where, despite its level of decentralisation and the autonomy of both FRs (Catalonia and Andalusia), the central government designs a set of actions “so that regional and local governments as well as the civil society implement them” (Rambla, 2016, 3). The following case illustrates a decentralized LLL policy programme:

Box 7: Support for early school leavers
(Spain – Functional region: Girona)

This short-term programme, dedicated to young adults between the ages of 16 and 24, aims in a general way “[to tackle] the perverse consequences of early school leavers, particularly, the risk of social exclusion” (Rambla, 2016, 13). Its focus is to provide psychological assistance to its beneficiaries, as well as job counselling and training programmes. For this purpose, two secondary objectives emerge: “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” (*ibid.*, 14). It is managed by the Foundation Oscobe Center of Noves Oportunitats, which is responsible for administering the resources requested to both the ESF and the central and regional governments.

The third group consists of Austria and Germany where a considerable political autonomy at the regional level, due to their federalist structures, gives the regions a clear possibility of defining the scope of LLL policies:

- Austria presents a “weak federalism by constitution [...] but a rather strong federalism in practice [where] education and labor market policies are subject matter of federal state, while social policies are partly subject matter of the regional states” (Pot & Kazepov, 2016, 5).
- In the case of Germany, with a considerable level of decentralization, we could highlight the relevant decision of 2006, which does not allow the federal State “to interfere in the educational sphere” (Kotthoff et al., 2016, 42). This strong autonomy of the *Land* can be illustrated by the following example:

Box 8: Bleib Dran project

(Germany – Functional region: Bremen)

The overall objective of this project is to reduce early school leavers and unemployment among young people, particularly those having “individual problems with apprenticeship” (Kotthoff et al., 2016, 62) and “at risk of becoming NEETs” (op. cit. 23). In this way, the project seeks to ensure in the long term the continuity of young people during their process of apprenticeship in the same company or when a change is required. For this purpose, “guidance and counselling” are offered to the beneficiaries as well as mediation initiatives. The mediators “available a few hours per week at each of the various VET schools in the Bremen region” have the responsibility “to solve conflicts before they eventually result in drop-outs” (ibid). The project is managed by the *Land* Bremen (with ESF funding) where “LLL policies can be implemented relatively quickly and its effects in the region will become visible in a relatively short span of time” (op. cit., 12).

These observations based on the nine national reports allow us to identify three points: First, as becomes evident, there is a difficulty in implementing LLL policies in Group 1 countries described as “centralized”. Second, the success of LLL policies in the FRs does not necessarily depend on decentralization processes as such, but on their true implementation; i.e., on the ability of regional and local governments to decide and manage tailored policies to the needs of young adults in a specific context.

Third, it would be worthwhile to deepen the study of the decentralisation processes in each country (in terms not only of public spending and income, but also in terms of the political

decision-making power granted to implement diverse LLL policies according to contexts and precise needs) to define more precisely the governance and leverage of the FRs. In our opinion, it would be worthwhile to make this effort, considering that the appearance of decentralisation is only discussed very briefly in the national reports. In addition, analysing more carefully the question as to whether and how the de-centralisation of power is reflected on the governance of NEETs and other young adults in high-risk situations, is inevitable and should be re-addressed in the later work packages of the research project.

Something similar happens with the study of the different actors that participate in LLL policies and the description of policies and sectors involved (mainly educational, labour market and social policy). On this subject, the national reports do not only identify the actors “from various policy sectors and administrative bodies for cooperation” (Rinne et al., 2016, 3) and at different levels, particularly the State (via the ministries of education, labour, youth or economy for example), the regions, the private sector (through NGO or foundations among others) and the public sector (by means of education institutions or centres, employment, vocational education or skills agencies). In addition, they also highlight the need to foster communication and coordination among these actors.

However, the national reports do not define precisely the participation of these actors in the development and implementation of LLL policies. The following quotations from two national reports, which either present or evaluate actors’ participation in a more detailed way are not very frequent and could be regarded as exceptions: For example, the Austrian report on LLL policies points out that “the policies selected are characterized by strong cooperation between different actors at different levels” (Pot & Kazepov, 2016, 53). A second example is the Bulgarian report, in which the authors identify a “deficiency of good communication among different policy actors”. Finally, we could point to the Finnish national report, which describes actors’ participation with regard to some LLL policies in the FR Kainuu. Therefore, it would be interesting for the analysis of WP8 to further analyse the role of the different actors involved in order to better understand the leverage of the FRs. The themes of ‘decentralisation’ and ‘actors’ interaction’ as the two major challenges of the YOUNG_ADULLLT project, will be taken up again in *Section 4.2* of this International Report.

Target Group Construction

The third diverging development is related to the construction of target groups of LLL policies, which is closely connected to both educational policy and one of the fundamental characteristics of LLL policies, namely their intention to promote the personal development of human beings through the respect of diversity by valuing the principle of equal opportunity and the democratization of education. It is for this reason that the YOUNG_ADULLLT project focuses on young adults in vulnerable situations as the main target groups of LLL policies, who are seen, among other points, as in need of support to compensate for inequalities – usually framed as relating to indigenous, ethnic, migration or gender issues. Thus, the project aims to analyse LLL policies across Europe from a perspective that enhances social inclusion regarding diversity (understanding and protecting the particularities as far as possible taking into account the CPE perspective); respect for difference (which implies learning to live in community); and participation of the actors in their own LLL processes and “the decision making process at local levels” (Lowden, Valiente & Capsada-Munsech, 2016, 45).

However, the notion of inclusion and its specific use in this International Report need to be explained. In recent years, the term inclusion has been closely linked to people with disabilities after establishing the ‘Convention on the Rights of Persons with Disabilities’ (CRPD) in 2008 (United Nations 2007/2017).⁶ The notion of inclusion is relatively prominent in the CRPD, particularly in Article 3 (General Principles), where “full and effective participation and inclusion in society” is demanded.

A distinction between a narrow and a wide understanding of inclusion is used in order to differentiate between two theoretical approaches: The narrow understanding of inclusion interprets the CRPD as a special convention for disabled people in order to support them in the realization of human rights. The basic idea is to compensate individual disabilities with special offers and programmes. The wide understanding of inclusion interprets the CRPD as a general human rights convention and conceptualizes disability simply as one category of the wide spectrum of variety of human beings. Thus, disabilities are seen at the conceptual and theoretical

⁶ UN CRPD-homepage: <https://www.un.org/development/desa/disabilities/convention-on-the-rights-of-persons-with-disabilities.html>; consulted on February 3rd 2017.

level in line with gender, ethnicity, migration background, social background or age. On the basis of these different understandings, two different LLL policy strategies are reasonable: First, special LLL policies for people with disabilities (i.e., narrow understanding) which could be connected with the spirit of a ‘pedagogy of compensation’. Second, LLL policies which are open for people with disabilities without addressing them as a single or even primary target group in order to avoid effects of stigmatization. The mapping strategies within the nine National Reports follow generally a wide understanding of inclusion without focussing directly on the link between disabilities and LLL policies. The downside of this strategy is that we do not know much about the concrete relationship between LLL policies and disabilities in particular.

There are many examples of target group constructions within the project such as the study of migration background (by examining its effects from a life course research perspective), the promotion of gender equality (by reducing gender stereotypes and countering gender inequalities)⁷ or the analysis of educational background (by studying its impact on the educational possibilities of young adults). Since young adults as targets of LLL policies differ substantially between the participating countries, the target group construction in the national reports is also very different and could be analysed in three groups.

Firstly, there is a group of countries that mention target group constructions mainly in relation to groups which are specific to their context. Secondly, there are those countries where other target group strategies are taken into consideration by LLL policies. Thirdly, there is the case of those countries that deal with the issue of target group construction very briefly and/or rather superficially.

The first group consists of the following countries:

- The Bulgarian report presents different operational programmes and other national strategies, for example the *Strategy for Educational Integration of Children and students from ethnic minorities (2015-2020)*, which pay particular attention to the Roma community, other ethnic

⁷ This gender-sensitive analysis invites stakeholders to be aware of gender inequality in order to tackle prejudices against women (e.g., that women are weaker and less capable in some educational and work domains than men etc. This aspect is even more pertinent taking into account the recent statement of the Polish deputy Janusz Korwin-Mikke at the European Parliament (cf. <http://www.independent.co.uk/news/world/europe/women-smaller-weaker-less-intelligent-paid-less-janusz-korwin-mikke-polish-mep-right-wing-silesia-a7609031.html>; Consulted on March 8th 2017).

minorities, and people with disabilities (Kovacheva et al. 2016, 10-22). The report also mentions very briefly gender equality, but only as part of the operational programme *Human Resources Development (2014-2020)* (op. cit., 22).

- The same happens in the case of Croatia, whose target group construction concerns mainly *The National Roma Inclusion Strategy 2013 – 2020*, the main goal of which is “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” (Bouillet & Domović 2016, 17).

The following two initiatives illustrate the type of programmes with a specific target group construction:

Box 9: Science and Education for Smart Growth 2014-2020 Operational Programme

(Bulgaria – Functional regions: Plovdiv)

Science and Education for Smart Growth 2014-2020 OP (Plovdiv) – This programme has to priority to improve “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”. It particularly aims at the “social and economic integration of marginalized groups, such as the Roma, third-countries nationals, territorially segregated people” through education by means of early childhood, adult literacy, and early school leavers strategies (Kovacheva et al., 2016, 40).

Box 10: National Roma Programme

(Croatia – Functional regions: Istria county and Osijek-Baranja County)

The *National Roma Programme* “redefines 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” (Bouillet & Domović, 2016, 17). Its aim is “to improve the status of the Roma national minority” (ibid.) both socially and economically and is related to the *Strategy for Combating Poverty and Social Exclusion in the Republic of Croatia (2014– 2020)*, which includes education, housing, employment and health care. Thus, it is possible “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” (ibid.).

The second group consists of the following countries:

- Finland, whose target group construction prioritizes, as the *Child and Youth Policy Programme* shows, not only “the prevention of discrimination towards children and youths belonging to various minorities (such as immigrants, traditional Finnish minorities, or people with disabilities) through sometimes necessary affirmative actions, but also specific gender identity or sexual orientation aspects” (Rinne et al., 2016, 15). Thus, the policy “defines equality of rights and opportunities between girls and boys as a strategic goal” (ibid.).
- In the case of Germany, the report focuses its attention on target group construction strategies related to the “welcome centres” opened to the more than one million refugees who came to the country in 2015 and how the “LLL policies of the chambers of commerce focus mainly on supporting programmes for apprentices at risk of dropping out of their training” (Kotthoff et al., 2016, 16). There are also some examples of related strategies such as the initiative *Lila Pause* (as part of the programme *Jugend Stärken*) in the North of Bremen (op. cit., 23) or *Netzwerk Wiedereinstieg* in the city of Frankfurt (“network for women who want to re-join the labour market and therefore works into the same direction by supporting women with children”) (op. cit., 28-29).

Finally, we can assemble the following four countries in a third group:

- Italy provides a general overview of a target group construction (including some references to “vulnerable groups”), but does not analyse it in greater detail. However, there are some considerations regarding youth and women unemployment rates by strengthening, for example in the FR Lombardia, “the information availability concerning gender-based guidance tools and training opportunities; integrating the passive measures of support with active measures such as re-skilling and staff secondment” (Palumbo et al., 2016, 40).
- Portugal, which mentions very briefly the issue of target group construction. Some strategies presented throughout the report mention this aspect, but they do not describe precisely their true scope.
- Scotland, whose report is in this aspect similar to the previous one since the target group construction is very partial with one important exception: the mention at the end of the document about the participation of young adults in their own policy processes and the

measures to be built by the Government in order “to encourage the active involvement of employers’ in LLL and adult education policies” (Lowden, Valiente & Capsada-Munsech 2016, 45).

- Spain, whose report presents a very general description of a target group construction taking into account some target group disparities through the study of employment rates (Rambla, 2016, 39) and the immigrants’ situation.

An exceptional case which does not into this categorization is Austria. Although it is highly selective and does not consider the integration of migrants a priority (“missing efforts”, Pot & Kazepov, 2016, 49), paradoxically two of the basic principles of the national LLL strategy are “gender and diversity, equal opportunities and social mobility” initiatives (ibid., 6). A clear example of a gender initiative in the Austrian case is the following:

Box 11: *peppa Mädchenzentrum project

(Austria – Functional region: Vienna)

This social youth policy project run by Caritas Vienna, whose aim is to support young women’s social participation fostering their self-determination, offers “counselling [in different languages], education and leisure activities for girls and young women between 10 and 20 years” (Pot & Kazepov, 2016, 25). It 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” (ibid.). Thus it gives “advice in difficult situations, regarding educational and professional decisions, apprenticeship or job search, health issues etc.” (ibid., 26).

Taking into account the above, despite the fact that national reports give account of target group construction, most of them do not analyse them in a very detailed way. Furthermore, as the Scottish report states, it is important to be careful to the extent that in many cases some of the issues related to this construction, such as the pursuit of equity for example, are “rhetorically emphasised” (Lowden, Valiente & Capsada-Munsech 2016, 46), but their meaning remains unclear. These aspects do not allow seeing the approach as a visible aspect of the overall project, and becoming, as will be seen below, one of its great challenges.

4.1.3 Summary

To sum up, the first section of this analytical chapter has identified and analysed the main common issues and the divergent developments of LLL policies presented in most national reports. With regard to the common issues of LLL policies across Europe three aspects have been examined in the first section (4.1.1): first, how the concept of LLL is defined and how, depending on this definition, it changes its approach in terms of policy applicability; second, the relationship between LLL policies and the processes of de-standardisation and individualisation of young adults' life courses; and third, the role of the European Social Fund (ESF) as the main funding agency of LLL policies in Europe. The analysis of these three aspects has helped us to see that there are not only similar problems but also diverging developments in relation to the implementation of LLL policies in the nine participating countries.

With regard to the analysis of these divergent developments of LLL policies in Europe, it was possible to identify three central issues in the second section (4.1.2): First, each report's evaluation of its own LLL policies, a task for which it was necessary to focus more on a comparison of the national reports, rather than the policies themselves presented in each report; second, the leverage of the FRs with regard to the definition and application of LLL policies from a governance perspective related to the differences between centralised / decentralised structures; and third, the construction of target groups, whose relevance is a key feature of the project as a whole in relation to the objective of LLL policies to tackle social inclusion. The identification of diverging developments is important in this context, because firstly, it allows us emphasising those issues, which require particular attention to understand them appropriately in their specific contexts. Secondly, the identification of diverging developments such as different definitions of target groups of LLL policies in the early stages of the project is important, because it allows us considering and analysing the implications of these diverging developments in the later stages of the research project.

4.2 Tensions and challenges of LLL policies in Europe

The economic, the social, and the educational orientations and aims of LLL policies are deeply embedded in historical, political and cultural contexts and broader sets of social relations at national and regional levels. Although understanding LLL policies will therefore need to be

attentive to these path dependencies, LLL policy-making is also substantially influenced by supranational initiatives and strategies, which provide advice and to some extent frames to national/regional/local solutions. Further, due to the intrinsically contested nature of policy-making in democratic societies, the objectives of LLL policies will often attempt to balance distinct purposes (e.g., economic, social, educational) and conciliate between individual and societal aims (for instance, personal development and freedom vs. economic growth). Against this background, LLL policies will always reflect tensions and contradictions, and oftentimes unveil selective interpretations of problems, explanations of their causes, and preferred solutions, which makes crucial enquiring into their distinct orientations and different objectives if we are to understand their mutual compatibility and fit as well as their potential implications and intended and unintended effects on young adult life courses. The analyses in the sections below were guided by the following heuristic questions: *What are the different orientations and objectives of LLL policies? Are there some basic topics to be found, described and named? Since the orientations, objectives and topics differ in terms of sectorial focus and approach, are they mutually compatible? How do they construct their target groups? What are their (intended or unintended) consequences? What are the specific contexts and conditions for these policies to succeed?*

The aim of this section is to present and discuss the tensions and challenges related to LLL policies both at European and at national levels that became visible during the analyses in this research step. Tensions refer to conflicting demands or contradicting orientations implicit and explicit in LLL policies. As it will be discussed in section 4.2.1 below, LLL policies are understood in varying and sometimes diametrically different ways, which in turn find expression in the interpretation of the individual and social functions of these policies. Further, related to the issue mentioned above are questions concerning the standardising and streamlining effects some LLL policies have on their target groups. A major tension arises from the fact that young people, simultaneously, are faced by concurring trends such as further individualisation and decreasing predictability of live courses. Finally, issues arise that are related to the immanent tension of pursuing social inclusion more generally among young people and, in doing so, prioritising specific groups in vulnerable situations, which may have stigmatising effects. *Section 4.2.2* below focuses on challenges faced by LLL policies in Europe. In this section, we discuss some obstacles

to policy implementation that are connected to structural, political, cultural and economic conditions at the different national/regional contexts across Europe. A further major challenge concerns the crucial role of establishing and maintaining effective partnerships and sharing responsibilities for the successful implementation of LLL policies across the levels and sectors. Lastly, we address questions related to the shifting scales of governance in LLL and division of labour in LLL policy-making.

To some extent, the issues discussed in the following sections reflect the distribution of LLL policies among the three main policy sectors identified as relevant. From the 183 LLL policies mapped in the project, 39.3 % are associated more directly with the labour market, 33.8 % are social and youth policies and 26.7 % may be defined as educational policies. Arguably, differences in terms of orientations, time horizons and preferred views of problems and associated solutions are bound to arise as bringing about tensions, contradictions, and challenges in the process of implementation. The following figure provides a general overview of the distribution across the three main policy sectors:

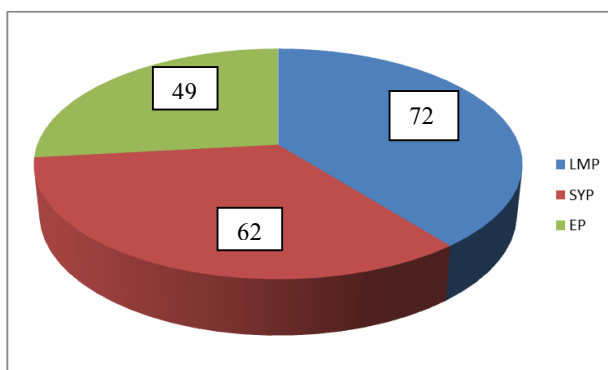


Figure 3: Distribution of LLL policies among the three main policy sectors (Labour Market Policies, LMP; Social & Youth Policies, SYP; Educational Policies; EP)

In short, the aim of the following analyses is both to point out tensions and challenges as well as to call attention to some conspicuous absences in the debates around LLL policy-making. These absences become visible when analysing the policies from the theoretical perspectives adopted in YOUNG_ADULLLT. By doing so, we also earmark some aspects that can be object of comparison in the future research steps.

4.2.1 Tensions and contradictions

Different Interpretations of LLL and policy orientations

The meanings and interpretations of LLL across the cases studies vary substantially despite an emergent implicit consensus on what LLL is or should be and what it is for. Beyond this similarity at the surface, a more profound tension becomes visible that concerns how LLL is interpreted, i.e., whether LLL is understood as an instrumental means of creating and/or improving employability skills or whether it is seen in a more holistic way that goes well beyond its exchange value in the labour market. To put it bluntly: are LLL constructed as to realise the human potential or more narrowly to create/increase human capital?

To be sure, the evidence collected in this international report reflects both the selection of policies sampled and the national/regional/local understandings. While final conclusiveness cannot be claimed, the analyses in this report however show quite clearly that there are good reasons to assert that in the interpretation of LLL policies a dominant utilitarian vision is present that places more emphasis on the instrumental and short-term aspects of learning/training.

LLL policy-making at European as well as at national level strongly emphasises education and training as crucial to tackling inequality of education and guaranteeing social inclusion. At the same time, policies oftentimes focus heavily on improving the efficiency of schooling in terms of higher competence levels, shorter duration of studies, and quick transitions to the labour market. This tension between a broader socio-educational understanding of the functions of LLL policies and a utilitarian problem-solving approach to economic and labour market issues became visible in all participating countries, but can be illustrated particularly well in the Finnish case:

“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 socioeconomic background on participation in education, and to improve the situation of disadvantaged groups in education.” At the same time, “educational policy documents concentrate of educational interruptions, shorter education durations and improving the connection between education and the working life. Thus theses plans are aimed at making young people’s transitions into working life faster. The goal of education is employment” (Rinne et al. 2016, 11f.).

Against this background, the analysed policies document the constant struggle in YOUNG_ADULLLT countries to conciliate the goals of LLL policies and initiatives to include

both more humanistic values and objectives by supporting the wellbeing of young people and or helping them to find employment or to resume education.

In *Finland*, for instance, and especially in the FR Kainuu, 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 (Rinne et al. 2016, 22). *Austria* is also a good example to illustrate this idea as gender and equal opportunities are mentioned alongside quality and sustainability, but also efficiency and innovation. Some of the strategic goals to be reached in this case are (Pot & Kazepov 2016):

- Reducing the rates of ESL (*Early School Leavers*);
- Increasing the number of young adults who attain a *Berufsreifeprüfung* (*vocational education entrance certificate*);
- Reducing the rate of NEETs (*Not in Employment, Education or Training*);
- Increasing the general engagement of the population in lifelong learning activities.

While these goals are pertinent to young people more generally, the target groups of these initiatives are often 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 target group is also young people in vulnerable situations 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 (Pot & Kazepov 2016, 28). The tension related to interpreting LLL more holistically or framing it as creating human capital/reducing unemployment becomes manifest here in the narrow targeting on young people. Some groups of young people struggle with education more generally as part of their coping with the different demands of their life courses, but policies oftentimes narrowly interpret this as a labour market transition problem.

Also in Bulgaria, the key priorities of LLL policies and programmes consist of manifold and complex aims. The key priorities are clearly show the twofold containing humanistic as well as utilitarian values:

“The main emphasis in the policy 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 labour market; 4) promote Bulgaria as a country of knowledge and innovations (aiming at direct investment in national human capital). 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 the humanistic tone]. The aims are as in most of the countries at least on the rhetorical level to guarantee equal access and high quality education to students from vulnerable communities, to reduce the share of early school leavers and to bring education closer to the labour market” (Kovacheva et al. 2016, 3).

Moreover, the (traditional) institutional features of the education systems also have to be taken into account when analysing school-labour market relations and LLL policy interpretations as the systems face young people with different challenges. This refers for instance, with reference to countries such as Germany and Austria, to the strong vertical differentiation at the lower secondary school level (ISCED level 2) and the resulting large variety of different routes into the labour market. Another traditional feature of the German education system is the long tradition of separation between academic and vocational education routes at the upper secondary level (ISCED level 3). When analysing the transition from school to work one also has to keep in mind the specific challenges the dual/apprenticeship system poses to young people. In Germany, both FRs 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 (Kotthoff et al. 2016, 3), thus displaying inherent potential tensions.

Furthermore, it is very striking to see how strongly and thoroughly in almost all the countries, the common European Youth Guarantee (YG) initiative was adopted in varying interpretations. This program 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 (Rambla 2016).

For example, in Bulgaria there was the National Implementation Plan for European Youth Guarantee (2014-2020). The Youth Guarantee is being gradually implemented from 2014 onwards, with funding foreseen up to 2020 and has a strong focus on early school leavers (Kovacheva et al. 2016, 15). In Croatia, there was also 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 (Bouillet & Domović 2016).

In the Italian domain of youth policies the main program is Youth Guarantee, applied by the PON Youth Employment Initiative to improve the situation of NEET young (Palumbo et al. 2016). In the case of Finland, the cross-administrative Youth Guarantee Programme started in 2013 and is based on a Public-Private-People-Partnership model and 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 (Rinne et al. 2016, 11). In Spain, the central government designs the YG actions and governments in lower administrative levels (both regional and local) implement those with the help of the civil society. The following example from the FR Malaga in Spain illustrates clearly the functioning of YG:

Box 12: Garantía Juvenil (Youth Guarantee)

(Spain – Functional region: Malaga)

Within vocational training programs aimed to employment in Málaga, there is 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. Thus, *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, skill that will facilitate their insertion into the labour market. (Rambla 2016 19).

It is interesting, that Austria seems to be the only country, which has used the model of Youth Guarantee to develop the prolonged compulsory education. In July 2016, the Austrian parliament passed an act on compulsory education and training until the age of 18 complementing the since 2008 existing Training Guarantee (*Ausbildungsgarantie*) (Pot & Kazepov 2016, 4).

It seems obvious, that in different countries there are tensions of the LLL policy interpretations, which get different forms and applications even if the basic themes aiming to equality of

education, active citizenship and reducing NEET-young and ASLs were widely shared (like Bulgaria, Finland, Croatia, Germany). It is also obvious that the Youth Guarantee programs have become one of the most important all over Europe, but there are different tensions about the interpretations and the political solutions on those, which vary quite a lot also depending on the structural and cultural contexts of different countries.

LLL and age group standardisation and the individualisation of life courses

The linear and standardised model of transition to adulthood in general and to work in particular typical 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, however, the hegemony of 'flexible accumulation' and its repercussions on labour relations and the structure of employment and skills (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. These have become more prolonged, complex, fragmented, de-standardised and reversible (Pais 2001, Brannen & Nilsen 2002, Walther 2006, Bradley & Devadason 2008). Youth transitions are now characterised by risk, unpredictability, precariousness and individualization (Alves et al. 2016, 45).

Thus, from the life course perspective, the key contemporary issue is to understand the dynamic relationship and interaction between societal expectations, institutional governance and individual interests and orientations related to the life choices and careers of youth and young adults. Research examining these dynamics has pointed to a widespread de-standardisation of life-courses (EGRIS 2001; Walther 2006; Furlong & Cartmel 2007; Eurofound 2014). In addition, 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; see also Rinne et al. 2016).

Against this background, one of the main challenges faced by the LLL-policies of European countries 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. Contrarily, their careers are becoming less predictable, involving breaks and the blending of educational and labour market phases of different kinds. 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. Further, de-standardisation concerns not only the school-to-work transitions but increasingly also other transitions, such as housing and family transitions as well.

As the analyses in this report shows, cultural, political and economic contexts differ widely. For example, in Croatia, Bulgaria, Spain, and Portugal family and parents play a critical role in the life of young adults for much longer than in other European countries, such as Finland where young adults leave their families earlier and continue their educational career for rather longer times (cf. Bouillet & Domović 2016; Kovacheva et al. 2016; Rambla 2016; Alves et al. 2016; Rinne et al. 2016).

Education systems in general and LLL policies seem to still abide to an 'ideal' standard life course which sets expectations of normalcy and separates young adults lives in two phases, first full time education, and later full time employment, which for women include one or two breaks of fulltime motherhood. While many young people combine work and study, the institutions of the education system and the labour market offer mostly full time options and when there is some flexibility, it is mostly of an informal type. Combining or even blending 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 labour market (Kovacheva et al. 2016, 33).

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", as Rambla (2016) points out in the Spanish national report, "young adults stay at their parents' home for significantly longer periods than in other countries. Family support seems to be much more important [...]. It is reasonable to hypothesise that many people and

many policy-makers see transitions as a private affair, thus eroding the public legitimization of LLL policies” (Rambla 2016, 26).

Structural societal issues further exacerbate the discrepancy between the standardising effects LLL policies on the one hand and young adults increasingly de-standardised life courses on the other. In Croatia, the current generation of young people has been growing up under the hard conditions of a society marked by the traumas of war and modest economic development, and maturing under circumstances of economic recession and significant personal uncertainty and insecurity. That is why a large majority of youth (more than 70%) live in the household with one or both parents until their late twenties, which means that 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 would allow it (Bouillet & Domović 2016, 36). This is also the case in Portugal, where we can see that the impact of the so-called austerity crisis on unemployment is far greater 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 (Alves et al. 2016, 6).

As we have seen in section 4.1, despite the de-standardisation of life-courses, the societal expectations related to standardised ‘normal’ life-course are strongly present in Finland and Bulgaria too. 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 concerning both educational and labour market policies. Deviation from this standardised trajectory is seen as a threat to both the individual and the society (Rinne et al. 2016, 34).

We are able to 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, 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 labour 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 (Rinne et al. 2016, 12).

From the analysis of the implementation of LLL policies for example in Bulgaria it is clear that they are failing to meet the objectives to support young people in vulnerable situations 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. In employment policy youth as a whole is defined as a risk group while in the youth policy there is an attempt to present youth as a resource rather than as a vulnerable or dangerous group. Some policies bring into the discourse 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 (Kovacheva et al. 2016, 33).

For example, in Finland, identifying the risk groups that experience the most difficulties in meeting the societal expectations related to 'normal' life-course was a general theme. The 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 (Rinne et al. 2016). A fear 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 Aikalisä (Timeout) 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 (Rinne et al. 2016, 40).

In Italy it is important to highlight the two main dimension in the addresses' 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. Indeed, the selection between the candidates for

vocational training usually produces an effect of “creaming off”, due to the tendency to select the more motivated and skilled and not 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 addresses 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%) (Palumbo et al. 2016, 29).

The tension between the assumptions of standardised and de-standardised life-courses is clearly shown in the LLL policies of most countries. 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 programmes involve elements of recognising the need for individualized and tailored measures of support to make individualised and de-standardised learning and labour market trajectories possible. There are also strong limitations of the reality of the labour markets and segregation of the societies. There are even sharp distinctions and tensions between countries with regard to standardised life-courses, for example between Finland, where young adults leave their family homes rather early, and countries such as Croatia, Spain, or Portugal, in which young adults stay longer with their families and are consequently moving much later into the labour market, educational market or into their own households.

Target group construction and social inclusion

Young adults are in the focus of a large part of policy-making related to LLL across Europe. The emphasis on youth is not simply derived from the general status and position of young generations in society generally. Youth has been defined as a social group including the population aged 15 to 29⁸, “to which society, independent of psychophysical maturity and socio-cultural stratification, attributes common specific social characteristics, based on which it

⁸ It is relevant to notice that due to the prolongation of studies and labour market difficulties, there was a shifting of the upper age limit from 24 to 29 (traditionally youth was considered up to the age of 24 before the 1990s).

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). Rather, the heightened attention to young generations in LLL policy-making across Europe is to a large extent due to a dominant view of young people as lacking the necessary dispositions and qualifications that will enable the reproduction of European societies and prevent social disintegration. This view has framed much of the debates surrounding creating policies aimed at creating economic growth and social inclusion by improving education/training qualification and competence levels among young people, especially those in vulnerable situations. While recognising the intent of these policies to improve the lot of large numbers of Europeans, a tension arises from the way target groups are constructed, which has important implications to the extent to which they will be able to achieve social inclusion, i.e., meet one of their central goals.

As stated above, youth as a whole is characterised by difficult issues deriving from their position and status in society. Added to this are the widely varying national/regional/local living conditions of young adults across Europe. By focusing on so-called groups in vulnerable situations LLL policies – while attempting to cater to those in most need of support – risk exacerbating issues already existing and/or creating new issues. According to our analyses in this report, this seems to be the case with the dominant focus on target groups constructed as ‘early school leavers’ (ESL), ‘not in education, employment nor training’ (NEETs), two groups among which non-nationals and immigrants figure prominently.

In all participating countries, particular attention is given to migrant groups among ESLs and NEETs. In the countries where the immigrant flows are high, like in Germany, special emphasis in the educational sector “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 [...]” (Kotthoff et al. 2016, 38).

To be sure, there are important differences related to the history of the countries concerning migration issues that need accounting for. For instance, although Spain sent many emigrants to Northern European countries between the nineteen fifties and sixties, since the mid-nineties it has received a substantial number of immigrants. Nowadays, many young adults actually come from foreign countries and many young adults participate in employment and education. Remarkably, their opportunities in these two social spheres are narrow, and worryingly, these opportunities

seem to be worsening over time. According to Rambla (2016), a sort of ethnic cleavage divides young adults especially in Spain. Evidence on employment rates indicates that gender disparities make a difference. Nevertheless, contrary to some persistent prejudices, the educational level of immigrants is not much lower than the level of the autochthonous population. The presence of both groups is disparate depending on the educational level. With the effects of gender and place of birth on employment, the disparity between men and women regarding downward educational mobility inspires specific questions like: 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?

In order to achieve equality between various groups, affirmative action towards minority groups is necessary. The listed minority groups include for example in Finland immigrants, traditional 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 and every man and woman should have the equality in rights and possibilities of education (Rinne et al. 2016).

Nowadays in many countries, a large number of young people are not necessarily belonging to the existing classification of minority groups (Roma youth, youth with disabilities, youth included in the system of alternative care, etc.), but still find themselves at risk of social exclusion. Modern problems are in i.e. Spain and Croatia the high percentage of youth unemployment and the fact that young people remain financially dependent on their parents for far longer than in many other countries, and this contributes 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 in Croatia. Consequently, the responsible stakeholders do not respond to their needs (Bouillet & Domović 2016).

Questions related to gender and socio-economic status are also present in most of the countries. In Austria, female participants achieve better labour 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 labour market in comparison to their male counterparts. In general, the strongest risk factors for failed labour market integration were lack of basic skills, gender, and ethnic as well as social background. Females and non-Austrians have more difficulties finding regular apprenticeship positions but are more successful integrating into the labour market after participation in training measures (Vogtenhuber et al. 2010). There is a strong connection between low formal education and training attainments and the risk of unemployment and poverty. For example 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 (Pot & Kazepov 2016, 46).

In relation to class background, studies in most of the countries 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 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 (Rinne et al. 2016, 29).

In short, tensions abound that derive from target group construction that prioritises specific groups or that isolates particular individual or collective traits, thus setting them apart from the group as a whole. This practice not only risks missing the point by disregarding that the target groups – however constructed – are impacted by individual, structural and institutional forces and factors at once. They also jeopardise achieving the aim of improving social inclusion by constructing dominant representations that have stigmatising effects, produce self-fulfilling prophecies and narrow down aspirational horizons (Rinne 2015). A major aspect related to addressing these tensions involves both adopting an intersectional view in target group construction (see for instance Stauber & Parreira do Amaral 2015; West & Fenstermaker 1995; Riegel 2016) and paying more close attention to the specific living conditions of young adults in their respective regional/local contexts, as argued in YOUNG_ADULLLT.

4.2.2 Challenges to LLL policies in Europe

In this section, we will focus on the challenges to LLL policies in European countries by analysing and uncovering what have been the most important topics of LLL policies, but also,

what has been left aside and has become invisible, partly hidden or missing in the policy landscape. We are dividing this section into three parts, which, from our perspective, seem to illustrate the challenges and the gaps in the European LLL policy landscape quite well. Thus, we are proceeding from “Obstacles to policy implementation” through “Partnerships and shared responsibilities” to the third part titled “The shifting scales of governance in LLL and the division of labour in LLL policy-making”.

Obstacles to policy implementation

Although there is much political goodwill and LLL policies with several educational projects aiming to better the conditions of young adults in vulnerable situations, the implementation of these policies is not everywhere very successful. Moreover, there are many structural, cultural, political and economic obstacles in carrying out LLL policies properly.

For example, in *Croatia* the issues related to the recovery of the economy after warfare in the 1990s is key to understanding implementation of youth policy in general and LLL policies in particular in the country. Implementation 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 very strongly socially conditioned, since Croatia has undergone important changes in the last ten years, i.e., in 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; Bouillet & Domović 2016).

In *Spain*, underfunding is a main – direct and indirect – obstacle since expenditure in education is below OECD average, while the country has one of the highest proportion of NEETs among youth (Rambla 2016, 34, table 1). The direct obstacle refers to low levels of funding for vocational education and training more generally; however, this an indirect obstacle to effective implementation since due to the financial crisis evaluation of the funded policies has been cancelled for lack of resources as evaluation departments were closed down during consolidation

measures. A further obstacle is posed by the socio-economic and geographical situation, which makes very important differences in some many countries. For example, *Italy* 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, because the flexible and temporary work was almost the only way for young people to access to the labour market (Palumbo et al. 2016, 4). The unsustainability of the Italian national system has led it to invest in active labour market policies. The innovations have concerned in particular a loosening of the ties for the hiring and firing of workers and the introduction of the mobility benefit, increasing unemployment benefits and at the same time restricting the ‘unemployed’ status. It has also introduced new active policy measures such as the “*lavoratori socialmente utili*” or socially useful jobs scheme as well as the introduction and relaunch of new flexible contracts. The effect of these measures 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 (Palumbo et al. 2016, 9).

In some other countries, for example in *Finland*, employers are given the option of paying young workers a lower wage than those defined in collective agreements. This is one of the most intensely discussed topics when it comes to the current discourse on youth unemployment and its relationship to education. Finnish legislation does not define a minimum wage and therefore low-paid work is seen as a solution especially for poorly educated young people (Rinne et al. 2016, 32).

The supply and demand of apprenticeship positions is characterised by huge regional differences within *Austria*. The Austrian education system foresees early selection mechanisms and involves 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 (Pot & Kazepov 2016, 17).

In some other countries, the follow-up and evaluation of LLL policies is a complex and long-lasting process, which, for example in Croatia, includes co-ordinated record-keeping of youth in all areas and a political will and co-operation of the national, regional and local authorities (Bouillet & Domović 2016). Clear and accessible data are, though, the fundamental prerequisite for effective public policy planning. In other words, turning the good wishes formulated in the

LLL policies into reality and evidence based is not the rule. Public policies should be harmonised with the needs of the respective local communities. In addition, for the assessment of the efficiency of public policies, social expectations and interventions targeting youth, it would also be important to take the self-image of youth into consideration, i.e., how they see their own careers and life paths (Walther 2011; Heinz et al. 2009).

There may also be high level of complexity in the structures and systems like in *Scotland*. There appears to be levels of tiered governance and administrative arrangements that, on paper, seem appropriate, but there is limited evidence to show whether these arrangements and systems are effective at coordinating the policymaking and related actions. The complexity in the system can present a danger of duplication of effort and confusion. According to Lowden, Valiente & Capsada-Munsech (2016), the Scottish Government is currently seeking to make the LLL/Skills field less complex and more streamlined. 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.

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 to 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 (op. cit., 21). The following example may serve to illustrate this observation:

Box 13: Youth Employment Pipeline

(Scotland – Functional region: Glasgow City Region)

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. It is aiming to tackling the various, complex barriers to youth unemployment problems. The Solution proposals are 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 (Lowden, Valiente & Capsada-Munsech 2016, 26).

It is quite clear that in all the countries there are obstacles and challenges to carry out the LLL policies and inclusion in education and work. In some countries like Italy and Croatia, the reasons behind difficulties may lie mainly in the socio-economic situation and the segmentation of the labour market. In other countries, for example Scotland, this may be due to the lack of evaluations and the missing possibilities to practice evidence-based policy or the heavy complexity of the system and the dangers, which derive from this.

Partnerships and shared responsibilities

At the strategic policy level, both at European and at national levels LLL policy-making emphasises the need for an integrated and interrelated policies in LLL and skills formation and usage, at least rhetorically. Indeed, from the governance perspective the policy-making is increasingly done across levels, involving more and different actors and stakeholders, which implies including various modes of coordination beyond hierarchy and state power.

Especially 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 developed, there has been an increase in central monitoring of their progress against the strategic targets (Lowden, Valiente & Capsada-Munsech 2016, 39). The Scottish FRs, the 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, FR 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. 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.

There are different models of partnerships and shared responsibilities in Europe. The *Austrian* political system in general and the policy fields of labour 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 labour 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 (Pot & Kazepov 2016). The most relevant actors in respect to LLL policies at national level in Austria are the Ministry of Education (*Bundesministerium für Bildung*, BMB), the Ministry of Labour and Social Affairs (*Bundesministerium für Arbeit, Soziales und Konsumentenschutz*, BMASK), the Employment Service (*Arbeitsmarktservice*, AMS) and the social partners (*Sozialpartner*).

The partnerships described in the national reports are also manifold. For example, in *Bulgaria* 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 Labour 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, and 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 (Kovacheva et al. 2016).

It was actually the will through the European LLL policies and programs to 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 – non-governmental sector. In both cases, the decisive role was of the Operational Programs financed by the Structural Funds. The challenge of building a genuine partnership approach can be illustrated with the following example of Bulgaria:

Box 14: Lifelong Learning HUB – LLL HUB**(Bulgaria – Functional Region: Blagoevgrad)**

The project addresses this challenge 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. 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.

European funding has also been important to formulate the partnership in several countries, like in *Germany*. Legal regulations asked all *Länder* to develop an operational programme for the use of ESF funds and to carry out regular evaluations. The evaluations should focus on efficiency and effectiveness of the programme (Kotthoff et al. 2016, 38). In this case there is, though, a considerable overlap between educational, labour market, and social/youth policies. Drawing a first conclusion with regards to the governance of the transition from school into the world of work, 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. In terms of funding, the federal state is not entitled to intervene in education. 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 policies' contents, which aim at the interface between the educational system and the labour market, there is a stronger orientation towards educational policies at the beginning of the transition phase (Kotthoff et al. 2016, 41).

For example in *Finland* there is a wide range of actors, usually the cities, authorities, youth guidance and service network, service providers and third sector actors, the employment office and the regional Vocational Colleges (Rinne et al. 2016) to form the partnership and share responsibilities. There is the fuzzy concept of a broad "evaluation experts networks", which has led in Finland to the 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 and total evaluation, much less the related rule-making rights. As a result, the

evaluation of political measures has been expanded and become more scientific, the whole new culture of evaluation and assessment has been born, the whole thing has also been politicised, and the importance of the data it produces has increased (op. cit., 42).

As can be seen, it is not an easy task to answer to the third challenge: to organise a solid model of partnerships and shared responsibilities. In some countries like in Scotland and Finland there are quite wide partnership models in use and it seems that responsibilities have been shared. Many of the participating countries are missing an organised evaluation and assessment system. An interesting feature in Finland is the “evaluation expert networks” and the new “evaluation culture” which has widened.

The shifting scales of governance in LLL and the division of labour in LLL policy-making

The scale of governance is on the move in Europe. Of course, this is a more global phenomenon and partly due to the policies of the supranational organisations like the OECD and especially the European Commission. Also, within the countries there are controversial transitions going on between the national, the regional and the municipal level. Here we look into the possibilities and limits of governance in municipal, regional, national and supranational level (EU).

There are very clear differences among the European countries according to the governance levels of LLL policies. The federal countries of Germany and Austria are governing and implementing their LLL policies on different levels compared to, for example, countries like Bulgaria, Croatia, Italy, Spain, Portugal and Finland. In addition, Scotland presents a special case in this context, being a member of the UK.

In some countries such as Spain and Portugal, we can observe a rather centralized steering and governance of LLL education policies, although in Spain the autonomy level of the regions is in principle strong. In other countries (e.g., Finland and Portugal) we can observe a fundamental change of politics towards more decentralization and deregulation of governance. Scotland is also considering changes in this direction. In every country and region it seems, that there has clearly happened a rescaling of LLL policies in which the position of EU has strengthened.

The case of Portugal is very interesting, when considering the scale of governance and the division of labour in LLL policies. The governance of Portugal is centralised. In spite of the

existence of administrative regions like Alentejo Litoral and Vale do Ave, they have very limited political or financial autonomy. Thus, the national report of Portugal states straightforwardly: “In Portugal lifelong learning policies have a national – not regional – scope” and so their mapping is identical for both functional regions studied (Alves et al. 2016, 3).

The state is also at the moment proposing the new mode of operation, in which the pressure groups, self-interest and social networks may take the upper hand in the policy making process. The 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 in Portugal 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” (Geddes 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; quoted in Alves et al. 2016).

In *Spain* an ongoing controversy is developing with regard to the scale of governance and division of labour. Currently, there is a reform of the policy, which is aiming at reinforcing the role of the central government as the main designer of the actions that regional and local authorities may launch (Rambla 2016). Here, 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. And legal reforms and prevailing policy designs have also narrowed down the scope for municipal action. Active labour market policies developed by municipalities have never been clearly established (Rambla 2016).

Again, in the *Scottish* LLL-policy landscape, the scaling and division of labour is quite peculiar. The nature of the Scottish policy context and approach to policy enactment is the so-called Concordat approach. This essentially sees regional and local policies as localised reflections of National policies. The Government has argued that this is intended to allow a level of autonomy for adaption to suit local priorities and circumstances while still tackling 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 (Lowden, Valiente & Capsada-Munsech 2016). 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.

In *Finland*, the Government defines the guidelines in the Government Programme that it intends to follow during its 4-year term. The strategic priorities and objectives related to employment and education, for example, are materialised in the form of key projects. The decentralisation can be said to have been one of the fundamental dominant trends in public administration in recent times. The concept of decentralisation is a well-known concept to all public sector actors. Decentralisation and deregulation 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 decentralization have simultaneously meant a change in control and governance systems and the transition to a completely new type of administrative culture that highlights the importance of evaluations. The related redistribution and decentralisation of power has largely taken place since 1988 beginning with the so-called “free commune experiment”, the state subsidy system (L 705/1992) and municipal legislation (L 365/1995) that were renewed as its result (Rinne et al. 2016, 37). These new strives in Finland have led to decentralisation and deregulation, new evaluation culture, plans to put more power on regional council level at the expense of municipal level.

In the *Austrian* case, the federal state (Bund) and the regional states are characterized by a weak federalism by constitution (e.g., legislative power), but a strong federalism in practice, i.e.,

implementation (Fallend 2006). Education and labour market policies belong to federal state, but social policies partly to the regional states (Pot & Kazepov 2016, 4). Five out of the six policies selected in this research receive funding from the ESF. All of the selected policies are put into practice by education or training institutions on the local level (op. cit., 48).

Like in other countries, also in *Bulgaria* the European Social Fund (ESF) is launching and disseminating inclusive educational approaches (Kovacheva et al. 2016, 3). In *Italy*, it is very difficult to trace a distinction between the national, regional and local policies within the LLL field as a whole, and they all are very often financed by the “European Structural and Investment Funds”. While the “rules” are set by National and Regional Laws, the “game to play” is decided by means of the National (PON) or Regional Operational Plans (POR) connected to the ESI funds. Concisely, national and regional laws are regulatory policies, which complement the distributive policies like the FSE and the ESI. This scheme regards 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 EU while regulated at national and regional level (Palumbo et al. 2016, 13).

The European Commission has taken the lead in formulating and designing a European Educational Space. This is a rather new phenomenon beginning only some decades ago, when educational politics became one of the crucial issues in its agenda. One also has to remember, that it is because of the subsidiarity principle that European policies focused primarily on LLL, placing it at very top of its education policy agenda. Since the mid-1990s, the European level has expanded its activities in the field of education dramatically and now exerts much influence on its member states both by framing legislation, by providing policy advice, by producing and disseminating quantitative data and indicators, but also more directly by providing funding, for instance through the Youth Guarantee Initiative and more widely through the European Social Fund.

All YOUNG_ADULLLT countries have deep-going and extensive connections with the EU level and this has had much impact on their national LLL policies and programs. While this documents the attention to this key policy section across the European and national levels, the challenge of governing the support for young adults to proceed in their life courses becomes most visible at

the regional and local levels. It is here that policy solutions and programs vary quite a lot according to the power and governance structures and divisions of labour between the state, the regions and the municipalities. This calls attention to the complex division of labour in the governance of LLL policy-making and will need to be the object of further analyses in the project's future research steps.

4.2.3 Summary

In different countries there are tensions between the LLL policy interpretations, which take different forms and applications even if the basic themes and aims like equality of education, active citizenship and reducing NEETs and ESLs are widely shared (like Bulgaria, Finland, Croatia, Germany). It is also obvious that the Youth Guarantee programs have become one of the most important programs all over Europe, but there are different tensions around the interpretations and the political solutions related to them, which vary quite a lot also depending on the structural and cultural contexts of different countries.

The tension between the assumptions of standardised effects of LLL policies and de-standardised life-courses is clearly visible in most countries. On the one hand, the priority is to promote, streamline and speed up 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 programmes involve elements of recognising the need for individualized and tailored measures of support to make individualised and de-standardised learning and labour market trajectories possible. There are also strong limitations of the reality of the labour markets and segregation of the societies. And there are between countries even sharp distinctions and tensions of standardised life course (like Finland, Croatia, Italy) and the others in which young adults stay long with their families and are moving to the labour market, educational market and own households in the later age (Spain, Portugal, Bulgaria vs. Finland).

There are usually challenges for implementing LLL educational policies and programs for young adults, which raises questions of gender equality, ethnic groups and the inclusive agenda. The challenges are answered in different ways depending on the economic, cultural and social situations and histories of the counties.

In all countries, there are obstacles and challenges to carry out the LLL policies and inclusion in education and work. In some countries like Italy and Croatia the reasons behind these difficulties may lie mainly in the socio-economic situation and the segmentation of the labour market. In other countries (e.g. Scotland) this may be due to the missing of evaluation and the possibilities to practice evidence based policy or the heavy complexity of the system and dangers born by this.

In addition, it is not an easy task to organise a solid model of partnerships and shared responsibilities. In some countries like in Scotland and Finland there is quite a wide partnership model in use and it seems that responsibilities have been shared. Many of the countries are missing an organised evaluation and assessment system. An interesting feature in Finland is the “evaluation expert networks” and the new “evaluation culture” which has widened.

Further, the shifting/rescaled governance as well as a complex division of labour in the governance of LLL policies across the different levels pose important challenges to implementing effective LLL policies across the continent.

4.3 Impact of LLL policies for young adults in Europe

This last section presents a first analysis of LLL policies in terms of impact based on the nine national reports. This analysis requires *firstly* defining what ‘impact’ means in the context of this research project and what the intentions and limitations of this ‘impact analysis’ are. *Secondly*, we will identify and describe two of the main intended impacts of LLL policies in the different countries based on the results of the national reports, namely: the reduction of unemployment among young adults (*section 4.3.1*) and the improvement of educational opportunities for young adults (*section 4.3.2*). There is no doubt that these two impacts cannot be regarded as the only intended impacts of LLL policies. However, both of them are clearly stressed and described in all national reports, which allows us to provide a preliminary comparative analysis of these two intended impacts of LLL policies.

The aim of ‘impact analysis’ in the YOUNG_ADULLLT project

Starting with the definition and use of the terms ‘impact’ and ‘impact analysis’ in this research project, we have to point out that our understanding of these terms differs from their general usage in policy evaluation studies. In general, in public and social policy, the term impact has an

important connotation to the extent that it is mainly related to the success of the policies implemented and how they positively affect the lives of those who seek to benefit. The idea of impact assessment originated from evidence-based medicine and was carried forward to Public Health-interventions in general and subsequently to educational interventions. The basic idea is to measure and to compare the development of (at least) two groups, one treatment group and one control group (without treatment). However, while such design is certainly appropriate for testing the ‘effects’ of new drugs (even if they are still problems with validity and reliability), the transfer of this design from the medical and pharmaceutical field to educational intervention settings has its limitations. Firstly, because of the complexity of educational interventions, which usually aim at initiating learning processes, secondly, because interventions are typically multi-level interventions and, thirdly, because of a high number of uncontrollable intervening variables. Taking account of the limitations of ‘impact analysis’ in educational settings or interventions, the YOUNG_ADULLLT project does not intend to evaluate the impact of LLL policies themselves, but rather differentiates analytically between the *intended* (i.e. explicitly stated by the policies) and potential *unintended* impact of LLL policies (logically deduced by our analyses) and tries to analyse and to contrast the two.

In addition, the analysis of the impact of policies has to take two more considerations into account: firstly, all policies can potentially have a negative impact, because in many cases an ill-conceived policy, both in theory and in practice, can do more harm than good to the social group at which it is directed. This comes very close to the above mentioned *unintended* impact of LLL policies, which can counterbalance or even outbalance the *intended* impact. Secondly, before we can arrive at any relevant conclusions with regard to the question whether LLL policies make a valid contribution to the objectives for which they were designed, it is crucial to contrast the explicit intended impact with their logically deduced potential *unintended* impact.

At this stage of the YOUNG_ADULLLT project, it is possible to identify on the one hand the *intended* impact of LLL policies presented in the national reports, i.e. those issues that LLL policies are seeking to straighten out in order to enhance the capabilities of young adults. When talking about *intended* impact, we also refer to the expectations that can be generated by such policies in the search for lasting solutions for the needs of the targeted population. On the other hand, it is possible to recognize as well some indications of *unintended* impact of LLL policies.

However, due to the fact that additional data from the interviews with members of the target groups (Work Package 5) and from the local/regional case studies (Work Package 7) have not been available during the production time of the national reports, it is not surprising that the national reports are much more focused on analysis of *intended* rather than *unintended* impact of LLL policies.

On the basis of these general considerations, we will, in the remaining part of this section, partially examine the second part of the research question *which actors, policies and sectors are involved in the definition and implementation of LLL policies and **what is their individual impact and leverage?*** The following two sections review the national reports and identify two main intended impacts of LLL policies in the participating countries.

4.3.1 Reduction of unemployment among young adults

The first intended impact of LLL policies is strictly related to the economic context and this refers to the general aim of LLL policies to reduce unemployment rates amongst young adults fostering their transition from education to work. This observation is prominent in all national reports without exception, even in those regions where more emphasis is placed on the “emancipatory humanism” perspective of LLL (as in the case of the FR Kainuu in Finland). The review of the national reports with regard to the impact of LLL policies on youth unemployment, leads to the analytical distinction of three different tendencies, which, in some cases, can even be identified simultaneously in a single country:

- Firstly, there is the tendency in some countries to focus on the analysis of the discrepancies that exist between what is written in the policies and what is implemented (Bulgaria and Croatia).
- Secondly, we can identify the tendency to focus on the success or failure of a specific programme or measure in a second group of countries (Croatia, Finland, Germany, Portugal, and Scotland). In the Croatian national report, for example, the reader is confronted with both, the “negative repercussions” of the measure “professional training for work without an employment contract” (Bouillet & Domović, 2016, 40) and the “positive effects of the Youth Guarantee Plan” (op. cit., 41).

- Thirdly, there is the tendency in a third group of countries (Austria, Bulgaria, Croatia, Italy, Spain and to a lesser extent Portugal) to quote youth unemployment figures or related data in order to attribute them to the impact of LLL policies. An example of this tendency can be found in the Austrian report, which shows that 60% of the young adults who participated in at least one of the measures created to promote employment were employed at the age of 21/22 (Pot & Kazepov, 2016, 47).

With regard to the last point, the relationship between LLL policies and the unemployment rates remains ambiguous in most national reports. Even if the development of unemployment rates in each country could be directly attributed to LLL policies, it would still be important to know what the exact impact of these policies was. Similarly, failing to recognize the gap between a given LLL policy and its practical implementation on the local or regional level, could lead to the (potentially wrong) assumption that the impact of some LLL policies is non-existent or even negative. Thus, in order to be able to assess the relationship between LLL policies and unemployment rates properly, it would be necessary to trace the impact of individual policies from their objectives laid down in the policy documents to their practical implementation on the regional or local level.

If we now turn to the *intended* impact of LLL policies as defined in the previous section, the national reports allow us to make some observations with regard to the ‘expectations’ that are generated by LLL policies. These ‘expectations’ become clearer in the cases of countries like Austria, Finland or Germany, while they are less obvious in countries like Bulgaria or Croatia. In the case of Bulgaria “not much is known about the direct and indirect effects of the strategies and programs on the life courses of young people [...] as the lifelong learning policies in the country are rarely being subject to systematic and thorough evaluation research” (Kovacheva et al. 2016, 41). In the Croatian case, the authors of the national report maintain that “turning the good wishes formulated in the documents into reality still lies ahead” (Bouillet & Domović 2016, 37).

If the expectations attached to LLL policies with regard to the development of unemployment rates, are analysed in more detail, we are confronted with certain contradictions, which confirm the necessity again to trace the policy from its objectives to its practical implementation, if we want to study the impact of LLL policies. For example, in the cases of Germany and Croatia the development of the unemployment rates in the last ten years of both countries has shown a

similar (downward) trend. However, while this development is attributed to macro-economic factors ("industrial production increase, and services") in the Croatian national report (Bouillet & Domović, 2016, 39), the same development could also be attributed to effective LLL policies as in the German national report (Kotthoff et al. 2016, 6).

If we finally widen our analytical perspective and take a much broader view of the 'impact' of LLL policies by also considering their potential *unintended* impact, as suggested in the introduction to this section, we can identify at least two mayor potential *unintended* effects of LLL policies, which are aiming to reduce unemployment rates among young adults. The first one is that LLL policies have ceased to be a collective project and have turned into an individual task as they are based on a learning economy and are associated mainly with the idea of promoting economic development (Biesta 2006, 170). From this perspective, the responsibility for LLL lies with the individual (cf. section 4.1 of this report) and is regarded as his or her duty rather than a right, which is related to "the development of a learning society" (Biesta 2006, 175) and to the development of a society centered on democratic values and solidarity.

Closely related to the previous point, the second *unintended* effect has to do with the motivation that underpins the development of LLL policies. Being focused on macro-economic structures and designed from a "learning to be productive" rather than "learning to be" (op. cit., 172) perspective, LLL policies are more likely to respond to the needs of the market rather than the needs of young adults. As a result young adults are therefore forced to adapt to existing LLL policies rather than actively participating in their construction and exploring from there the possibility of enhancing their capabilities and finding learning strategies related to their interests. This can also generate an adverse effect in terms of social inclusion, since by focusing on the development of specific capabilities and competences for a specific labour market, LLL policies are defining access criteria and exclude those people who do not fully meet those criteria. Thus the very construction of LLL policies implies that they are more focused on the creation of certain useful learners rather than simply "all" lifelong learners.

The discussion of the intended and unintended impact of LLL policies focused on reducing unemployment rates among young adults goes hand in hand with a second major intended impact of LLL policies, namely, the search for improvement of the educational opportunities of the target population, which will be dealt with in the next section.

4.3.2 Improvement of educational opportunities for young adults

The second intended impact of LLL policies is more closely related to educational perspective, and particularly to the general objective of LLL policies of improving the educational opportunities of young adults and in particular NEETs and dropouts. Although NEETs and dropouts are addressed throughout the national reports as primary target groups of LLL policies, the reports remain rather vague on the question as to what exactly is the intended impact of the analysed LLL policies with regard to these two specific target groups. For the subsequent work packages within the YOUNG_ADULLLT project this deficiency should be kept in mind and addressed again in future analyses.

With regard to the improvement of educational opportunities for young adults with the help of LLL policies, most national reports (with the exception of Italy due to the specific structure of this national report) seem to be rather critical of the ability of existing LLL programmes to achieve this intended impact, because the lack of educational opportunity is often due to structural educational problems, which are difficult, if not impossible, to be tackled by LLL policies and programmes. Rather than trying to assemble these country-specific criticisms of LLL policies into different analytical categories, which has been our main approach throughout this chapter, it is more productive in this case to first present these criticisms country-by-country and in more detail, because this way, we will be able to show the wide spectrum of different expectations amongst the participating countries, which have been attached to the implementation of LLL policies and which represent valuable indicators of the *intended* impact of LLL policies. Then, in a second step, our descriptions of country-specific criticisms of LLL policies' potential to improve educational opportunities of young adults will be followed by more analytical observations and a synthesising summary at the end of this section:

- *Austria* – With regard to the improvement of educational opportunity in the case of Austria, it is worth highlighting “the early tracking into different school careers, starting at lower secondary level” (Pot & Kazepov 2016, 46), which is related to the fact that the “school careers are strongly influenced by the pupils’ social background” (ibid.). This is an issue related to the inclusive approach, since it is not only related to the economic capacity and the educational level of the parents, but also to their migration background (ibid.).

- *Bulgaria* – The Bulgarian report is very critical with regard to the ability of LLL policies to improve educational opportunities of young adults. Two points need to be stressed in particular in this context: the first is related to the absence of reaction against processes of de-standardisation of life courses and how “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” (Kovacheva et al. 2016, 32). The second concerns “the continuing mismatch between the qualification achieved in education and the qualifications required by the job practiced by the young” (op. cit., 33). In both cases, it is the recognition of the dialectical relationship between life course and biography, which does not seem to be fully taken into account in the different policies.
- *Croatia* – In this report the most severe criticism is directed at the system of higher education, which “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” (Bouillet & Domović 2016, 44). This point is partly related to the case of Austria, to the extent that there is a need to develop policies, whose characteristic features are based on the inclusive principle of equality, even if this implies going through affirmative actions as confirmed by the Finnish report (Rinne et al. 2016, 45).
- *Finland* – The criticism presented in this report is composed of several strands, but the most important one is voiced against a concept of education which “is increasingly seen as a private good” (Rinne et al. 2016, 35). This has not only led to a situation in which “young citizens are primarily seen as members of the labour market” (op. cit., 34), but also to structural quality changes. In this context it is important to notice how “the education network has been streamlined, which means that institutions have been merged and closed down” (ibid.), at the same time that “skills that are essential in terms of the functioning of civil society and democracy make way for skills that increase productivity” (ibid.). Of all the nine national reports on LLL policies the Finnish report presents the most forceful criticism of an increasingly labour market dominated education system including LLL policies. In addition, this report also highlights, as in the case of Austria, how “class background [...] determines

the way young people perceive their own opportunities” (op. cit., 33) and to what extent “gratuitous social security is seen as an explanation to why some youth choose to remain outside education and the labour force” (ibid.).

- *Germany* – This report relates the improvement of educational opportunities directly to the chances of getting a job. One of its main criticisms is based on how “vocational education has become more and more obsolete” (Kotthoff et al. 2016, 46) because it seems to be designed for a standardised perception of LLL. This perception sees the “responsibility (and, in case of failure: blame)” (ibid.) with the individual, which is related to the general view presented in the case of Finland (“utilitarian humanism”). Besides there is the fact that “young adults who had a problematic or unsuccessful school career are permanently identified as target groups for further education” (ibid.). The latter should be related to the early tracking issue referred to in the Austrian case.
- *Portugal* – In this context, although it is not really expressed as a criticism as in the previous cases, the LLL programmes presented in the Portuguese national report, especially the *Cursos Profissionais*, illustrate the already mentioned relationship between education and work. In particular, they represent 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” (Alves et al. 2016, 14). For the future phases and work packages of the research project it will be important to critically analyse in more detail the claim that “training and vocational education policies are the ‘magic solutions’ to dealing with young adults’ unemployment and early school leaving” (op. cit., 44).
- *Spain* – In the Spanish national report the criticism is mainly directed against the limited effectivity of the financial means which are invested in vocational education and training. Although Spain uses “the same amount of resources than many other countries [...] 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” (Rambla 2016, 33). Again, this is an observation that should be followed up in the later stages of this research project.

- *Scotland* – Closely related to the criticism voiced in the German and Finish report, the Scottish report evokes how since the economic crisis of 2008 “adult education and LLL policies have focused mainly on developing and improving people’s employability, often overshadowing broader objectives of LLL” (Lowden, Valiente & Capsada Munsech 2016, 44). It is undoubtedly one of the central themes of this international report that is worth continuing to analyse in the future phases of the YOUNG_ADULLLT project.

With regard to the second intended impact of LLL policies that seek to improve the educational opportunities of young adults, this general overview allows us to draw two preliminary conclusions, which should be revisited during the future research phases of this project. Firstly, there is the question of how LLL policies can meet the challenge of maintaining the prevalence of a vision of education that is not strictly tied to employability, without losing sight of the current socio-economic context. Secondly, it will be necessary to stress the necessity to not only deepen the analysis of the impact of education on the well-being of young adults, but also to identify and to further analyse the similarities present in the different countries in this respect.

Deepening the analysis of the impact of LLL policies on the reduction of unemployment rates of and the improvement of educational the opportunities for young adults could help to demystify the proposition that some “welfare regimes” are better adapted than others and to identify good practice of LLL policy making, which could really be beneficial for young adults. It is not a question of not valuing the usefulness of typologies such as the one presented by Esping-Andersen (1990), but of specifying that, behind each general interpretation of different welfare systems, there are different LLL programmes, some of which are more accurate and relevant than others, confirming that “public policy in education is far from being objective and rational” (Normand 2016, 5).

Finally, taking into account the different criticisms presented in the national reports, at least two potential *unintended* effects can be observed related to the intended improvement of educational opportunities for young adults. The first one has to do with the tendency to prolong the learning processes of young adults simply to prevent them from falling into unemployment. This does not only give the impression that learning in this case could be meaningless, but also that the LLL policies developed do not really meet the needs of young adults. If we add to this that in many cases such LLL policies respond mainly to macro-economic objectives, Biesta's rather

provocative question, "what's the point of lifelong learning if lifelong learning has no point" (Biesta 2006, 176), does not appear that provocative anymore, when compared with some of the severe criticisms mentioned above, especially in the cases of Bulgaria, Germany and Finland.

The second *unintended* effect, related to the previous one, is to create the exaggerated expectation that young adults can be offered the same educational opportunities. This is even more unlikely, if there is the tension between "learning to be" and "learning to be productive", which, as stated in the Scottish report, "overshadows" the objectives of the LLL policies (Lowden, Valiente & Capsada-Munsech 2016). In this sense, LLL policies related to issues such as migration or social background (for example in the cases of Austria and Croatia) should be regarded as a priority when developing LLL policies, which are consistent with the idea of providing young adults with the same opportunities, especially those in situations of greater vulnerability. A similar effect of creating exaggerated expectations can be observed with regard to the financial funding of LLL policies as shown in the Spanish report; i.e., there must be a coherent approach between the expectations generated in LLL policies and their funding because in some cases what could be expected in theory cannot be developed and implemented in the field because of dwindling financial resources.

4.3.3 Summary

To sum up, the third and final section of this chapter does not only show the importance of identifying the differences between the *intended* and *unintended* impact of LLL policies, but also that the analysis of impact needs to be consolidated and expanded by other work packages, which can rely on additional data (e.g., Work Package 4-6). The preliminary analysis of the impact of LLL policies presented in this section has focused on the most visible and prominent *intended* effects as expressed in the policy documents and has sought to contrast them with the potential *unintended* effects of the different LLL policies as expressed in the national reports. The first *intended* impact, related to the economic crisis of 2008, states that LLL policies should mainly contribute to a reduction of unemployment rates among young adults. This has led, as presented in section 4.1 of this chapter, to a definition of LLL that is more focused on how to improve skills to be ready for the job market, rather than on how to develop a lifelong educational practice throughout life. The analysis of the second *intended* impact of LLL policies, the improvement of educational opportunities for young adults, has identified structural educational problems in each

country that should be tackled by existing LLL policies. It is important to note that it is too early to draw definitive conclusions on both of these *intended* impacts of LLL policies. In addition, the two *intended* impacts identified in this section, are certainly not unique, but are accompanied by others, which require further investigation (e.g., to tackle social exclusion, to reduce the number of educational dropouts etc.).

5. Conclusions and Outlook

The final chapter of this *International Report on LLL policies and inclusion in education and work* presents the conclusions based on the previous cross-national analyses and identifies issues and research questions that need to be addressed in the subsequent phases of this research project. Thus, chapter 5 falls into three sections: In the first section (5.1) we will summarize the main conclusions of our cross-national analyses described in chapter 4, then, in the second section (5.2), we will make an attempt to identify pre-conditions for coordinated policy-making in the field of LLL and, in the third section (5.3), we will identify further research questions which should guide the future analyses in the remaining work packages of the research project and in particular in WP 8 and the final reporting phase of the project.

5.1 Main conclusions

Throughout this International Report, we have comparatively analysed LLL policies in the nine countries participating in the YOUNG_ADULLLT project based on national reports produced by the consortium partners according to a common analytical framework. The presentation of the main conclusions of this International Report in this section draws on the summaries, which were provided at the end of each of the three analytical sections in fourth chapter (sections 4.1, 4.2 and 4.3).

The first set of conclusions is related to the analysis of *common issues and diverging developments of LLL policies in Europe* (4.1). The exploration and analysis of *common issues* in the nine national reports led to the following three observations, which help to better understand the scope and main issues of LLL policies across Europe within the framework of the YOUNG_ADULLLT project:

- The analysis of the different definitions and understandings of LLL in the participating countries (i.e., the difference between LLL policies focused on serving economic

objectives rather than fulfilling human and democratic values) is highly relevant because depending on this definition, the policies related to the implementation of LLL can change in the field.

- The analysis of the relationship between LLL policies and the processes of de-standardisation and individualisation of young adults' life courses is of paramount importance because it highlights the fact that many LLL policies are still developed and defined under the assumption of standard life courses. This aspect leads to significant changes in the way LLL policies are developed and are able not only to answer to the needs of young adults, but also to enhance their capabilities.
- The significant participation of the European Social Fund (ESF) as the main funding agent of LLL policies in Europe has far-reaching implications for the development of both national and regional LLL policies and their impact in the field.

With regard to *diverging developments* of LLL policies across Europe, the following three main conclusions can be drawn:

- The evaluation of LLL policies in the participating countries is highly heterogeneous and reveals deficiencies of LLL policies ranging from administrative problems to communication issues on the one hand and a lack of systematic evaluation and involvement of the target groups of LLL policies on the other hand.
- The autonomy and leverage of the FRs with regard to the implementation of LLL policies is, from a governance perspective, closely related to differences between centralised / decentralised structures, which in their turn will affect the definition and application of LLL policies.
- The construction of target groups in LLL policies differs from one country to another depending on specific cultural, social, and political features. To analyse this aspect from a comparative perspective does not only allow us to better understand the different ways in which LLL policies tackle social exclusion, but also to identify the difficult task of analysing LLL policies for a target group as broad as young adults (mainly in vulnerable situations).

The second set of conclusions is focused on *tensions and challenges* of LLL policies in Europe (4.2):

- Important tensions arise from different interpretations of LLL policy, which are understood in varying and sometimes diametrically different ways depending, in turn, on the specific interpretation of the individual and social functions of these policies. While

the analyses show considerable variation across and within countries, the most common interpretation of LLL policies displays a dominant utilitarian vision that places more emphasis on the instrumental and short-term aspects of learning/training.

- Related to the standardising and streamlining effects some LLL policies have on their target groups, a major tension arises from the fact that young people, simultaneously, are faced by concurring trends such as further individualisation and decreasing predictability of life courses. In this respect, the discussions in this report show the simultaneous presence of an implicit and explicit understanding of an 'ideal' standard life course that sets expectations of normalcy on the one hand, and widely differing cultural, political and economic contexts on the other. Young adults' life courses are becoming less predictable, involving breaks and the blending of educational and labour market phases of different kinds. In this respect, the key issue is how well LLL policies work in practice in the contemporary societal situation.
- Also, issues arise that are related to the inherent tension of pursuing social inclusion more generally among young people and, in doing so, prioritising specific groups defined as 'vulnerable'. The analyses in this report show a dominant focus on target groups constructed as 'early school leavers' (ESL), 'not in education, employment nor training' (NEETs), two groups among which non-nationals and immigrants figure prominently. In this respect, the issue is that while youth as a whole is characterised by difficult issues deriving from their position and status in society, focusing on so-called groups in vulnerable situations LLL policies risk exacerbating issues already existing and/or creating new issues. Added to this are the widely varying national/regional/local living conditions of young adults across Europe.
- Further, challenges faced in the successful implementation of LLL policies in Europe include obstacles are connected to structural, political, cultural and economic conditions at the different national/regional contexts across Europe. In some countries (Italy, Croatia), the reasons lie mainly in the socio-economic situation and the segmentation of the labour market. In other countries, this is more related to chronic underfunding and lack of policy evaluation (Spain) and the high complexity of the system (Scotland).
- A major challenge concerns the crucial role of establishing and maintaining effective partnerships and sharing responsibilities for the successful implementation of LLL policies across the levels and sectors. While at the strategic policy level, much attention is given to this, less actual implementation is seen on the ground; although some first attempts can be noticed (Finland, Bulgaria).

- The cross-national analyses conducted for this international report reveal questions related to the shifting scales of governance in LLL and division of labour in LLL policy-making. While the expanded and strengthened role of the European dimension is widely recognised and acknowledged, the rescaled governance as well as a complex division of labour in the governance of LLL policies across the different levels (national/regional/local) does not seem to be accounted for, posing thus important challenges to implementing effective LLL policies across the continent.

Finally, the third set of conclusions is focused on the *impact of LLL policies* for young adults in Europe (4.3). The analysis of the national reports with regard to the impact of the implemented LLL policies led to the identification of the following two *intended* effects, which are to be found throughout all national reports:

- The first intended impact is the reduction of unemployment rates among young adults, which is strictly related to a vision of LLL according to which learners have to be prepared for the labour market. This aspect is essential because it contradicts the view that LLL's main objective is to promote learning in different stages of life and for different reasons and not exclusively at a specific time and primarily to alleviate the transition from school into the labour market.
- The second intended impact is the improvement of educational opportunities for young adults, which led us to identify some structural educational criticisms made by the participating countries, which will severely aggravate the attainment of this objective.

There is evidence in the national reports that apart from the *intended* impact, there is also potential *unintended* impact of LLL policies. The analysis of both, *intended* and *unintended* impact, which was initiated in this International Report needs to be continued and consolidated in the future work packages of this research project (cf. section 5.3).

5.2 Pre-conditions for coordinated policy making in LLL

Based on our comparative analyses of LLL policies in Europe in *Chapter 4*, this section aims to tentatively identify pre-conditions, which are deemed helpful or even indispensable to establish coordinated policy-making in LLL in the nine participating countries of this research project. In the context of the YOUNG_ADULLLT project, ‘coordinated policy-making’ denotes policy-making that successfully integrates labour market, social inclusion and individual life courses aspects of policy formulation and implementation at regional and local level. More specifically, it

refers to the task of (1) identifying successful and sustainable programmes and (best practice) policies in terms of sustainable solutions in integrating labour market, social inclusion and individual life courses conditions, contingencies, and necessities; (2) inquiring into their necessary sufficient conditions as well as contextual parameters; and deliberating on their transferability to other contexts.

The identification process of pre-conditions for coordinated policy-making will be performed in two consecutive steps. *First*, we will identify ‘general’ pre-conditions for successful practice, which, according to the analyses provided in the national reports, should have a favourable impact on the development and implementation of LLL policies irrespective of their national and regional/local context. *Second*, we will raise the level of specificity by identifying country specific pre-conditions for successful practice, which have been generated from the national reports. The pre-conditions identified will be further elaborated and probed during the further research steps and revisited in the end of the project.

General pre-conditions for coordinated policy-making in LLL

Taking into consideration common aspects of the points mentioned above in each of the nine countries of the project, it is possible to identify, on the basis of the recommendations of the highly specific national reports, the following general pre-conditions which are favourable for coordinated policy-making in the field of LLL:

- *Participation and impact*: This pre-condition implies that LLL policies particularly take into consideration those people who, for different reasons (social, economic, political, cultural), are excluded from the policies implemented without taking into account the very principles that define the nature of LLL. In other words, policies are directed at a target population that actively participates in them either by taking part in the decision process or in some stages of its realisation. In addition, the process involves different actors in a cooperation framework and it is important that the policies demonstrate qualitative and / or quantitative improvements for the target population.
- *Compatible notions and understandings of LLL and LLL policies*: Different notions and understandings of LLL policies lead sometimes to incompatibilities (because the understanding of LLL policies is so vague and differs substantially between regions, there are problems with the implementation of these policies). In connection with the previous point, this pre-condition is about reflecting on the extent to which the existence of different ways of understanding LLL policies affects the desired impact in specific

contexts. A more precise explanation of these notions and their applicability in the field as defined policies is fundamental to having successful practices.

- *Temporal horizons differ between policy sectors:* Related to the issue above, there is a need to consider the varying temporal horizons of policies. While a vast majority of current policies are oriented towards the labour market sector, those formulated to tackle educational and social/youth issues have to include a much longer temporal horizon than labour market policies.
- *Continuity, volume of funding and sustainability:* It is necessary to ensure not only adequate funding that responds to the specific needs of the target population, but also maintains coherence among regions, central government, and international support (mainly the ESF). In this respect it is important to analyse to which degree ESF funding hollows out national and regional funding for LLL policies, while at the same time acknowledging the importance of ESF funding. Furthermore, in terms of sustainability, policies are designed to last in time and not to respond to precise and short-term political interests. This includes an adequate articulation between the different stakeholders to ensure their correct financing.
- *Take account of differences between regions:* This is a question of deepening the analysis among the FRs, in order to determine to what extent it is probable on the one hand that economically stronger FRs make LLL policies more targeted and adapted, especially in relation to the labour market; and on the other hand, that economically weak FRs are more oriented to enhance pedagogical measures, strengthen life skills self-efficacy, and recognise already existing skills in a general (and perhaps) less precise way. This leads to emphasise that in the current state, the comparison between FRs of different countries cannot be entirely carried out with the heterogeneity with which each of these regions have been addressed.
- *Evaluation, innovation and transferability:* this means that it is relevant not only to include self-evaluation mechanisms that allow continual adjustments to the policies (*formative evaluation*), but also to renew them if they are not meeting the needs and enhancing the capacities of their beneficiaries (*innovation*). Besides, to create successful regional policies, a key feature is to make them adaptable (or at least that they become a source of inspiration) in other regions without losing the specific characteristics of these regions (*transferability*).

These more general aspects of policy-making will be dealt with and probed during further steps in the project; in particular, they will serve as a starting point to initiate discussions during the planned Policy Roundtables (WP 9).

Country specific pre-conditions for coordinated policy-making in LLL

The analyses carried out for this International Report do not only allow us to examine the most relevant pre-conditions for coordinated LLL from a comparative perspective, but also to identify in each national report specific pre-conditions, which could also be beneficial and helpful in different contexts. The most significant pre-conditions are thematically illustrated as follows:

- *To reduce the significance of young adults' socio-economic background (and in some cases "selectivity") for educational, labour market and societal performance and to offer equity and equal chances* – This is illustrated by the case of Austria, for example, where “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 labour market as well as missing training opportunities for young people” (Pot & Kazepov 2016, 49).

This implies also to strengthen equity and equality mechanisms among female young adults, young immigrants and young adults with migration background and to be committed to offer equity and equal chances for all by avoiding further stigmatisation of young adults already being in a vulnerable position due to the “creaming off” process in which the more motivated and skilled candidates are selected for vocational training (Palumbo et al. 2016, 29).

- *Better coordination, synchronisation and communication of stakeholders in implementing LLL policies at national level, as well as increasing young adults' participation in the decision making process of LLL policies* – The Bulgarian case, for example, illustrates this aspect in the following way: “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” (Kovacheva et al. 2016, 42).

This also leads, as the Italian report states, to the introduction of more flexible training systems in accordance with young people's needs (Palumbo et al. 2016, 26) and, as the Scottish report asserts, to a simplification of “the skills system to ensure that it is more coherent and easy to understand for individuals and employers” (Lowden, Valiente & Capsada-Munsech 2016, 39).

- *To improve funding as a mean to increase sustainability of the LLL policies* – Although “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” (op. cit., 45).
- *To provide better tools for evaluation of LLL policies* – The Croatian report mentions for example, the importance of checking the “implementation of measures, for providing a system of quality control and for the long-term evaluation of the effects of the practical application” of the policies (Bouillet & Domović, 2016, 3). This includes feedback and evaluation of the impact of implemented public policies and thus the goal to continuous improvement (op. cit., 46)
- *To re-enforce the state's role* – As shown in the Finnish report, this is a matter of increasing the responsibility of the state again towards its citizens by reversing some privatised projects, which contribute to transforming young adults “into customers” (Rinne et al. 2016, 34).
- *To provide better guidance and counselling of the young adults* – This consists of empowering the Employment Services in terms of equipment, personnel and funding (Palumbo et al. 2016, 27), which is related to have well-structured youth information centres. This can be related to the idea exposed in the Scottish report of “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” (Lowden, Valiente & Capsada-Munsech 2016, 39).
- *To encourage further research on LLL policies* – The aim of this research is to better understand the functioning of LLL policies in general terms (definition, evaluation, impact etc.).

These pre-conditions are related to a series of research questions that arise from the national reports and with which we would like to close this international report. It is expected that these questions as well as the other elements presented in this final chapter will help to enrich and guide the reflections of the next phases of the YOUNG_ADULLLT project to study the

parameters for future decision-making support systems in relation to LLL policies for young adults.

5.3 Identification of research questions as guide for further analyses

As presented in the introduction to this international report, part of the responsibility of the Work Package 3 (Policy Mapping, Review and Analysis) is to identify indicators that will guide the analyses of national and regional/local LLL policies and that will allow the later comparison of the national findings in the participating countries. To carry out this task, it is important to remember that for the purposes of this document, the term “indicators” refers to the formulation of research questions, which are crucial for further analysis in this project. These questions, which arise from the inductive analyses carried out for the drafting of this International Report, can be divided into two parts: conceptual aspects of LLL policies and practical aspects, which are related to the implementation of LLL policies.

Conceptual aspects of LLL policies

With regard to the conceptual aspects of LLL policies, the suggested further research questions are as follows:

- How important is it to re-visit the general definition of LLL (and related terms) considering the different visions of each country from a comparative perspective?
- To what extent is it important for the project to deepen and enhance the difference between utilitarian humanism and emancipatory humanism from a comparative perspective or, as stated in the Scottish national report, “are LLL [policies] solutions to economic problems or just palliating the social externalities of the crisis?” (Lowden, Valiente, Capsada-Munsech 2016, 46).
- Is it worthwhile, in the current state of the project, to define a specific methodology to analyse the impact of LLL policies in different countries?
- To what extent should the project conceptually deepen inclusive approaches related to ideas such as, for example, the one stated in the Scottish national report, concerning equity? “Equity is rhetorically emphasised but its meaning is unclear: equality of opportunities vs equality of results, integration through employment vs authentic citizenship” (ibid.).

These conceptual questions could be useful in future analysis of the YOUNG ADULLLT project, mainly in Work Packages 4, 5, 6, 7 and 8, which will help to identify key issues related to the development of successful LLL policies from a general perspective taking into account both their heterogeneity and particularities across the nine countries.

Practical aspects of LLL policies

With regard to the practical aspects related to the study of the implementation of LLL policies, the questions address aspects related to four issues: the objective of vocational training (i), general functioning of LLL policies (ii), the target group (iii) and the impact analysis of LLL policies (iv).

i) As the Italian national report maintains, in relation to vocational training it is worth asking:

- “Can vocational training be ‘exploited’ by the addressees 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 addressees?” (Palumbo 2016, 30)
- “Can vocational training in some way lead the addressees to underestimate the importance of soft skills and, more in general, of the social and cultural capitals in job entering?” (ibid.)
- “Can vocational training in some way lead the addressees to underestimate their potential in terms of self-employment and/or entrepreneurship?” (op. cit., 31-32)

In sum, it is relevant to analyse to:

“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, 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 institution” (ibid.).

The above mentioned questions could be particularly relevant for Work Packages 4, 5, 6 and 8.

ii) In relation to the functioning of LLL policies it seems worthwhile to examine the following two questions, which were raised in the Scottish national report:

- “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?” (Lowden, Valiente & Capsada-Munsech 2016, 46)
- “Data appears to be mainly used to assure implementation and compliance but [is] there [...] robust evaluation data on the effectiveness of LLL policies [?]” (ibid.)

These questions could guide the analyses mainly in Work Packages 4, 5, 7 and 8.

iii) As the Scottish national report suggests in relation to the target group, it will be worthwhile to explore whether:

- “the social problem of young adults is re-defined as an educational problem: low qualifications among young people that do not follow the expected educational pathways” (ibid.)
- there is “an apparent intent to govern/ re-standardise youth trajectories through ‘positive destinations’ and the ‘employability pipeline’”? (ibid.)

These two questions will be particularly relevant for Work Package 8.

iv) In relation to the impact analysis of LLL policies, which will also be dealt with in Work Package 8, we could ask ourselves:

- To what extent it is feasible to identify the impact of LLL policies on young adults taking into account their heterogeneity and the fact that many policies cover a wider part of the population?

National reports demonstrate the complexity of categorising ‘young adults’ and further assessing the impact of LLL policies on their life trajectory when many of them also concern adults of other ages. The national report of Bulgaria evokes for example how “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 of all ages and not specialized in dealing with youth” (Kovacheva et al. 2016, 42). Despite the efforts of each national report to determine its ‘young adult’ population, most LLL policies appear to focus on broader age categories. This makes it difficult to identify the impact of LLL policies on the target population. For example in the case of Croatia these policies are “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” (Bouillet & Domović 2016, 37).

We could also ask ourselves:

- How should the risk of social exclusion of young adults be perceived?

Throughout the national reports, the category of young adults is easily related to individuals at potential risk of social exclusion. This question leads us to think that there is not yet a detailed reflection that describes some characteristics of this potentiality: for example, if it is particularly associated with specific aspects such as having a job, studying or being entitled to subsidies, or if it also takes into account symbolic aspects such as not actively participating in the construction of own policies or having been confronted with important decisions at a young age (as could be in some circumstance the case of “early tracking into different school careers” (Pot & Kazepov 2016, 46) in countries like Austria or Germany.

This could lead to analyse young adults more as a group of individuals at permanent risk, related for example to the idea of not following a “standard” life, rather than focusing on their capabilities and the possibility to develop their own life projects. As stated by the Bulgarian report, “in most of the analysed documents in employment policy youth [...] 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” (Kovacheva et al. 2016, 42).

Finally, we could ask ourselves:

- In terms of impact, what differences would exist if, as stated in the Bulgarian report regarding educational policies, the LLL policies were identified depending on their preventive, interventional and/or compensatory nature?

Here the objective is not to identify these differences, but to examine whether it would be worthwhile to include these categories into the analysis of the impact of LLL policies on young adults. In this respect, it would be interesting to assess whether, behind the different LLL policies presented in the national reports, one of these categories clearly emerges and how it would be evaluated in terms of impact. In a hypothetical way, it is possible to assume that this impact

would change substantially according to the characteristic of the policy (preventive, interventional or compensatory) both quantitatively and qualitatively.

On the background of the difficulties attached to the analysis of the impact of LLL policies described above, it is very plausible that the authors of the national reports did not attempt to deepen their analysis of policy impact. In addition to this, the assessment of impact of LLL policies was not one of the priorities of the national reports, but rather the description, review and analysis of LLL policies (in that sense the national reports represent more descriptive social policy studies rather than evaluative or theoretical studies). Secondly, as the Scottish report asserts, “available empirical evidence, including secondary data, on this question [the impact of LLL/Skills policies on young people’s life course] might not exist or be limited if evaluation and research has not been conducted on the policies” (Lowden, Valiente, & Capsada-Munsech 2016, 38). In general terms, the national reports lead us to be careful about the effectiveness of current LLL policies in Europe and to question its direct impact on the defined target population of young adults. However, it is still too early to give definitive answers on this issue and it seems mandatory to find a plausible way to study the impact of LLL policies in a more thorough way.

To sum up, the last chapter of this report does not only provide a general summary of the main conclusions of our cross-national analyses of the nine national reports on LLL policies (*Section 5.1*), but also proposes two final reflections for the future work in the YOUNG_ADULLLT project. The first is related to the identification of general and country-specific pre-conditions for coordinated LLL policy-making (*Section 5.2*), taking into account both the characteristics of each country and general aspects that can be applied to the development of LLL policies at the European level. The second is related to the presentation of further research questions, which should be addressed and explored in future work packages (*Section 5.3*).

In this sense, we could conclude this international report by recalling that its strength lies in a twofold strategy of analysis: on the one hand, the report takes account of the most relevant information for the comparative analysis of LLL policies presented in the national reports without reducing their heterogeneity unduly. On the other hand, the report tries to identify those elements that deserve to be examined in the near future of the project. Thus, we hope to have found an opportunity to gain greater clarity on the scope of LLL policies in the nine participating countries and the challenges that are to come for the project in the near future.

6. References

- Alves, N., Queiroga, R., Guimarães, P., Almeida, A.J., Cavaco, C., Neves, T., Ribeiro, A. B., Menezes, I., Ferreira, P., Rodrigues, F. & Costa Sá, A. (2016): Lifelong Learning Policies: Mapping, Review and Analysis – National Report: Portugal. YOUNG_ADULLLT Working Papers. Lisbon: University of Lisbon.
- Biesta, G. (2006): “What’s the Point of Lifelong Learning if Lifelong Learning Has No Point? On the Democratic Deficit of Policies for Lifelong Learning”. *European educational research journal*, Vol. 5, n°3 and 4, 169-180.
- Bittlingmayer, U. H., Boutiuc-Kaiser, A., Heinemann, L., Kotthoff, H.-G., Verlage, T. & Walther, A. (2016): Lifelong Learning Policies: Mapping, Review and Analysis – National Report: Germany. YOUNG_ADULLLT Working Papers. Freiburg: University of Education Freiburg.
- Bodenhöfer, H.-J. (2006) Bildungspolitik. In: Dachs, Herbert et al. (ed.) *Politik in Österreich*. Manz, Vienna, p. 653-662.
- Bouillet, D. & Domović, V. (2016): Lifelong Learning Policies: Mapping, Review and Analysis – National Report: Croatia. YOUNG_ADULLLT Working Papers. Zagreb: University of Zagreb.
- Bradley, H. & Devadason, Ranji. (2008). Fractured transition: young adults’ pathways into contemporary labour markets. *Sociology*, 42 (1), pp. 119-136.
- Brannen, J. & Nilsen, A. (2002), Young people’s perspectives on the Future. In Julia Brannen, Suzan Lewis, Ann Nilsen, and Janet Smithson (orgs.). *Young Europeans, Work and Family*, pp. 48-68. Londres: Routledge.
- Castel, Robert (2003). *Transformation of the Social Question*. New Jersey: Transaction Publishers.
- Cook, T. & Scioli, F. 1972: “A Research Strategy for Analyzing the Impacts of Public Policy”, in *Administrative Science Quarterly*, vol. 17, n° 3, 328-339.
- Delors, Jacques (1996): *Learning a treasure within*. Paris: UNESCO.
- EC/OECD (2015). *European cities – the EU-OECD functional urban area definition*. Available online: http://ec.europa.eu/eurostat/statistics-explained/index.php/European_cities_%E2%80%93_the_EU-OECD_functional_urban_area_definition [retrieved April 29, 2016].
- EGRIS (European Group for Integrated Social Research) (2001) Misleading Trajectories: Transition Dilemmas of Young People in Europe. *Journal of Youth Studies* 4(1), 101–118.
- Esping-Andersen, G. 1990: *The three worlds of Welfare Capitalism*, Princeton University Press, Princeton.
- Eurofound (2012) NEETs. Young people not in employment, education or training: Characteristics, costs and policy responses in Europe. Luxembourg: Publications Office of the European Union.

- Eurofound (2014) Mapping youth transition in Europe. Luxembourg: Publications Office of the European Union.
- Fallend, F. (2006) Bund-Länder-Beziehungen. In: Dachs, Herbert et al. (ed.) Politik in Österreich. Manz, Vienna, p. 1024-1049.
- Ferreira, F. I. (2008). “A questão social, o Estado e o mito redentor da acção local: lógicas e tensões presentes nas políticas e no trabalho social”. *Sociedade e Estado*, 23(3), 555-589
- Furlong, A. & Cartmel, F. (2007) *Young People and Social Change: New Perspectives*. Maidenhead: McCraw-Hill/Open University Press.
- Geddes, M. (2005) “Neoliberalism and local governance – cross-national perspectives and speculations”. *Policy Studies*, 26(3/4), 359-377.
- Harvey, D. (2000). *The condition of Postmodernity*. Oxford: Blackwell Publishers Ltd.
- Heinz, W. R., Huikink, J., Swader, C. S. & Weymann, A. (Eds.) (2009). General Introduction. In Heinz, W. R., *The life course reader: individuals and societies across time*. Frankfurt/Main: Campus. pp. 15-30.
- Holzer, Daniela 2004: *Widerstand gegen Weiterbildung. Weiterbildungsabstinenz und die Forderung nach lebenslangem Lernen*. Münster: Lit.
- Ilišin, V. (1999). *Mladi na margini društva i politike*. Zagreb. Alinea
- Ilišin, V., Bouillet, D., Gvozdanović, A., Potočnik, D. (2013). *Youth in a Time of Crisis : First IDIZ – Friedrich-Ebert Stiftung Youth Survey*. Zagreb: Institut za društvena istraživanja u Zagrebu & Friedrich Ebert Stiftung
- Jessop, B. (2004). Critical semiotic analysis and cultural political economy. *Critical Discourse Studies*, Vol. 1 No. 2, pp. 159–174.
- Jessop, B. (2010). Cultural political economy and critical policy studies. *Critical Policy Studies*, Vol. 3 No. 3–4, pp. 336–356.
- Klapka, P., Halás, M. & Tonev, P. (2013). *Functional Regions: Concept and Types*. Available online: https://is.muni.cz/do/econ/soubory/katedry/kres/4884317/41725568/12_2013.pdf [retrieved April 29, 2016].
- Kovacheva, S., Dzhabarova, Y., Miran, P., Madzhurova B., Apostolov, G., Milenkova, V., Stoikova, P. & Topuzova, I. (2016): *Lifelong Learning Policies: Mapping, Review and Analysis – National Report: Bulgaria*. YOUNG_ADULLLT Working Papers. Plovdiv: University of Plovdiv.
- Laboutkóv, Š; Bednřov, P. & Hovorkov V. (2016): “Economic Inequalities and the Level of Decentralization in European Countries: Cluster Analysis”, in *Comparative, Economic Research*, vol. 19, issue 4, Lodz, p. 27-46.
- LLL HUB Project 2016: *Comparative report – The implementation of lifelong learning strategies in Europe: actors, communities and strategies*. EU Lifelong Learning Programme, Brussels.
- Liessmann, Paul 2006: *Theorie der Unbildung. Die Irrtmer der Wissensgesellschaft*. Mnchen: Piper.

- Lowden, K., Valiente, O. & Capsada-Munsech, Q. (2016): Lifelong Learning Policies: Mapping, Review and Analysis – National Report: Scotland. YOUNG_ADULLLT Working Papers. Glasgow: University of Glasgow.
- Mayntz, R. (2004). Governance im Modernen Staat. In Benz, A. (Ed.), Governance –Regieren in komplexen Regelsystemen. Eine Einführung. Wiesbaden: VS Verlag, pp. 65-76.
- Normand, R. (2016): *Epistemic governance of european education – The fabrication of the Homo Academicus Europeanus*, Springer, Switzerland.
- Nussbaum, M. (1999): Der aristotelische Sozialdemokratismus. In: Dies.: Gerechtigkeit oder Das gute Leben. Frankfurt/Main: Suhrkamp, S. 24-85.
- OECD (2002). *Redefining Territories: Functional Regions*. Online: <http://www.google.de/url?sa=t&rct=j&q=&esrc=s&source=web&cd=11&cad=rja&uact=8&ved=0CCAQFjAAOAo&url=http%3A%2F%2Fwww.oecd.org%2Fdataoecd%2F42%2F60%2F15181241.doc&ei=lzXbVLqVHIa7PZzJgKgM&usg=AFQjCNGKh3bbXWU4AtAgKsFjajVAkR124g&bvm=bv.85761416,d.d24> [Accessed May 07, 2015].
- OECD (2014). *OECD Regional Outlook. Regions and Cities: where policies and people meet*. Paris: OECD.
- Pais, J. M. (2001). Ganchos, Tachos e Biscates: Jovens, Trabalho e Futuro. Porto: Ambar.
- Palumbo, M., Benasso, S., Cossetta, A., Migliavacca, M., Siri, A. & Startari, S. (2016): Lifelong Learning Policies: Mapping, Review and Analysis – National Report: Italy. YOUNG_ADULLLT Working Papers. Genoa: University of Genoa.
- Peter, J. (2001), Local Governance in Western Europe. London: Sage.
- Pot, M. & Kazepov, Y. (2016): Lifelong Learning Policies: Mapping, Review and Analysis – National Report: Austria. YOUNG_ADULLLT Working Papers. Vienna: University of Vienna.
- Rambla, X. (2016): Lifelong Learning Policies: Mapping, Review and Analysis – National Report: Spain. YOUNG_ADULLLT Working Papers. Barcelona: Autonomous University of Barcelona.
- Riegel, C. (2016). Bildung, Intersektionalität, Othering. Bielefeld: transcript.
- Rinne, R., Järvinen, T., Kinnari H., Plamper, R., Silvennoinen, H., Tikkanen, J. & Vanttaja M. (2016): Lifelong Learning Policies: Mapping, Review and Analysis – National Report: Finland. YOUNG_ADULLLT Working Papers. Turku: University of Turku.
- Rhodes, R.A.W. (1997). *Understanding Governance. Policy Networks, Governance, Reflexivity and Accountability*. Buckingham: Open University press.
- Ruivo, F. (2002). Localização de Políticas Públicas. Available online : <http://www.ces.uc.pt/publicacoes/oficina/178/178.pdf>

- Schuppert, G. F. (2006). Governance im Spiegel der Wissenschaftsdisziplinen. In: Schuppert, Gunnar Folke (Ed.). *Governance-Forschung. Vergewisserung über Stand und Entwicklungslinien*. Baden Baden: Nomos, 2nd Ed., pp. 371-469.
- Stauber, B. & Parreira do Amaral, M. (2015). *Access to and Accessibility of Education: An Analytic and Conceptual Approach to a Multidimensional Issue.* *European Education* 47, Nr. 1: 11-25. DOI: 10.1080/10564934.2015.1001254.
- Sum, N. L. & Jessop, B. (2013). *Towards a Cultural Political Economy: Putting Culture in Its Place*, Edward Elgar Publishing: Cheltenham.
- The European Network on Inclusive Education & Disability (incluD-ed), "Evaluation Criteria for incluD-ed Good Practices". Available online: www.included.eu/sites/default/files/documents/evaluation_criteria_for_includ-ed_good_practicesok.pdf, [retrieved January 9th, 2017].
- UN CRPD-homepage: <https://www.un.org/development/desa/disabilities/convention-on-the-rights-of-persons-with-disabilities.html>; consulted on February 3rd 2017.
- Vogtenhuber, S.; Gottwald, R.; Lassnigg, L. (2010) Evaluierung von Beschäftigungsmaßnahmen für Jugendliche in Oberösterreich. Studie im Auftrag der Arbeiterkammer Oberösterreich. IHS, Vienna. Accessible online: http://www.equi.at/dateien/IHS-Evaluierung_AKOOE_Nov10.pdf
- Walther, A. (2006) Regimes of youth transitions: Choice, flexibility and security in young people's experiences across different European contexts. *Young* 14 (2), 119-139.
- Walther, A. (2011). *Regimes der Unterstützung im Lebenslauf. Ein Beitrag zum sozialpädagogischen Vergleich*. Opladen: Barbara Budrich.
- West, C. & Fenstermaker, S. B. (1995). Doing Difference. *Gender & Society*, 1/9, 8-37.

ANNEX: Mapping of LLL policies in Europe**LLL Policy Mapping: Austria**

Criterion	Description
Name of policy doc	Back to the Future
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"> • Municipality of Vienna <ul style="list-style-type: none"> - Municipal Department for Health Planning (MA 24) - Municipal Department for Social Affairs (MA 40) - Vienna Employment Promotion Fund (WAFF) - Employment Service (AMS) • Federal Ministry of Labor and Social Affairs
Funding source	<ul style="list-style-type: none"> • 55 % by the Municipality of Vienna (via MA 40 and AMS) • 45 % by the European Social Fund (ESF)
Bibliographic reference	https://www.wien.gv.at/gesundheit/einrichtungen/planung/soziales/backtothefuture.html

Criterion	Description
Name of policy doc	*peppa Mädchenzentrum
Problems	Girls and young women face specific challenging life situations and problems. In particular, problems related to discrimination and gender concepts.
Objectives	Support the social participation of young women, foster their self-determination and increase their opportunities
Solution proposal	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 and advice in difficult situations, regarding educational and professional decisions, apprenticeship or job search, health issues, etc. → Integrated and intercultural approach
Target group	Girls and young women from 10 to 20 years of age in Vienna
Underlying success criteria	Social participation of young women in all societal fields
Governance regime	Caritas Vienna
Funding source	<ul style="list-style-type: none"> • OMV (Austrian oil and gas company) • Ministry for Europe, Integration and Foreign Affairs (BMEIA) • Vienna Health Promotion Service (WIG)

	<ul style="list-style-type: none"> District Ottakring
Bibliographic reference	https://www.caritas-wien.at/hilfe-angebote/asyl-integration/miteinander/maedchenzentrum-peppa/

Criterion	Description
Name of policy doc	Jugendwerkstatt – Zentrum für Berufsorientierung
Problems	Drop-out from the VET system due to premature training or education decisions
Objectives	Increasing young people's awareness of their strengths and capabilities before making decisions about their further training, or educational path.
Solution proposal	Workshops where young people can try out their skills in 27 occupational fields 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 training, social skills training as well as sports and cultural activities.
Target group	Young people from Vienna who have completed compulsory school and are searching for an apprenticeship position or who have dropped out of an apprenticeship.
Underlying success criteria	Reduced drop-out rates from the VET system
Governance regime	<p>The Employment Service (AMS) and the Vienna Employment Promotion Fund (WAFF) commissioned the project. <i>Jugendwerkstatt</i> realizes the following the three education and training providers:</p> <ul style="list-style-type: none"> BFI (education and training institution of the Chamber of Labor) WIFI (education and training institution of the Chamber of Commerce) ipcenter
Funding source	<ul style="list-style-type: none"> Employment Service Vienna Vienna Employment Promotion Fund
Evaluation perspectives (ref)	https://www.oeffentlicherdienst.gv.at/wirkungsorientierte_verwaltung/berichte_service/wfa/ressortberichte/Ressortbericht_BMASK.pdf?5i7xka
Bibliographic reference	http://www.jugendwerkstatt.at/

Criterion	Description
Name of policy doc	Neue Wege
Problems	<ul style="list-style-type: none"> Unemployment The mismatch between skills demand and supply in the labor market
Objectives	Support the professional reorientation and labor market reintegration of young people by improving their professional and social competencies.
Solution proposal	A 12-weeks program that includes information, individual training and assistance during training, job search and the application process.
Target group	Unemployed young people below the age of 25, who are registered with 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 training, do so successfully.
Governance regime	<ul style="list-style-type: none"> • Employment Service • Various training institutions
Funding source	Employment Service
Evaluation perspectives (ref)	
Bibliographic reference	http://www.abzaustria.at/angebote-projekte/abz-neue-wege

Criterion	Description
Name of policy doc	JUST Integration
Problems	<ul style="list-style-type: none"> • Lack of apprenticeship and job positions for young people with disadvantages • Companies having problems to fill certain vacant job positions
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 for 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 are 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 realizes ,in cooperation with various training providers, the Ministry for/of Labor and Social Affairs (BMASK), the Employment Service (AMS) and the Vienna Employment Promotion Fund (WAFF)
Funding source	<ul style="list-style-type: none"> • Employment Service • WAFF • Insolvency Contingency Fund (IEF)
Bibliographic reference	https://www.wien.gv.at/sozialinfo/content/de/10/InstitutionDetail.do?it_1=2100858

Criterion	Description
Name of policy doc	JUBIZ – Jugendbildungszentrum
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. Particular groups at risk are young people with a 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"> • Adult Education Centers (VHS) Vienna • VHS Ottakring
Funding source	Initiative Adult Education: <ul style="list-style-type: none"> • Municipal Department for/of Education and Youth Services (MA 13) • Ministry for/of Education (BMB) • European Social Fund (ESF)
Evaluation perspective (ref)	http://www.ams.at/ooe/service-arbeitsuchende/finanzielles/foerderungen/just-integration-implacementstiftung
Bibliographic reference	http://www.vhs.at/16-vhs-ottakring/jubiz.html

Criterion	Description
Name of policy doc	For you Jugend Braunau
Problems	After completing compulsory school, young people often still lack skills necessary for 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"> • Employment Agency Upper Austria • Association for the Support of Work and Employment (<i>Verein zur Förderung von Arbeit und Beschäftigung</i>, FAB)
Funding source	Employment Agency Upper Austria
Evaluation perspective (ref)	https://www.bmb.gv.at/schulen/unterricht/ba/esl_bericht_time_out_2_21307.pdf?5i81vd
Bibliographic reference	http://www.fab.at/de/unsere-angebote/projects/show/for-you-jugend-braunau.html

Criterion	Description
Name of policy doc	DO IT
Problems	Young people with a lack of 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"> • Employment Service Upper Austria • Association for the Support of Work and Employment (<i>Verein zur Förderung von Arbeit und Beschäftigung</i>, FAB)
Funding source	<ul style="list-style-type: none"> • Employment Service Upper Austria • Regional state of Upper Austria • Municipality of Wels
Evaluation perspective (ref)	
Bibliographic reference	http://www.fab.at/de/unsere-angebote/projects/show/do-it-jugendprojekt-wels.html

Criterion	Description
Name of policy doc	Lehrlings- und Betriebscoaching
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 to coach 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"> • Ministry of Science, Research and Economic Affairs (BMWFW) • Ministry for Labor and Social Affairs (BMASK) • Chamber for Commerce (WKO)
Funding source	<ul style="list-style-type: none"> • Employment Agency (AMS) • Insolvency Contingency Fund (IEF)
Evaluation perspective (ref)	http://www.bmfwf.gv.at/Berufsausbildung/

	LehrlingsUndBerufsausbildung/Documents/Evaluierung %20LLC_LBC_Kurzbericht%20J%C3%A4hner%202014.pdf
Bibliographic reference	http://www.ams.at/service-unternehmen/lehrlinge

Criterion	Description
Name of policy doc	Du kannst was!
Problems	<ul style="list-style-type: none"> People who have only completed compulsory school face a higher risk of becoming unemployed in comparison to higher educated or trained people. A shortage of specialized workers on the Upper Austrian labor market
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"> Chamber of Labor Upper Austria (AK OÖ) Chamber of Commerce Upper Austria (WK OÖ) Regional State of Upper Austria Forum for Adult Education Upper Austria Adult Education Center (VHS) Linz Employment Service (AMS) Trade Union Confederation (ÖGB) Upper Austrian
Funding source	<ul style="list-style-type: none"> European Social Fund (ESF) Ministry of Education (BMB) Regional State of Upper Austria Chamber of Labor Upper Austria (AK OÖ)
Evaluation perspective (ref)	https://webcache.googleusercontent.com/search?q=cache:ukvXBV87FRAJ:https://uniko.ac.at/modules/download.php%3Fkey%3D4321_DE_O%26cs%3D5A22+&cd=8&hl=en&ct=clnk&gl=de
Bibliographic reference	http://www.dukannstwas.at/

Criterion	Description
Name of policy doc	Produktionsschulen
Problems	To dropout from vocational training and vocational education due to demands young people cannot live up.
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 comprises training, theoretical knowledge, coaching, and physical activities. Social skills, like appropriate conduct at the workplace 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 competencies, 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"> • Network for Professional Assistance (NEBA) • Employment Service (AMS)
Funding source	<ul style="list-style-type: none"> • European Social Fund (ESF) • Ministry for Labor and Social Affairs (BMASK)
Evaluation perspective (ref)	http://www.esf.at/esf/wp-content/uploads/Eine-Bestandsaufnahme-der-%C3%B6sterreichischen-Produktionsschulen_LR_2011.pdf
Bibliographic reference	http://www.bfi-ooe.at/bfiweb/produktionsschulen.html

Criterion	Description
Name of policy doc	Berufsausbildungsassistenz
Problems	Dropout and social exclusion of young people with special needs due to missing low-threshold training offers.
Objectives	Prevent dropouts from apprenticeships due to 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"> • Employment Service (AMS) • Service Department of the Ministry of Labor and Social Affairs (SMS)
Funding source	<ul style="list-style-type: none"> • European Social Fund (ESF) • Ministry of Labor and Social Affairs

Evaluation perspective (ref)	http://www.bmwf.gv.at/Berufsausbildung/LehrlingsUndBerufsausbildung/Documents/Endbericht_IBA.pdf
Bibliographic reference	http://www.koordinationsstelle.at/angebotslandschaft/infoblatter/begleitende-unterstuetzung.html

LLL Policy Mapping: Bulgaria

Functional region Plovdiv

Indicators	Description
Name of policy doc	Policies for Youth entrepreneurship
Sector orientation	Youth Policy and Labour Market Policy
Problems addressed	Young people's supposed inability to develop their businesses; High youth unemployment
Objectives	To encourage youth entrepreneurship activities To increase self-employment as a solution to mass unemployment To develop innovative capacity and occupational skills, turning each individual into a knowing, active and motivated person
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

Indicators	Description
Name of policy doc	Youth Guarantee
Sector orientation	Labour market and Educational and training system
Problems addressed	Youth unemployment Lack of key competencies and experience Early leaving of educational system
Objectives	Reduction of youth unemployment through: <ul style="list-style-type: none"> • Job offers • Diminishing early school leaving • Increasing the qualification and experience
Target groups	Young people aged between 15 and 24
Responsible institutions	Ministry of Labour and Social Policy Ministry of Youth and Sport National Labour Agency and its regional structures National European Youth Programmes and Initiatives National Union of Bulgarian Municipalities Centre Labour organisation at national level Regional Educational Inspectorates Schools Workers and employees organisations at national level Professional qualification centres
Proposed	Every person aged 15-24 will have an individual action plan prepared

solutions/activities	by experts, presenting his/her full profile and will receive a qualitative offer of: <ul style="list-style-type: none"> • A job • Continuing of the education • Apprenticeship • Training
Criteria for success/main outputs	Rate of youth unemployment Rate of youth neither in employment nor education and training
Time period	2014-2020

Indicators	Description
Name of policy doc	UNIVERSITY STUDENTS TRAINING PRACTICES
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	To improve the quality of education in general; To facilitate the transition from educational institutions to the labor market; To support and encourage the development of stable partnerships between educational institutions and businesses; To provide some preconditions for updating the curricula according to the needs of the labor market; To establish sustainable mechanisms for the creation of vocational skills in a real working environment for university graduates which to enable their immediate inclusion in the labor market.
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	Encouraging students to participate in additional practical training in a real working environment; Increasing the students' incentives to prepare themselves to meet concrete labour market requirements; Exchanging information and activities in-between the educational institutions and the companies.
Criteria for success/main outputs	Strict organization and coordination between the involved parties; Regular monitoring of the implementation of the curricula; Assessment of the project outputs provided on year and project period base
Time period	2007-2013; 2014-2020
Bibliographic ref	http://career.swu.bg/index.php?option=com_content&view=article&id=11&Itemid=144

Functional Region Blagoevgrad

Indicators	Description
Name of policy doc	LIFELONG LEARNING HUB – LLL-HUB
Problems addressed	<ul style="list-style-type: none"> • to have a comprehensive overview of the implementation of European lifelong learning strategies in each region. • to elaborate policy recommendations to improve the

	<p>implementation of lifelong learning at all levels</p> <ul style="list-style-type: none"> to implement long-term vision is for the LLL-Hub to become an online observatory on lifelong learning.
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>LLL-LABS: Partners launched the LLL-Labs, a research phase led in all partners for whom a standardized methodology was established. The research builds on available resources and various stakeholders' feedback (desk research, collecting of best practices, learners' storytelling) to have a comprehensive overview of the implementation of European lifelong learning strategies in each region.</p> <p>LLL-AGORA: The last phase of the project consists in trans- national pooling of expertise making a comparative analysis of critical factors, identifying common challenges and elaborating policy recommendations to improve the implementation of lifelong learning at all levels.</p> <p>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 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
Bibliographic ref	https://issuu.com/lll-hub/docs/lll-hub_comparative_report_final_we

Indicators	Description
Name of policy doc	NEW MODELS IN WORK-BASED LEARNING
Problems addressed	<ul style="list-style-type: none"> Creating environment for sustainable program that will enable participants to move from adolescence into adulthood as productive workers; Fostering the creation of a cross-national system (recommendations and guidelines) that will achieve these purposes; Addressing the issues at a policy level to improve access and success of WBL.
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 labour market/ education/training issues
Responsible institutions	IVET schools; Companies; Intermediary organization - chambers, unions and other associations
Proposed solutions/activities	<ol style="list-style-type: none"> 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"> • Developed three different flexible WBL models that take into account specific regional environment, sectoral need and local development strategies; • Straightened ties with industries to be more involved in the shaping young adult occupational career.
Time period	2015 – 2018
Bibliographic ref	http://newwbl.eu/partners/

Indicators	Description
Name of policy doc	UNIVERSITY STUDENTS TRAINING PRACTICES
Problems addressed	Improving the quality of education and training according to the needs of the labour 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"> • 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.
Target groups	<ul style="list-style-type: none"> • All students registered in the Register of current and discontinued students and Ph.D. students supported by the Ministry of Education and Science. • Academic mentors that are the university teachers - a project partner responsible for the 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	<ul style="list-style-type: none"> 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 labour market.
Criteria for success/main outputs	<ul style="list-style-type: none"> 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 labour market.
Time period	2007-2013; 2014-2020
Bibliographic ref	http://career.swu.bg/index.php?option=com_content&view=article&id=11&Itemid=144

Policy documents for the mapping of LLL policy in Bulgaria

Structural policies	Documents	Policies/Programs	Level of implementation
Lifelong Learning Policy	National Strategy for Continuing Vocational Training (2005-2010)		national
	National Strategy for Lifelong Learning (2008–2013)		national
	National Strategy for Lifelong Learning for the period 2014-2020		national
		Operational Program “Science and Education for Intelligent Growth” (2014-2020)	national, regional
	Reform paper “Bulgaria 2020”		national
	National Strategy for Reduction of Early School Leaving (2013–2020)		national
	National Reform Programme “Bulgaria 2020”		national
	National Strategy to promote and improve literacy skills (2014–2020)		national
	Strategy for Educational Integration of Children and students from ethnic minorities (2015-2020)		national
		Project “lifelong learning hub” (2013-2016)	regional
		Project “new models in work-based learning” (2015 – 2018)	regional
		Project “University students training practices” (2013-2015)	national, regional
		Regional Plans for Active Youth (RePLAY)	regional
		Project “New opportunity for my future”	regional
		Project “School Still Plays”	regional
		Project “Together in	regional

		differences – the school and the kindergarten in the regime of intercultural education and training”	
Educational Policy	Vocational Education and Training Act (last amendment 2015)		national
	National Education Act (last amendment 2016)		national
	Higher Education Act (last amendment 2016)		national
	Act on recognition of professional qualifications		national
	Community Centres Act		national, regional
	Strategy for Higher Education development in the Republic of Bulgaria for the period 2014 to 2020		national
	Strategy for the Development of Vocational Education and Training in the Republic of Bulgaria for the period 2015-2020		national
Labour Market Policy	National Youth Strategy (2010-2020)		national
	National Employment Action Plan		national
	National Implementation Plan for European Youth Guarantee (2014-2020)		national
	National Reform Program (2015)		national
	The Employment Promotion Act		national
	The Labor Code (updated 2011)		national
	The National Development Program - Bulgaria (2020)		national
	The National Strategic Reference Framework (2007-2013)		national
	The Convergence Program of the Republic of Bulgaria for (2016-2019)		national
		Operational Program “Human Resources Development” (2014-2020)	national, regional
		Project "Young against youth unemployment" under the "Erasmus +"	regional
		Project "Career Start"	regional
		Project “My first job”	regional
Social Policy	The Social Insurance Code (adopted in 2000)		national
	The National Strategy to Reduce Poverty and Promote Social Inclusion (2014-2020)		national
	The Social Insurance Code (2000)		national
		Operational Programme "Human Resources	national, regional

		Development" (2014-2020)	
		Strategy for Development of Social Services (2011 – 2015)	regional
		Regional Strategy for the Development of Social Services in Blagoevgrad FR (2016 - 2020)	regional
Youth Policy	The National Youth Strategy (2010-2020)		national
	The Law on Youth (2012)		national
	The National Youth Program (2016-2020)		national
	National Strategy for Young People (2010-2020)		national
	National Youth Guarantee Implementation Plan (2014-2020)		national, regional
		The Youth Policy Strategy of the Town of Plovdiv (2010-2020)	regional
		Plan for Implementation of the National Youth Strategy (2010-2020)	regional

LLL Policy Mapping: Croatia

Name of policy doc	Labour Act
Date	2014
Level (e.g. National, regional etc.)	National
Source (e.g. Govt, academic, etc.)	Croatian Government and Parliament
Focus/ field objectives	This Act regulates employment in the Republic of Croatia unless otherwise specified by another law or treaty concluded and ratified by the Constitution, and proclaimed.
Core problems	WORKING REGULATIONS, such as: <ul style="list-style-type: none"> fundamental obligations and rights arising from the employment relationship the minimum employment age the employer's obligations to protect the life, health, and morals of workers prohibition of any discrimination etc.
Means	Its aim is to: <ul style="list-style-type: none"> increase the number of people employed create a legal framework that enables employers to develop more flexible business models and to adapt to market demands, while maintaining employee protection and combating the grey economy. The main amendments are: <ul style="list-style-type: none"> greater flexibility in working hours

	<ul style="list-style-type: none"> easier cancellation of employment contracts in certain cases Encouraging atypical forms of employment.
Solution proposals	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.
Key actors	Government Croatian Employment Service Employers and employees Different national institutions
Target groups	Whole population (between 15 and 65 years)
Success criteria	Employment rate
Evaluation perspectives	National and regional statistics on employment rate
Mutual compatibility and integration (with other policies/areas)	A basic Act that should be respected for all actors in the Croatian labour market area.
Other comments/ overview	-
Bibliographic ref	Labour Act, <i>Official Gazette</i> 93/14

Name of policy doc	Act on Job Placement and Unemployment Insurance
Date	2008
Level (e.g. National, regional etc.)	National
Source (e.g. Govt, academic, etc.)	Croatian Government and Parliament
Focus/ field objectives	Employment policy, promotion of employment and employment services.
Core problems	<p>This Act regulates:</p> <ul style="list-style-type: none"> mediation in employment vocational guidance educational activities aimed at increasing the labour employability insurance in the event of unemployment labour market active operations aimed at providing incentives for physical and professional mobility of labour and new employment and self-employment sources of funds for operations of the Croatian Employment Service the organization, management, and implementation of activities of the Employment Service.
Means	To reduce the unemployment rate in Croatia.
Solution proposals	Determines mediation, vocational training and education with aims of a greater level of employment, unemployment insurance, promotion of professional mobility, the source of financing for the Employment Council and the composition and workings of the Council.
Key actors/ organisations	<ul style="list-style-type: none"> the Croatian Employment Service Legal and physical persons who conduct the activities of market and public surveys, and advisory activities (shall carry out the activities of mediation in employment) Secondary school institutions may only conduct the activities of mediation in employment for the occasional employment of full-time secondary school students

Target groups	The Act refers to the unemployed and employed job-seekers, employers and other persons seeking information and advice on employment conditions and options.
Success criteria	The unemployment rate
Evaluation perspectives	National and regional statistics on employment rate
Mutual compatibility and integration (with other policies/areas)	Integration with employability and social equity policies
Other comments	-
Bibliographic ref	Act on Job Placement and Unemployment Insurance, <i>Official Gazette</i> 80/08; 94/09; 121/10; 25/12; 118/12; 12/13; 153/13; 153/13

Name of policy doc	Employment Promotion Act
Date	2012
Level (e.g. National, regional etc.)	National
Source (e.g. Govt, academic, etc.)	Croatian Government and Parliament
Focus/ field objectives	The main objective of this Act is to strengthen the employability and employment promotion of long-term unemployed persons.
Core problems	The act regulates incentives for employers when hiring unemployed persons with no previous work experience in the profession they were trained for and long-term unemployed persons.
Means	The pension system introduces three new categories of beneficiaries through: <ul style="list-style-type: none"> • employment of unemployed persons with no previous work experience in the profession they were trained for and long-term unemployed persons • vocational training for work without employment and • seasonal work in agriculture.
Solution proposals	The Act regulates benefits for employment of unemployed persons and vocational training for work.
Key actors/ organisations	Croatian Pension Insurance Institute Tax administration Croatian Employment Service State Inspectorate Employers and employees
Target groups	Unemployed persons with no previous work experience in the profession they were trained
Success criteria	The unemployment rate
Evaluation perspectives	National and regional statistics on employment rate
Mutual compatibility and integration (with other policies/areas)	Integration with employability and social equity policies
Other comments	-
Bibliographic ref	Employment Promotion Act, <i>Official Gazette</i> 57/12; 120/12

Name of policy doc	Act on Contributions
Date	2008
Level (e.g. National, regional etc.)	National
Source (e.g. Govt, academic, etc.)	Croatian Government and Parliament
Focus/ field objectives	This Act prescribed the rules of payment of contributions arising from labour relations
Core problems	Among other things, the Act regulates fiscal benefits for employers offering permanent employment to the youth.
Means	Promoting youth employment.
Solution proposals	Employers are relieved from paying salary contributions for such a person of 17.2% during a period of five years.
Key actors/ organisations	Government Employers and employees Croatian Pension Insurance Institute Croatian Health Insurance Institute
Target groups	Whole employed population (between 15 and 65 years)
Success criteria	Reduction of youth unemployment
Evaluation perspectives	-
Mutual compatibility and integration (with other policies/areas)	A basic Act that should be respected by all actors in the Croatian labour market area.
Other comments	-
Bibliographic ref	Act on Contributions, <i>Official Gazette</i> 84/08; 152/08; 94/09; 18/11; 22/12; 148/13; 41/14; 143/14

Name of policy doc	The Croatian Qualifications Framework Act
Date	2013
Level (e.g. National, regional etc.)	National
Source (e.g. Govt, academic, etc.)	Croatian Government and Parliament
Focus/ field objectives	This Act shall establish the Croatian Qualifications Framework (CROQF) and stipulate its implementation. The Act shall stipulate the referencing of the CROQF to the European Qualifications Framework (EQF) and self-certification of the CROQF against the Qualifications Framework for the European Higher Education Area, as well as its indirect referencing to the national qualifications frameworks of other countries.
Core problems	As key public, political and legislative framework, opening a door to the development and implementation of recognition of prior learning in Croatia.
Means	The CROQF qualifications classifies according to their levels and types. Qualifications shall be full and partial. Types and titles of qualifications in the CROQF stipulates according to special regulations.
Solution proposals	The Act 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. 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 competencies, 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. 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.
Key actors/ organisations	Bodies and stakeholders in the development and implementation of the CROQF shall be as follows: <ul style="list-style-type: none"> • the National Council for Development of Human Potential • the Ministry responsible for education and science • the Ministry responsible for labour • the Ministry responsible for regional development • Sectoral Councils.
Target groups	All formal and informal learners.
Success criteria	The number of qualifications in the Register.
Evaluation perspectives	-
Mutual compatibility and integration (with other policies/areas)	This Act closely connects with all LLL policies.
Other comments	-
Bibliographic ref	The Croatian Qualifications Framework, <i>Official Gazette</i> 22/13; 41/16.

Name of policy doc	Guidelines for the development and implementation of active policy of employment in the Republic of Croatia for the period 2015 – 2017
Date	2014
Level (e.g. National, regional etc.)	National
Source (e.g. Govt, academic, etc.)	Croatian Government
Focus/ field objectives	The document contains a series of active labour market policy measures aimed at unemployed persons who are disadvantaged in the labour market, and at employers that need assistance with preservation of jobs.
Core problems	The document is directed to supporting the employment of persons holding an unfavourable position in the labour market, and to encouraging self-employment and the development of activation of persons at risk of social exclusion.
Means	The aim is to increase employment rates of disadvantaged groups in the labour market, improve the competitiveness of employers, increase the professional, geographical and educational mobility of labour force and ensure a good match between demand and supply in the labour market.
Solution proposals	The document emphasises the importance of creating a high quality data on labour market needs that also refers to the prediction of future needs and are an important basis for implementing lifelong career guidance activities as a means of support for individuals at any point in their lives

	<p>when making decisions about choosing an occupation, education, training or employment.</p> <p>The document, for example, offers:</p> <ul style="list-style-type: none"> • financial support for the employment of young people without work experience • education of unemployment persons • different kind of individual counselling and consultations • assessment of personal competencies • etc.
Key actors	Croatian Employment Service Croatian Chamber of Economy
Target groups	youth, long-term unemployed, older workers and women
Success criteria	Number of employed youth
Evaluation perspectives	National statistical data
Mutual compatibility and integration (with other policies/areas)	The document was drafted on the basis of an analysis of the current situation in the Croatian labour market and relevant strategic documents in the field of employment.
Other comments/ overview	-
Bibliographic ref	<i>Guidelines for the development and implementation of the active policy of employment in the Republic of Croatia for the period 2015 – 2017</i> (2014). Zagreb: Croatian Government

Name of policy doc	Guarantee Implementation Plan
Date	2014
Level (e.g. National, regional etc.)	National
Source (e.g. Govt, academic, etc.)	Croatian Government
Focus/ field objectives	The plan for access and monitoring persons having the NEET status (young persons who are not employed, in education or training)
Core problems	To support and facilitate the transition of youth from the education to the labour market.
Means	The document 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.
Solution proposals	<p>Particular attention was given to:</p> <ul style="list-style-type: none"> • quality vocational guidance for youth • lifelong learning, counselling 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.
Key actors/ organisations	Croatian Government Croatian Employment Service
Target groups	youth with NEET status

Success criteria	Reduction of youth unemployment
Evaluation perspectives	National and regional statistics on employment rate
Mutual compatibility and integration (with other policies/areas)	Integration with employability and social equity policies
Other comments	-
Bibliographic ref	<i>Youth Guarantee Implementation Plan (2014)</i> . Zagreb: Ministry of social welfare and youth. http://www.mrms.hr/plan-implementacije-garancije-za-mlade/

Name of policy doc	Strategy for Lifelong Guidance and Career Development in the Republic of Croatia (2016 – 2020)
Date	2015
Level (e.g. National, regional etc.)	National
Source (e.g. Govt, academic, etc.)	Croatian Government
Focus/ field objectives	The document 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.
Core problems	<ul style="list-style-type: none"> • enable access to Lifelong Career Guidance (LCG) services and information • provide high quality and efficient LCG services • provide LCG for all target groups • professionalise LCG counsellors • establish career centres • enable the acquisition of Career Management Skills (CMS) • raise awareness of the importance of LCG
Means	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 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.
Solution proposals	<p>1. ESTABLISHMENT OF AN LCG SYSTEM</p> <p>1.1. Establish an institutional model for provision of LCG services</p> <p>1.2. Identify roles/responsibilities of all service providers</p> <p>1.3. Develop the role of the Forum for Lifelong Career Guidance as a strategic body that deliberates further development of LCG and monitors the implementation of LCG services</p> <p>2. ENCOURAGING LCG ACCORDING TO LABOUR MARKET AND ECONOMY NEEDS</p> <p>2.1. Define labour market needs/labour market analysis</p> <p>2.2. Develop LCG services according to labour market and economic needs</p> <p>3. QUALITY ASSURANCE IN LCG SERVICES</p>

	<p>3.1. Establish a quality assurance system of LCG services</p> <p>3.2. Establish a quality assurance and monitoring system of all service providers/service evaluation</p> <p>3.3. Professionalization of LCG counsellors</p> <p>3.4. Develop a system for monitoring and evaluation of LCG services</p> <p>4. RAISE AWARENESS OF THE NEED FOR LCG AND DEVELOPMENT OF CMS</p> <p>4.1. Raise awareness and knowledge of the importance of LCG and labour market trends</p>
Key actors	Forum for Lifelong Career Guidance in the Republic of Croatia was founded on 24 March 2014 by the Decision of the Minister of Labour and Pension System as an interdepartmental body with the goal of ensuring effective coordination of participation of all relevant stakeholders in providing LCG through agreed tasks, activities, responsibilities and continuous dialogue.
Target groups	<ul style="list-style-type: none"> • primary and secondary school pupils • students, doctoral students, and post-doctoral researchers • adults that seek career advice (unemployed, employed, self-employed) • employed, employers, unions and stakeholders (schools, universities, adult education institutions, employers, unions, NGOs, local self-governance units)
Success criteria	The quality and quantity of collected data
Evaluation perspectives	Since the Strategy improves LCG system at all levels, it is important to regularly collect and analyse data on implementation of measures and interventions, to obtain indicators of the level of progress towards the set goals and achieved results. Through evaluation system, implemented interventions are evaluated regarding adequacy of the measures, implementation, and results achieved. The goal is to determine whether the interventions meet a series of internationally recognized criteria, such as efficiency, relevance, impact, and sustainability. Monitoring and evaluation system should include changes in the environment, i.e. unforeseen circumstances arising during implementation of measures to adapt measures to changed circumstances.
Mutual compatibility and integration (with other policies/areas)	The document connects with social, labour market and educational policies.
Other comments	-
Bibliographic ref	<i>Strategy for Lifelong Guidance and Career Development in the Republic of Croatia - 2016 – 2020</i> (2015). Zagreb: Croatian Government.

Name of policy doc	Primary and Secondary School Education Act
Date	2008
Level (e.g. National, regional etc.)	National
Source (e.g. Govt, academic, etc.)	Croatian Government and Parliament
Focus/ field objectives	Primary and secondary education
Core problems	Primary education begins with enrolment into the first grade. It is compulsory for all children, in general, it lasts from age six to fifteen, and

	<p>for students with multiple disabilities it lasts longer but not longer than the age of 21. Primary education lasts eight years and provides knowledge and skills for continuing education.</p> <p>After completing primary education, students have the opportunity to continue their education in secondary schools that are not mandatory. The right of enrolment into the first year of secondary education have all students on equal terms but within the number of places established by the decision on enrolment for each school year, which has been passed by the Minister of Education annually.</p>
Means	The legislative frame for the primary and secondary schools in Croatia.
Solution proposals	Among other things, the Act regulates the cooperation of schools and employment services and other institutions to provide timely information and vocational guidance of pupils and professional development of teachers.
Key actors	Ministry for/of education and science schools
Target groups	pupils and students
Success criteria	-
Evaluation perspectives	-
Mutual compatibility and integration (with other policies/areas)	The Primary and Secondary School Edu Act is a basic educational act in Croatia.
Other comments	-
Bibliographic ref	Primary and Secondary School Education Act, <i>Official Gazette</i> 87/08; 86/09; 92/10; 105/10; 90/11; 5/12; 16/12; 86/12; 126/12; 94/3; 152/14

Name of policy doc	Vocational Education Act
Date	2009
Level (e.g. National, regional etc.)	National
Source (e.g. Govt, academic, etc.)	Croatian Government and Parliament
Focus/ field objectives	Vocational education and training (VET)
Core problems	VET activities are carried out according to the provisions of this Act and special provisions, as well as Act regulating secondary education unless it is stipulated differently by this Act. VET activities for adults are carried out according to the/compliant with the provisions of this Act and Act regulating adult education.
Means	The Act regulates secondary vocational education, training, and professional development, as an activity that enables the development and acquisition of the necessary competencies to acquire vocational qualifications.
Solution proposals	Duration of vocational education in secondary schools depends primarily on the type of curriculum and can last from one to five years. After finishing secondary vocational schools, depending on the completion of the programme, a student can be included in the labour market or fulfil certain conditions to continue his education at secondary or tertiary level. Vocational education provides knowledge, skills, and competencies

	required for the labour market with the aim of the professional recognition of qualifications, which also offers the possibility of progress in future education.
Key actors	Ministry for education and science Agency for Vocational Education and Training schools
Target groups	young adults adults
Success criteria	-
Evaluation perspectives	-
Mutual compatibility and integration (with other policies/areas)	The Adult Education Act, the Public Open University Act
Other comments	-
Bibliographic ref	Vocational Education Act, <i>Official Gazette</i> , 30/09; 24/10; 22/13

Name of policy doc	Scientific Activity and Higher Education Act
Date	2003
Level (e.g. National, regional etc.)	National
Source (e.g. Govt, academic, etc.)	Croatian Government and Parliament
Focus/ field objectives	The systems of science and higher education are regulated by this Act.
Core problems	The Act 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.
Means	Science and higher education present activities of special interest for the Republic of Croatia and are constituent parts of the international, particularly European, scientific, artistic and educational space.
Solution proposals	Higher education is organised according to the system of transferable points and has three levels: 1) undergraduate courses, which typically last for three to four years and bring 180 to 240 ECTS points. Undergraduate courses provide students with training for graduate courses and the possibility of finding employment in certain specialised jobs. Upon the completion of the undergraduate courses, students are awarded the academic title baccalaureus or baccalaurea, with their profession also indicated, unless the law specifies otherwise 2) graduate courses, which typically last for one or two years, bring 60 to 120 ECTS points 3) postgraduate courses can be taken after completing a graduate university course – they typically last for three years, and the academic title doctor of science (dr.sc.) or doctor of arts (dr.art) is awarded upon completion. The university can also offer postgraduate specialist courses which last for one to two years, by which one can acquire the title of a specialist (spec.) in a certain specialist field.

	<p>Professional degree courses are offered at polytechnics and independent schools of professional higher education but also at universities. Professional degree courses last for two to three years and bring 120 to 180 ECTS points upon completion. Upon completion of a professional degree course, the students are awarded the title professional baccalaureate, with the indication of the profession. Polytechnics and schools of professional higher education can organise a specialist professional graduate degree course for people who have completed a professional degree course or an undergraduate university course. The specialist professional graduate degree course lasts for one to two years after which the title of specialist of a certain profession (spec.) is awarded.</p> <p>Citizens of the Republic of Croatia and persons of Croatian nationality domiciled outside the Republic of Croatia, as well as foreign nationals and stateless persons permanently residing in Croatia, have the right to enrol in a course of study under equal conditions. Foreign nationals and stateless persons who are not permanently residing in the Republic of Croatia have the right to enrol in a course of study under the terms set by the Ministry, by intergovernmental agreements and treaties. The Ministry decides on the level of tuition fees. Students who are foreign nationals, and who will pursue their studies with the status of a full-time student, pay annual tuition fees that are no more than three times higher than those of a full-time study (unless differently specified by a treaty). In private schools, all categories of students bear the costs of their tuition fees.</p>
Key actors	Ministry of Science and Education Higher institutions
Target groups	students
Success criteria	-
Evaluation perspectives	-
Mutual compatibility and integration (with other policies/areas)	-
Other comments	-
Bibliographic ref	Scientific Activity and Higher Education Act, <i>Official Gazette</i> , 123/03; 198/03; 105/04; 174/04; 02/07; 45/09; 63/11; 94/13; 101/14; 60/15

Name of policy doc	Adult Education Act
Date	2007
Level (e.g. National, regional etc.)	National
Source (e.g. Govt, academic, etc.)	Croatian Government and Parliament
Focus/ field objectives	The Act defines 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 ⁹ as a tool for designing and

⁹ See Chapter 2.1.1: Labour Market Policies.

	approving formal programmes and licensing institutions for adult education.
Core problems	<p>Adult education comprises the entire process of adult learning with the purpose of:</p> <ul style="list-style-type: none"> • exercising the right to an unrestrained development of personality • training for employability: earning qualifications for a first-time career, professional retraining, acquiring and expanding vocational knowledge, skills and abilities • enabling one for civic participation.
Means	Adult education is part of the unique education system of the Republic of Croatia.
Solution proposals	<p>Adult education encompasses such educational programmes enabling/that enable adults to enhance their knowledge of and skills in:</p> <ul style="list-style-type: none"> • reading, writing, and mathematical operation • mastery of their mother tongue and foreign languages • mastery of information/communication technologies • working within their given profession • entrepreneurship and management • creative expression and participation in arts and cultural events • the responsible practice of basic civic rights and duties and awareness of active civic participation • protection/ preservation of the environment, special social skills and abilities, as well as other types of knowledge, skills and abilities. <p>Adult education programmes are adapted to the age, previous education, knowledge, skills and abilities of adults.</p>
Key actors	Adult education may be conducted by adult learning centres [public open universities], primary schools, secondary schools, higher education institutions, foreign language schools, institutions which accommodate and look after the welfare of persons with special needs, correctional and other institutions.
Target groups	youth, young adult, adult
Success criteria	-
Evaluation perspectives	-
Mutual compatibility and integration (with other policies/areas)	The Vocational Education Act The Public Open University Act
Other comments	-
Bibliographic ref	Adult Education Act, <i>Official Gazette</i> , 17/07; 107/07; 24/10

Name of policy doc	Public Open University Act
Date	1997
Level (e.g. National, regional etc.)	National
Source (e.g. Govt, academic, etc.)	Croatian Government and Parliament
Focus/ field objectives	This law regulates the establishing and functioning of open universities.

Core problems	Open universities 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 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.
Means	Open universities offer to students educational programmes, vocational training and additional training programmes, elementary, high school and secondary school programmes, cultural and publishing programmes, programmes of lifelong learning, development and international projects, as well as other programmes.
Solution proposals	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.
Key actors	Ministry for education and science Agency for Vocational Education and Training Open universities
Target groups	youth, young adults, adults
Success criteria	-
Evaluation perspectives	-
Mutual compatibility and integration (with other policies/areas)	The Vocational Education Act The Adult Education Act
Other comments	-
Bibliographic ref	Public Open University Act, <i>Official Gazette</i> , 54/97; 109/99; 139/10

Name of policy doc	Strategy of Education, Science, and Technology – New Colours of Knowledge
Date	2014
Level (e.g. National, regional etc.)	National
Source (e.g. Govt, academic, etc.)	Croatian Government and Parliament
Focus/ field objectives	Modernisation of the Croatian educational system.
Core problems	<p>The <i>Strategy</i> 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:</p> <ul style="list-style-type: none"> • 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

	<ul style="list-style-type: none"> improving the system of continuing professional development of educational staff Enhancing the application of information and communication technologies (ICT) in education and learning.
Means	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.
Solution proposals	<p>Four objectives have been identified in the area of adult education:</p> <ul style="list-style-type: none"> 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.
Key actors	Ministry for education and science all actors in the education system
Target groups	children, youth, young adults, adults, whole society
Success criteria	-
Evaluation perspectives	-
Mutual compatibility and integration (with other policies/areas)	All educational legislation, strategies, and policies.
Other comments	The implementation of the Strategy is still at the very beginning.
Bibliographic ref	Strategy of Education, Science, and Technology – New Colours of Knowledge, <i>Official Gazette</i> , 124/14

Name of policy doc	Development of Vocational Education and Training Programme – VET (2016 – 2020)
Date	2016
Level (e.g. National, regional etc.)	National
Source (e.g. Govt, academic, etc.)	Croatian Government
Focus/ field objectives	It is a strategic document based on the <i>Strategy of Education, Science, and Technology</i> , which envisages changes in the system of vocational education for full-time students and in acquiring professional qualifications in the system of adult education.
Core problems	<p>Priority 1. Improving the relevance of VET about the labour market</p> <p>Priority 2. Improving the quality of VET</p> <p>Priority 3. Promoting excellence, attractiveness, and inclusiveness of VET</p> <p>Priority 4. Internationalization of VET, encouraging international mobility of students and teachers</p>
Means	This document plans gradual changes in the VET system (initial VET as well as the attainment of VET qualifications within the adult education system) by making use of everything within the system recognized as

	good, without endangering the quality of the already implemented measures, and by achieving the best possible results with targeted investments for the development of the system.
Solution proposals	<p>The Republic of Croatia will develop high-quality and accessible IVET which society, primarily students and their parents, recognises as an attractive option which enables the attainment of key and specific vocational competencies. The implementation of this type of VET will be followed by investments in high-quality, relevant and rational infrastructure, and will be based on the high relevance of vocational qualifications on the labour market and defined paths for the continuation of education and training. A key role in the implementation will be given to highly qualified teachers who will receive permanent support in their professional development. The VET developed will be flexible and inclusive, based on learning outcomes, innovative learning, and teaching methods, as well as partnerships with all stakeholders, especially employers. A transparent qualifications system will be developed which allows the gaining and transfer of learning outcomes, recognition of qualifications and acquired competences in international mobility, while the opportunities for international mobility of learners and teachers in VET will be increased. Through the changes planned by this document the Republic of Croatia has defined the vision of VET until 2020 which will be directed towards quality and efficiency; which will be attractive, innovative and relevant, linked with the labour market and which will enable the attainment of competences for personal and professional development, continuation of education and lifelong learning. Vocational education and training will be planned and implemented according to the following principles:</p> <ul style="list-style-type: none"> • Quality assurance which will increase the transparency of VET, strengthen confidence in the system and lifelong learning • Partnerships which will ensure and promote the inclusion of all stakeholders in all phases of planning, implementation, and monitoring of VET • Inclusion, which will strengthen the importance of VET in reducing the risk of social exclusion of vulnerable and underrepresented groups • Relevance, which will ensure that VET is based on analyses of labour market needs, continuation of education as well as personal development • Focus on learning outcomes and developing competencies for successful inclusion in the labour market and lifelong learning • Coherence relating to different levels and types of education and training.
Key actors	Agency for Mobility and EU Programmes Agency for Vocational Education and Training and Adult Education Croatian Chamber of Economy Croatian Chamber of Trades and Crafts Croatian Employers' Association European Centre for the Development of Vocational Training Croatian Employment Service
Target groups	youth
Success criteria	Each measure has their own evaluation's method and criteria.
Evaluation perspectives	-

Mutual compatibility and integration (with other policies/areas)	Strategy of Education, Science, and Technology (2014) Strategy for Innovation Encouragement of Croatia 2014-2020 (2014) Smart Specialisation Strategy of Croatia 2016-2020 (2016) Strategy for Development of Adult Education (2007) Primary and Secondary School Education Act (2008) Vocational Education and Training Act (2009) Agency for VET and Adult Education Act (2010) Crafts and Trades Act (2013) etc.
Other comments	The implementation of this document is at the very beginning.
Bibliographic ref	Development of Vocational Education and Training Programme (2016.-2020.), https://vlada.gov.hr/UserDocsImages/Sjednice/2016/41%20sjednica%20Vlade/41%20-%20202.pdf

Name of policy doc	Social Welfare Act
Date	2013
Level (e.g. National, regional etc.)	National
Source (e.g. Govt, academic, etc.)	Croatian Government and Parliament
Focus/ field objectives	Includes relevant EU Directives, and determines activities of social care, principles, financing, rights and social services in the system of social care, and procedures for obtaining them, users, content and employment in social care, databases, supervision, and inspection.
Core problems	The main features of the Croatian welfare state are three pillars of the pension system; partly privatised healthcare provision with private insurance for part of the population – income test, and an employment policy with the involvement of private organisations as mediators on the labour market. Although the share of social costs in GDP is relative, entrepreneurs and some conservative economists are firm in their opinion that labour force is very expensive and that the country is not sufficiently competitive to attract foreign investments because of a high level of social contributions paid from salaries. Croatia has comparatively low shares of social costs in GDP in relation/compared to new EU member states from Central Europe.
Means	Social welfare implies organised activities of public interest for the Republic of Croatia with the aim of providing assistance to socially disabled persons and persons in unfavourable personal and family situations. It includes prevention, promoting change, helping fulfil basic needs and supporting the individual, family, and groups, to improve the quality of life and empower its beneficiaries into independently fulfilling their basic needs and their active involvement in society.
Solution proposals	The number of young people finding themselves at risk of social exclusion requires the 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. 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 cooperation places great challenges before social welfare centres as they lack the 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.
Key actors	Ministry of social welfare and youth Centres for social welfare Social institutions NGOs
Target groups	youth in the NEET status and other population in social welfare need
Success criteria	-
Evaluation perspectives	-
Mutual compatibility and integration (with other policies/areas)	All social policies
Other comments	-
Bibliographic ref	Social Welfare Act, <i>Official Gazette</i> , 157/13; 152/14; 99/15; 52/16

Name of policy doc	National Youth Programme for the period 2014 -2017
Date	2014
Level (e.g. National, regional etc.)	National
Source (e.g. Govt, academic, etc.)	Croatian Government
Focus/ field objectives	This is the third consecutive strategic document for youth in the Republic of Croatia. The aim of this <i>National Programme</i> 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 to provide optimum social integration.
Core problems	<ul style="list-style-type: none"> • education, professional development, and training in the context of lifelong learning • employment and entrepreneurship • health and health protection • 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
Means	The document has seven priority areas, 19 objectives, 40 measures and 118 tasks. In comparison with the National Youth Program 2009-2013 where there was also seven priority areas, 52 objectives and 53 measures, this version seems much more realistic.

Solution proposals	<p>One of its priorities was attached to social welfare and youth inclusion. The main aims of that area are:</p> <ul style="list-style-type: none"> • to determine and systematically use categories of risk of social exclusion to collect information on youth • 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 • to improve the system of support for youth at risk of social exclusion.
Key actors	<p>Ministry of social welfare and youth local and regional authorities youth NGOs</p>
Target groups	youth
Success criteria	Each measure has its own success criteria
Evaluation perspectives	Reports on the realisation of the Programme
Mutual compatibility and integration (with other policies/areas)	All above-mentioned labour market and educational documents and laws.
Other comments	-
Bibliographic ref	National Youth Action Programme (2014-2017). Zagreb: Ministry of Social Welfare and Youth. http://www.mspm.hr/istaknute-teme/mladi-1683/nacionalni-program-za-mlade/1848

Name of policy doc	National Roma Inclusion Strategy 2013 -2020
Date	2012
Level (e.g. National, regional etc.)	National
Source (e.g. Govt, academic, etc.)	Croatian Government
Focus/ field objectives	This Strategy constitutes an attempt to define robust measures which will be clearly focused and directed toward existing social and economic problems confronted by the Roma community. It is an attempt to ensure that national, regional and local policies aimed at inclusion are unified and concentrated on the Roma in an unequivocal and specific manner, and deal with Roma needs with explicit measures to prevent and eliminate the obstacles which they confront.
Core problems	The general goal set by the <i>Strategy</i> 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.
Means	The <i>Strategy</i> builds upon the <i>National Roma Programme</i> , redefining national priorities, implementation methods and specific measures to be taken given 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.
Solution proposals	There are four special objectives set by the <i>Strategy</i> , 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.

Key actors	The Government Office for Human Rights and Rights of National Minorities Local and regional authorities Ministry of social welfare and youth Other relevant ministries NGOs
Target groups	Roma population
Success criteria	Annual reports
Evaluation perspectives	-
Mutual compatibility and integration (with other policies/areas)	All relevant policies (regarding the quality of life of Roma people).
Other comments	-
Bibliographic ref	National Roma Inclusion Strategy 2013 – 2020. Zagreb: The Government Office for Human Rights and Rights of National Minorities. http://www.romalen.com/wp-content/uploads/2016/03/Nacionalna-strategija-za-uklju%C4%8Divanje-Roma-2013-2020.pdf

Name of policy doc	Strategy for Combating Poverty and Social Exclusion in the Republic of Croatia (2014-2020)
Date	2014
Level (e.g. National, regional etc.)	National
Source (e.g. Govt, academic, etc.)	Croatian Government
Focus/ field objectives	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.
Core problems	The <i>Strategy</i> 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: <ul style="list-style-type: none"> • 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.
Means	The <i>Strategy</i> represents the basic framework which contributes to the achievement of the defined goals and is compatible with the <i>European platform against poverty and social exclusion</i> . 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.
Solution proposals	<i>The Implementation Programme</i> of the <i>Strategy</i> for the period 2014 – 2016 was adopted in December 2014. It comprises the objectives and main strategic activities of the <i>Strategy</i> . Furthermore, 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.
Key actors	Ministry of social welfare and youth Other relevant ministries Local and regional authorities NGOs
Target groups	Population in the risk of social exclusion
Success criteria	Annual reports
Evaluation perspectives	-
Mutual compatibility and integration (with other policies/areas)	Educational, social and labour market policies
Other comments	-
Bibliographic ref	Strategy for Combating Poverty and Social Exclusion in the Republic of Croatia (2014-2020). Zagreb: Ministry of social welfare and youth. http://www.mspm.hr/pristup-informacijama/nadzor-i-predstavke-1679/strategije/strategija-borbe-protiv-siromastva-i-socijalne-isključenosti-2014-2020/659

LLL Policy Mapping: Finland

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 721/2006
			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
		Child and Youth Policy Programme	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, 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
		Young adults neither in employment nor education or training (NEET), youth unemployment		The Ministry of Employment and the Economy 2011: Young people outside the labour market and studies
Educational Policies		Youth unemployment, preventing social exclusion, more rapid transition to working life	NEET	The Ministry of Employment and the Economy 2012: Youngsters' entitlement to labour market support and obligation to occupational education
		Dropping out education, social exclusion, youth employment	Vocational education dropouts	The Finnish National Board of Education 2014: Programme for boosting the completion rate of studies in vocational education, a follow-up 2011-2013. (<i>Ammattilisen koulutuksen läpääsyt</i>)

					tehostamissohjelman seuranta 2011-2013)
					The Finnish National Board of Education 2014: Programme for boosting the completion rate of studies in vocational education. A report of follow-up study 2013. (Ammatillisen koulutuksen läpäisyn tehostamissohjelma. Seurantatutkimuksen raportti 2013)
		Dropping out education, more rapid transition to working life			The Ministry of Education 2010: Transition to education and completion of degree - a memorandum of the working group. (Ei paikoillanne, vaan valmiit nyt! Koulutukseen siirtymistä ja tutkinnon suorittamista pohittuen työryhmän muistio)
		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 and Culture 2012: Education and Research 2011-2016. A development plan
		Equivalence of education and working life needs; more rapid transition to working life	Educational guarantee; boosting the completion of education		The Finnish National Board of Education 2015: What does the "equivalence of vocational education and working life" mean? (Mitä tarkoittaa "ammattillisen koulutuksen työelämävästävyyttä"?)
		Equivalence of education and working life needs			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)
		Lengthening work careers	Educational guarantee	Applicants, NEET students	

	Equal opportunities in education	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 (<i>Ehdotus valtioneuvoston strategiaksi kouluksellisen tasa-arvon edistämiseksi</i>)
--	---	---	--	---	---

The analysed LLL policies of the FR Southwest Finland

LLL Policy	Date / Duration	Primary sector orientation	Problem	Solution proposals	Objectives	Target group	Time horizon	Governance regime/primary actors	Funding source
#ICTknowhow-project - 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

Milli-project	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.	The 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 one's 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)
INNOSTAM O-project - Developing new learning environments, methods and services of entrepreneurship	From January 2015 to June 2017	Education policy	Unemployment, supporting entrepreneurship and transition 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

NOPPA - promoting youth apprenticeship training	From April 2015 to December 2016	Education policy	Dropping out of education, young unemployment	Contacting dropouts, planning individual educational paths for them, organising and attending in youth happenings, cooperation with actors who guide 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
AAVA - 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. Formulating the	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	NEET, school dropouts	Short-term project	The city of Turku and some regional educational organizations	European Social Fund, Centre for Economic Development, Transport and the Environment (ELY) and the participant organisations

				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.	flexible education supply model which is crossing the regional borders and helps the student to acquire the specific skills they need.				
VaSkooli for young immigrants s - 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, Lieto, Raisio, Kaarina	European Social Fund, The Finnish National Board of Education and the participant organisations

OPEDA - 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	The city of Turku	European Social Fund, The Finnish National Board of Education and the participant organisations
VALMIS - 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	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	Students of vocational education who are in danger to drop out or whose studies are in	Long-term orientation	The city of Turku, Salo Region Federalation of Municipalities	The Finnish National Board of Education and the participant organisations

				practices and models are disseminated around Southwest Finland.	decrease the dropout rates and boost the completion rates.	danger to lengthen notably			
MAST-project - 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 counsellors, workshops, personnel, employers' and workers' organizations representatives, and entrepreneurs.	Short-term project, long-term orientation	The 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

VALMA - preparing youths for vocational education; Life management module	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 instructor s helping the students in their transitions from school to another.	Long-term orientation	Vocational education institutions	Ministry of Education and Culture, vocational education institutions
The House for girls of Turku	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	Improving self-esteem of girls and young women and supporting their own approach to femininity while taking the diversity of gender in consideration,	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

			individual support for schoolwork and life in general; hobby and conversation groups and events for girls and young women from different cultural backgrounds.	promoting dialogue between girls from various cultural backgrounds					
FENDARI - 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	The city of Turku	The City of Turku, Ministry of Education and Culture
Ohjaamo - 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,	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	The city of Turku	European Social Fund, Regional Centres for Economic Development, Transport and the Environment

			providing information about hobbies						
VaSite-project – 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	Promoting youth employment and education, preventing social exclusion of young people in the region around Turku	Turku subregion's upper secondary school graduates, non-complete rs, 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	The city of Turku and surrounding municipalities	European Social Fund

				the labour market					
Erasmus for Young Entrepreneurs	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 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

OTE - project	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 counselors, representatives of working life who act as supervisors for students in their workplace learning periods	Short- term orientation	The city of Turku	Ministry of Education and Culture
Huippu - project	2011– 2014	Labour market policy	Youth unemployment, problems in school-to-work transition	Utilizing experiences and good practices from other EU countries 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	The city of Turku	European Social Fund, Regional Centre for Economic Development, Transport and the Environment
Töitä! - project	Ongoing intervention	Labour market policy	Unemployment 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

VOITTO - project	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	The city of Salo, educational authorities, and institutions from Salo and Turku	The European Union, Regional Centre for Economic Development, Transport and the Environment
M.O.T. - versatile learners in the workplace project	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

The analysed LLL policies of the FR Kainuu

LLL Policy	Date/Duration	Primary sector orientation	Problems	Solution proposals	Objectives	Target group	Time horizon	Governing regime/ primary actors	Funding source

Youth Guarantee in Kainuu website	Website build in 2014–2015; currently available and regularly updated	Youth and social policy; Labour market policy; Education policy	NEETs, youth under the threat of social exclusion, recently graduated young people without work or further study plans	Creating and updating a website 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 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); the primary actors are the Youth Guarantee project workers
Outreach youth work	Ongoing	Youth and social policy	NEETs	Searching out and reaching those young NEETs (and those under the threat of becoming NEETs) who need information about and support to reach public sector services they are entitled to, and who need support and rehabilitation for	The aim is to reach the young people who are in 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

				the skills required in everyday life; to provide them with highly individualised 'hands-on' support					
NUPPA no-threshold youth services project	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 Kaiaani'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 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 Kaiaani.	Youth under 30 years of age	Long-term project	City of Kaiaani; primary actors are the youth workers, social workers, guidance counsellors, etc. working on the project	Europe an Social Fund, the Finnish state

PajanUPPA workshop	Ongoing	Youth and social policy	NEETs, 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 problems with everyday life. The project arranges workshop activities that are used to improve social skills and group work skills. 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 aim is to assess the youth's life situation comprehensively, 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 ability to plan their 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 PajanUPPA.	Europe an Social Fund, the Finnish state, City of Kaiaani
---------------------------	---------	-------------------------	--------------------------	--	--	---	-------------------	--	---

Hyvä päivä (a good day) project	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)	NEETs: 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 Kaiaani; primary actors include the youth workers of the NUPPA project	Cancer Society of Finland
TENHO project - Life Skills for Youth Through Art	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 a tool that make it easier to move on to studies or working life.	NEETs	Medium-term project	Laurea University of Applied Sciences, the Finnish Youth Research Society, five art organisations together with six municipalities including Kaiaani, Kainuu Social and	Europe an Social Fund

								Health Services, and the Kainuu Regional Council. The body in charge is the Ministry of Social Affairs and Health.	
Aikalisä (Timeout) service for young men	Ongoing	Youth and social policy	Young men's wellbeing	An individualised service with a personal counsellor who gives support and information on issues related to education, housing, income, relationships, health, substance abuse, mental health issues and such. When necessary, the counsellor 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

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.
	2008–2012	Labour market policy	Structural unemployment	Coordinating and enhancing co-operation between different actors and creating a widely encompassing strategy to employ long-term unemployed, unemployed youth, and	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	Medium-term project	Research and Development services of Kainuu Social Welfare and Health Care Joint	Kainuu's Centre for Economic Development, Transport and the Environ

				people with impaired working capacity. Kaira is an umbrella project, which coordinates and supports labour market actors, and focuses on structures, organisations, and networks.		under the threat of social exclusion		Municipal Authority	ment (ELY Centre), Kainuu Social Welfare and Health Care Joint Municipal Authority
Kumppaniksi: Nuorten työstartti (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 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	Kumppaniksi registered association, Kainuu's Employment, and Economic Development Centre	Kainuu's Centre for Economic Development and the Environment (ELY Centre)

				the rehabilitation or training period with Kumpulankiksi ry ends, the next place for the participant has been determined and that it suits their needs and capabilities.					
Kumpulankiksi: Nuorten starttivalmennuks (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	Kumpulankiksi registered association	The city of Kaajaani municipalities of Ristijärvi and Sotkam
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	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,	Ministry of Employment and Economy, Municipality of Paltamo

				eg., in wood- and metal workshops, recycling centre, bakery.			other regional civic sector actors and business		
Workshop of Kuhmo municipality	Ongoing	Labour market policy	Youth unemployment	The workshop offers meaningful activities for youth, gives career guidance and information on the working life rules. For educated youths, the workshop offers an 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
VALMA 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	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	Long-term service	Kainuu Vocational College	City of Kaajaani

				strengthening their wellbeing. During the education students are familiarized with different education possibilities, professions and working life.		need support in transition to vocational education, especially immigrants			
--	--	--	--	---	--	---	--	--	--

LLL Policy Mapping: Germany

LLL policies in FR Bremen

Criterion	Description
Name of policy doc	„NewStart“
Problems	The problem is the lack of institutionalised options, guidance and counseling, and recognition of prior learning for the transition from university to VET.
Solution proposals	Guidance and counseling, raising 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 Land Bremen and the ESF.
Other	
Bibliographic ref	http://www.newstart-bremen.de/
Evaluation perspectives (ref)	http://www.newstart-bremen.de/2016/12/dezember-2016-eine-zwischenbilanz/

Criterion	Description
Name of policy doc	TEAM - MoTivation, ZiEle, Erfahrung und KoMpetenz' (motivation, aims, experience, and competence)
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. The official school board takes exams.
Funding source	The project is co-funded by the <i>Land</i> Bremen and the ESF.
Other	
Bibliographic ref	http://bras-netzwerke.de/cms/index.php?option=com_content&task=view&id=139
Evaluation perspectives (ref)	http://esf.bremen.de/evaluierung-12707 http://www.bmas.de/SharedDocs/Downloads/DE/PDF-Publikationen/esf-jahresbericht-buergerinfo.pdf;jsessionid=21F9EE11FC1A24B88613EE668C284741?_blob=publicationFile&v=1

Criterion	Description
Name of policy doc	COMPASS
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. The 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	
Bibliographic ref	https://www.commpass-bremen.de/
Evaluation perspectives (ref)	http://www.evaluation-equal.de/reports/Equal1/Kurzfassung_ABR1_%20060725_e.pdf

Criterion	Description
Name of policy doc	‘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
Problems	Young mothers under the age of 21 having to stop school because of pregnancy have difficulties to afterward 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 of 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 <i>Land</i> Bremen funds the project.
Other	
Bibliographic ref	http://www.bremen.de/belem---berufliche-lebensplanung-fuer-junge-muetter-2690761
Evaluation perspectives (ref)	https://www.bremische-buergerschaft.de/drs_abo/2015-11-04_Drs-19-127_cca8f.pdf

Criterion	Description
Name of policy doc	„Lust auf Zukunft“ ('Go for it') in Bremerhaven
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 competencies and as well gaining teamwork 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	
Bibliographic ref	
Evaluation perspectives (ref)	

Criterion	Description
Name of policy doc	The initiative ,VerA (Verhinderung von Bildungsabbrüchen)
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	
Bibliographic ref	https://www.bmbf.de/de/initiative-vera-stark-durch-die-ausbildung-1076.html
Evaluation perspectives (ref)	https://www.bildungsketten.de/_media/Bericht_Endfassung_13_07_01.pdf

Criterion	Description
Name of policy doc	„Jugend stärken im Quartier“ (strengthening youth in quarters) a project which takes place in many quarters in Bremen but also in many cities of Lower Saxony like Oldenburg, Cloppenburg, Wilhelmshaven
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	
Bibliographic ref	https://www.jugend-staerken.de/programme/jugend-staerken-im-quartier.html
Evaluation perspectives (ref)	http://www.jugend-staerken.de/fileadmin/content/Dokumente/Evaluationsbericht-Kompetenzagenturen.pdf http://www.jugend-staerken.de/fileadmin/content/Dokumente/Abschlussbericht-AIR.pdf

Criterion	Description
Name of policy doc	‘Bleib dran‘
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 regarding 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	
Bibliographic ref	http://www.uni-bremen.de/zap/beratung-und-arbeitskreise/beratung-und-supervision/ausbildung-bleib-dran.html
Evaluation perspectives (ref)	esf.bremen.de/sixcms/media.php/13/BAP-Evaluation-Schlussberichtv01_lang.pdf

Criterion	Description
Name of policy doc	‘Werkschule’
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 is pupils seen in danger of not accomplishing regular school.
Underlying success criteria	Fewer 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	
Bibliographic ref	https://www.commpass-bremen.de/materialien/werkschule-%C3%BCbergangssystem/
Evaluation perspectives (ref)	https://www.bildung.bremen.de/sixcms/media.php/13/G62_18.pdf

LLL policies in FR Rhein-Main

Criterion	Description
Name of policy doc	“Fachkräftesicherung Hessen - Gesamtkonzept” (Overall concept for securing skilled personnel in Hessen) (Fachkräftesicherung 2013, Integrationskompass 2016).
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 at a broad group of people and a broad range of ages. Especially the vocational training approach aims at young adults, but also the other approaches like further education, immigration and (re-) integration aim of 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 to this initiative.
Funding source	The resulting measures are financed by different sources, like the ESF, federal state fund and local authority funds.
Other	
Bibliographic ref	https://service.hessen.de/html/Fachkraeftesicherung-7990.htm
Evaluation perspectives (ref)	http://www.integrationskompass.de/global/show_document.asp?id=aaaaaadaadmnn

Criterion	Description
------------------	--------------------

Name of policy doc	Netzwerk Wiedereinstieg (NeW) (Network re-entry) (New 2016)
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 competencies and projects of participants together, which are working with 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 is all mothers, but to a large extent, it 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 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 reintegration 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	
Bibliographic ref	http://www.new-hessen.de/index.php?p=1
Evaluation perspectives (ref)	https://www.esf-hessen.de/upload/Abschlussbericht_NeW_Jung_6882.pdf

Criterion	Description
Name of policy doc	"Qualifizierungsoffensive" (qualification campaign) (Qualifizierungsoffensive 2016)
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 larger, 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	
Bibliographic ref	https://wirtschaft.hessen.de/wirtschaft/qualifizierung/grundlegende-weichenstellungen/qualifizierungsoffensive
Evaluation perspectives (ref)	https://wirtschaft.hessen.de/wirtschaft/qualifizierung/grundlegende-weichenstellungen/qualifizierungsoffensive

Criterion	Description
Name of policy doc	“QuABB“ (qualified vocational education guidance in companies & vocational schools) (QuABB 2016)
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 strong links 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 funded 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	
Bibliographic ref	http://www.quabb-hessen.de/
Evaluation perspectives (ref)	https://www.bildungsketten.de/intern/system/upload/Materialien/Zwischenbericht_2013_zur_Evaluation_der_Berufseinstiegsbegleitung.pdf

Criterion	Description
Name of policy doc	“OloV” (Optimization of the local placement work at the transition from school to work)
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	
Bibliographic ref	http://www.olv-hessen.de/
Evaluation perspectives (ref)	http://www.bmas.de/SharedDocs/Downloads/DE/PDF-Publikationen/Forschungsberichte/fb-453.pdf?__blob=publicationFile&v=2

Criterion	Description
Name of policy doc	Gesellschaft für Jugendbeschäftigung (GJB) (GJB 2015, GJB 2016)
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 who are addressed by social services and the Job Center.
Underlying success criteria	Labour market integration
Time horizon	A municipality service provider for almost 20 years.
Governance regime	The GJB is a 100% subsidiary of the city of Frankfurt and a service provider for young people in the transitions from school to work. Exemplary, the GJB is a 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.
Bibliographic ref	http://www.gjb-frankfurt.de/
Evaluation perspectives (ref)	http://www.vielfalt-bewegt-frankfurt.de/sites/default/files/amka-integration-v1-final-ansicht_0.pdf

Criterion	Description
Name of policy doc	Verein zur beruflichen Förderung von Frauen" (VbFF).

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 about 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 and 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 VbFF highlights the labour market integration, 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 Jobcentre Frankfurt, the Hessian ministry of social affairs and integration, the youth welfare office Frankfurt and cooperating companies.
Other	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 of the women's movement and still refers to a feminist perspective. We want to highlight a measure for single mothers. (VbFF 2016)
Bibliographic ref	https://www.vbff-ffm.de/startseite.html
Evaluation perspectives (ref)	https://webcache.googleusercontent.com/search?q=cache:JLtWozITGakJ:https://www.phineo.org/downloads/PHINEO_Expertise_Wege_ins_Berufsleben.pdf+&cd=5&hl=en&ct=clnk&gl=de

Criterion	Description
Name of policy doc	Fachoberschulen (Specialised Secondary School)
Problems	Original these courses were implemented for young people with vocational training qualifications to get a 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	Using 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	The respective federal state finances it
Other	
Bibliographic ref	https://kultusministerium.hessen.de/schule/bildungsstandards-kerncurricula-und-lehrplaene/lehrplaene/berufliche-schulen/fachoberschule
Evaluation perspectives (ref)	http://www.gutenbergschule.eu/fachschule.html

Criterion	Description
Name of policy doc	“Perspektive mit Plan” (perspective with a plan) (ZFW 2016)
Problems	Some young people who 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 financial, living or family.
Solution proposals	It provides consulting and support for young people. It is a holistic approach to supporting 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	An independent service provider offers the measure for further education, the “Zentrum für Weiterbildung,” which means “Centre for further education.”
Funding source	It is financed by the Jobcentre Frankfurt, the ESF and other funds.
Other	
Bibliographic ref	https://www.zfw.de/startseite/jugendliche-junge-erwachsene/beratung-coaching/perspektive-mit-plan.html
Evaluation perspectives (ref)	http://www.vielfalt-bewegt-frankfurt.de/sites/default/files/amka-integration-v1-final-ansicht_0.pdf

LLL Policy Mapping: Italy

LLL initiatives and programmes at National level

Criterion	Description
Name of policy doc	YOUTH GUARANTEE Legal reference: legislative decree 104/2013; law 128/2013
Year	2014
Solution proposals	<ul style="list-style-type: none"> • 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

Criterion	Description
Name of policy doc	JOBS ACT (LABOUR MARKET REFORM) Legal reference: law 183/2014
Year of implementation	2014
Solution proposals	Re-distribution of protections measures and rights among different categories of workers; protection measures for entrepreneurs
Objectives	<ul style="list-style-type: none"> • 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

Criterion	Description
Name of policy doc	LEGISLATIVE DECREE ON EMPLOYMENT CONTRACTS AND DUAL SYSTEM (QUALIFICATION APPRENTICESHIP SECTION) Legal reference: legislative decree 81/2015
Year of implementation	2015
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

Criterion	Description
Name of policy doc	LEGISLATIVE DECREE ON EMPLOYMENT CONTRACTS AND DUAL SYSTEM (PROFESSIONAL APPRENTICESHIP SECTION) Legal reference: legislative decree 81/2015
Year of implementation	2015
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	Midterm
Governance regime	Regional Authorities; training organizations; firms
Funding source	National Funds

Criterion	Description
------------------	--------------------

Name of policy doc	LEGISLATIVE DECREE ON EMPLOYMENT CONTRACTS AND DUAL SYSTEM (ADVANCED TRAINING APPRENTICESHIP SECTION) Legal reference: legislative decree 81/2015
Year of implementation	2015
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

Criterion	Description
Name of policy doc	CIVIC SERVICE Legal reference: law 64/2001
Year of implementation	2001 (only for women); 2005 for all
Solution proposals	Participation in a specific project (health and welfare, historical 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	<ul style="list-style-type: none"> 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)

Criterion	Description
Name of policy doc	BUONA SCUOLA (EDUCATION SYSTEM REFORM) Legal reference: law 107/2015
Year of implementation	2015
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

Criterion	Description
Name of policy doc	PON (INCLUSION AND YOUTH EMPLOYMENT AXES) Legal reference: decree 26/05/2010
Year of implementation	2010
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 low-income 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	Low-income 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 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

Criterion	Description
Name of policy doc	PON (METROPOLITAN AREAS AXES) Legal reference: decision C(2015) 4998
Year of implementation	2015
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 Roma, 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

LLL initiatives and programmes at Liguria Region level

Criterion	Description
Name of policy doc	POR LIGURIA Legal reference: Decision C(2014) 9752 (EMPLOYMENT AXE)
Year of implementation	2015
Solution proposals	<ul style="list-style-type: none"> • 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	<ul style="list-style-type: none"> • 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 in 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

Criterion	Description
Name of policy doc	(SOCIAL INCLUSION AND COMBATING POVERTY AXE)
Solution proposals	<ul style="list-style-type: none"> 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 disadvantaged 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

Criterion	Description
------------------	--------------------

Name of policy doc	(EDUCATION AND LLL AXE)
Year of implementation	2015
Solution proposals	<ul style="list-style-type: none"> • 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	

Criterion	Description
Name of policy doc	REGIONAL LAW FOR PROMOTING MINORS AND YOUTH POLICIES LIGURIA Legal Reference: Regional law 6/2009
Year of implementation	2009
Solution proposals	<p>Establishment of a Regional Youth Forum (coordinating the Provincial Youth Forum representatives) aimed at:</p> <ul style="list-style-type: none"> • 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

LLL initiatives and programmes at Lombardia Region level

Criterion	Description
Name of policy doc	POR LOMBARDIA Legal reference: decision C(2014) 10098 (EMPLOYMENT AXE)
Year of implementation	2015
Solution proposals	<ul style="list-style-type: none"> 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 measures such as re-skilling and staff secondment
Objectives	<ul style="list-style-type: none"> 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

Criterion	Description
Name of policy doc	POR LOMBARDIA Legal Reference: Decision C(2014) 10098 (SOCIAL INCLUSION AXE)
Year of implementation	2015
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	<ul style="list-style-type: none"> • 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 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

Criterion	Description
Name of policy doc	POR LOMBARDIA Legal Reference: Decision C(2014) 10098 (EDUCATION AND TRAINING AXES)
Year of implementation	2015

LLL Policy Mapping: Portugal

Name of policy doc	<i>Cursos Profissionais</i> (Professional courses)
Sector orientation (i.e. LMP, EDP, SYP)	EDP

Objectives/ problems which LLL policy intends to tackle in this sector (e.g. youth employment, ESL, NEET, exclusion, etc.)	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.
Target group (e.g. age, gender, migration status etc.)	Young people having the 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.
Solution proposals	Modular vocational courses are 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.
Underlying success criteria	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.
Time horizon (i.e. short-, medium, or long-term)	Long-term measure.
Governance regime (e.g. primary actors, state-run, etc.)	This measure is a state run one, 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.
Funding source (e.g. unions, corporations, firms, etc.)	State funding and European Social Fund (direct funding). Companies or other types of institutions where the curricular internships take place (indirect funding).
Other	The schools propose the courses and are then approved by the Ministry of Education. They must be chosen from the Catálogo Nacional de Qualificações (National Qualification Catalogue).

Name of policy doc	<i>Cursos de Aprendizagem (Apprenticeship Courses)</i>
Sector orientation (i.e. LMP, EDP, SYP)	Education Policy and Labour Market Policy as VET is part of the educational system. This measure is considered as an active employment policy.
Objectives/ problems which LLL policy intends to tackle in	Integrating school and work-based learning to qualify ESL, youngsters at risk of dropout and young unemployed registered in job centres.

this sector (e.g. youth employment, ESL, NEET, exclusion, etc.)	
Target group (e.g. age, gender, migration status etc.)	Young people under 25 years old with the 9 th grade (ESL).
Solution proposals	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 a work context).
Underlying success criteria	Providing ESL with vocational qualification and certification, adapted to the regional labour market, reducing the youth unemployment
Time horizon (i.e. short-, medium, or long-term)	Long-term measure.
Governance regime (e.g. primary actors, state-run, etc.)	This measure is a state run one, 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
Funding source (e.g. unions, corporations, firms, etc.)	State funding and European Social Fund (direct funding).
Other	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.

Name of policy doc	<i>Cursos de Educação e Formação de Adultos (Adult Education and Training Courses)</i>
Sector orientation (i.e. LMP, EDP, SYP)	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.
Objectives/ problems which LLL policy intends to tackle in this sector (e.g. youth employment, ESL, NEET, exclusion, etc.)	To increase educational and professional certifications; to reintegrate adults' unemployed in the labour market or to support adults' progress in the labour market.
Target group (e.g. age, gender, migration status etc.)	Adults in a working age, employed or unemployed, with less than compulsory education.
Solution proposals	Modular curriculum structure is 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 and personal guidance of the adult trainees. Groups of no more than 25 adult trainees.
Underlying success criteria	Generalization of secondary education as the lower qualification level of the population and reducing unemployment.
Time horizon (i.e. short-, medium, or long-term)	Long-term measure.
Governance regime (e.g. primary actors, state-run, etc.)	This measure is a state run one, executed by public or private schools and VET centres.
Funding source (e.g. unions, corporations, firms, etc.)	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.
Other	The Ministry of Education must approve the courses promoted by regular school. The Institute of Employment and Vocational Training (IEFP) must approve the courses promoted by public and private training centres.

Name of policy doc	Formação Modular (Modular Training Units)
Sector orientation (i.e. LMP, EDP, SYP)	Education Policy Sector, as VET is part of the educational system and Labour Market Policy. This provision is considered an active employment policy.
Objectives/ problems which LLL policy intends to tackle in this sector (e.g. youth employment, ESL, NEET, exclusion, etc.)	Modular training units foster adults' acquisition of educational and professional skills, intending to (re) integrate into the labour market.
Target group (e.g. age, gender, migration status etc.)	Adults without adequate qualification to enter or progress in the labour market and, as a priority, to those who have not completed basic or secondary education.
Solution proposals	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.
Underlying success criteria	To promote the qualification of the working population, both employed and unemployed.
Time horizon (i.e. short-, medium, or long-term)	Long-term measure.

Governance regime (e.g. primary actors, state run etc.)	This measure is a state run one, 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.
Funding source (e.g. unions, corporations, firms, etc.)	European Social Fund and State funding.
Other	

Name of policy doc	<i>Contratos Locais de Desenvolvimento Social (Local Contracts for Social Development)</i>
Sector orientation (i.e. LMP, EDP, SYP)	Labour Market, Social and Youth Policies.
Objectives/ problems which LLL policy intends to tackle in this sector (e.g. youth employment, ESL, NEET, exclusion etc.)	The CLDS programme aims to promote the social inclusion of citizens and to fight persistent poverty and social exclusion in deprived areas.
Target group (e.g. age, gender, migration status etc.)	Territories affected by unemployment, critical child poverty, by natural catastrophes or with the mostly mostly aged population.
Solution proposals	<p>Actions:</p> <ol style="list-style-type: none"> 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 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.
Underlying success criteria	Accomplishing the aims identified in Local Social Development Plans, designed by the Local Social Action Councils, after conducting a social diagnosis of the municipality.
Time horizon (i.e. short-, medium, or long-term)	Medium-Term Measure.

Governance regime (e.g. primary actors, state-run, etc.)	State-run measure executed by local organizations, under the supervision of the municipalities.
Funding source (e.g. unions, corporations, firms, etc.)	State funding and the Social European Fund.
Other	

Name of policy doc	<i>Programa Escolhas (Choices Programme)</i>
Sector orientation (i.e. LMP, EDP, SYP)	Social and Youth Policies
Objectives/ problems which LLL policy intends to tackle in this sector (e.g. youth employment, ESL, NEET, exclusion, etc.)	<p>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.</p> <p>The priority areas are school inclusion and non-formal education, vocational training and employability, community and citizenship promotion, digital inclusion and entrepreneurship and empowerment.</p>
Target group (e.g. age, gender, migration status etc.)	Children and young people until 30 years old, namely the descendants of immigrants and ethnic minorities.
Solution proposals	<ul style="list-style-type: none"> • 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. <p>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.</p>
Underlying success criteria	
Time horizon (i.e. short-, medium, or long-term)	Short-term policy. Currently 2016-2018.
Governance regime (e.g. primary actors, state-run, etc.)	State-run measure, with the support of other entities.

Funding source (e.g. unions, corporations, firms, etc.)	State and European funding.
Level	National
Special features	The projects have a minimum period of two years and a maximum of three. However, when obtained the positive feedback of the programme's National Coordinator, it is being renewed annually.
Other	The Choices Programme was created in 2001 and are now in its 6 th generation.

Name of policy doc	INOV Contacto (INOV Contact)
Sector orientation (i.e. LMP, EDP, SYP)	Social and Youth Policies and Labour Market Policies
Objectives/ problems which LLL policy intends to tackle in this sector (e.g. youth employment, ESL, NEET, exclusion, etc.)	<ul style="list-style-type: none"> • 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. • 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. • Supporting the export and internationalization of companies and create an additional and updated information network on international markets and sectors. • To train young boards in the field of internationalization through its effective integration, for a limited period of time, in foreign markets. • 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. • Develop studies and concrete projects in the field of exports, foreign investment, and internationalization of Portuguese companies. • Collect and systematize information on the international markets.

Target group (e.g. age, gender, migration status, etc.)	Young people NEET until 30 years old with a higher education degree, speaking at least English.
Solution proposals	Recognition of the length and complexity of the transition between paths of education and work and adult life.
Underlying success criteria	Raise employability amongst higher graduated young people NEET; support the internationalization of the Portuguese economy
Time horizon (i.e. short-, medium, or long-term)	Long-term policy
Governance regime (e.g. primary actors, state-run, etc.)	State-run measure, with the support of other entities.
Funding source (e.g. unions, corporations, firms, etc.)	State and European funding
Level	National
Special features	
Other	This measure emerges from the Recommendation for a Youth Guarantee (<i>Garantia Jovem</i>).

LLL Policy Mapping: Scotland

Name of policy doc	<i>Skills for Scotland: Accelerating the Recovery and Increasing Sustainable Economic Growth</i>
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 a 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	<p>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;</p> <p>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;</p> <p>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;</p> <p>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</p>

	economic aspirations.
Key actors	<p>Extensive:</p> <ul style="list-style-type: none"> • 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); • careers 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) Skills for Scotland: Accelerating the Recovery and Increasing Sustainable Economic Growth. Edinburgh. ISBN: 9780755994137.

Name of policy doc	Developing the Young Workforce - Scotland's Youth Employment Strategy
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 of 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 the context of economic challenge and responding to the recession and tackling the 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	<p>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;</p> <p>Use of the Modern Apprenticeships (MAs) programme as a key mechanism</p> <p>Supporting teachers and practitioners to develop children's and young people's learning about the world of work;</p> <p>Providing earlier relevant, focused career advice when young people need it, leading to better outcomes;</p> <p>Embedding meaningful employer involvement;</p> <p>Consolidating partnership working with colleges and other training providers.</p>
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	<p>Very specific Key Performance indicators for each aspect of the Programme for each of the seven 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.</p> <p>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.</p> <p>Eventually to reduce youth unemployment by 40% by 2021 and</p> <p>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.</p>
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	<i>Opportunities for All (2012)</i>
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 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.</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"> • Earlier identification of need, through needs - led assessment leading to staged intervention and a continuum of appropriate support; • 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; • That learning is appropriate to local, regional and national labour markets and contributes to local economic development; • That all learning is planned and accredited as appropriate; • 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;

	<ul style="list-style-type: none"> 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; 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; 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 That outcome measures and related funding recognise the need for more tailored provision and, often, longer timescales for the desired outcomes to be achieved.
Core problems	Tackling level of youth unemployment, particularly for those groups who are most disadvantaged.
Means	<p>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).”</p> <p>Local employability partnerships are 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 a 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"> 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; Prioritise provision in Scotland’s colleges for 16-19 year-olds; Protect the level and quality of higher education available in

	<p>Scotland without passing the cost onto young people through a prohibitive fees regime;</p> <ul style="list-style-type: none"> • 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; • Maintain the <i>Education Maintenance Allowance</i> to provide financial help to young people who need it most stay in education; • Provide an in-depth range of careers support to young people through <i>My World of Work</i> and other social media; and • Introduce more intensive support for young people most likely to disengage from learning and employment through <i>My Work Coach</i>. <p><i>Reforming Post-16 Education</i></p> <ul style="list-style-type: none"> • Emphasis on refocusing college places on those who need them most to ensure eve 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; • Meeting industry needs more effectively by engaging employers in the design of education and training provision; • Reducing college drop-out rates; and • 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. <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"> • Developing higher level Technical and Professional Apprenticeships to offer a wider range of entry and progression opportunities through the apprenticeship programme; • 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; • Introducing a contribution rate for 20-24-year-old Modern Apprentices across all frameworks rather than for selected sectors; <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></p>
--	--

	<p>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></p> <p>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 the provision of opportunities for employment, apprenticeships and work experience.</p> <p>Public sector contracts will include asking companies in receipt of 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	National and local government – including Community Planning Partnerships (CPPs), private employers, third sector, Informed by

	<p>evidence and support from Govt. agencies especially SDS.</p> <p>CPPs are strategic partners with the 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 a 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 full-time 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, employee engagement, etc.</p>
Evaluation perspectives	<p>Monitoring at regional level into National reporting on performance for parts of the policy framework. Tracking and monitoring of individuals in the system.</p>
Mutual compatibility and integration (with other policies/areas)	<p>Integration and coherence with employability and education policies.</p>
Other comments	<p>This policy is part of the Scottish Government's Action for Jobs - Supporting Young Scots into Work: Scotland's Youth Employment Strategy (2012)</p> <p>Builds upon the 16+ Learning Choices policy/ strategy (2010)¹⁰</p>

¹⁰ 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.

	<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 (the web only)

Name of policy doc	<i>Action for Jobs - Supporting Young Scots into Work: Scotland's Youth Employment Strategy (2012)</i>
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. The issue of balance in the labour market as graduates were taking jobs that would have

	<p>been taken by less qualified young people = displacement of these young people in the labour market.</p>
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 an 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 geographical, 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 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 <i>Developing the Young Workforce - Scotland's Youth Employment Strategy (Dec 2014)</i> .
Bibliographic ref	Scottish Government (2012) Action for Jobs: Supporting Young Scots into Work: Scotland's Youth Employment Strategy. ISBN: 9781780459165

Name of policy doc	<i>Working for Growth: A Refresh of the Employability Framework for Scotland</i>
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 four 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 can 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 a 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</p> <p>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.</p>

	<p>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	The Policy aligns with <i>Putting Learners at the Centre (2011)</i> ¹¹ , 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,

¹¹ 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

	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. Also, there is a 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.
Bibliographic ref	Scottish Government (2012) Working for Growth: A Refresh of the Employability Framework for Scotland. Edinburgh. ISBN: 978-1-78256-104-0 (the web only)

Name of policy doc	National Youth Work Strategy 2014-2019
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.</p> <p>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</p>

	<p>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	<p>Need to harmonize varied activities, organisation/approaches, and resources across Youth Work to meet better the needs of young people, particularly those who are most disadvantaged.</p>
Means	<p>Partnership is 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"> • Education Scotland will support the CLD sector to focus on preparing all young people for employment as a core element of Curriculum for Excellence • YouthLink Scotland with Young Scot and SYP will encourage the participation of excluded and under-represented young people • YouthLink Scotland will seek to attract investment into the sector and develop a range of funding opportunities including support for national infrastructure organisations • Education Scotland and YouthLink Scotland will promote youth work in the context of GIRFEC, Curriculum for Excellence and Opportunities for all • 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 • 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
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 the focus of the policy, it is likely that local actions and programmes will self-evaluate to assess the 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"> • Education Scotland will provide guidance and support to the sector in self-evaluation to demonstrate impact • YouthLink Scotland will work with the sector to demonstrate outcomes, through quality self-evaluation • Education Scotland, YouthLink Scotland, and partners, will establish a robust evidence base to demonstrate the impact of youth work <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 is 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"> • <i>GIRFEC – Getting it Right for Every Child (2012)</i>

	<ul style="list-style-type: none"> • <i>Early Years Collaborative (2012)</i> • <i>Curriculum for Excellence 2008</i> • <i>Opportunities for All (2012)</i> • <i>Developing Scotland's Young Workforce (2014)</i> • <i>Health and Wellbeing (2013)</i> • <i>Community Empowerment (Scotland) Act (2015)</i> • <i>Time to Shine – Youth Arts Strategy (2013)</i> • <i>Scottish Government's Youth Sports Strategy (2014)</i> • <i>The Scottish Government's National Performance Framework (2016)</i> • <i>Learning for Sustainability (2012)</i>
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	<i>Adult Learning in Scotland, a Statement of Ambition</i>
--------------------	---

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. Three principles frame this. Learning should be:</p> <ul style="list-style-type: none"> • 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 give 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. <p>The policy aspires to ensure that:</p> <ul style="list-style-type: none"> • Scotland becomes recognised globally as the most creative and engaged learning society • Every adult in Scotland will have the right to access learning to meet their educational needs and their aspirations • Adult learning in Scotland, and the outcomes that learners achieve will be world-leading.
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	Focus on flexible learning, lifelong entitlement within communities and workplaces, digital literacy, communication skills,

	<p>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 three 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	<p>A Strategic implementation plan that reflected consultation. This:</p> <ul style="list-style-type: none"> • Builds on good practice across the system and aligned with the work of CPPs and associated providers; • Learners are involved in the process of developing Adult Learning provision; • Provision of excellent and appropriate guidance; • Provision of a framework of professional development learning opportunities for practitioners; • Flexible provision with depth as well as breadth of learning opportunities for progression to other learning and opportunities; • Strengthen role of cross-sectoral partnerships in planning, evaluating and • Delivering learning. <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)</p>

	Regulations 2013 and by College Regional Outcome Agreements. An implementation plan emerged which runs to 2020.
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.

LLL Policy Mapping: Spain

Criterion	Description
Name of policy doc	Vocational education (VE) in Girona and Málaga
Target group	Primary, 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 by framework laws that guarantee an equal right to education to all citizens.

Funding source	Funded by the Government of Spain
----------------	-----------------------------------

Criterion	Description
Name of policy doc	Vocational training for employment in Girona and Málaga
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

Criterion	Description
Name of policy doc	Support for early school leavers in Girona: Fundació Oscobe Centre de Noves Oportunitats
Objectives	Tackling 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	Either the beneficiaries enroll 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 (Government of Spain, Government of Catalonia, ESF)

Criterion	Description
Name of policy doc	Vocational education (VE) in Girona and Málaga
Objectives	Providing relevant qualifications to the main economic sectors
Target group	Primary, 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 by framework laws that guarantee an equal right to education to all citizens.
Funding source	Funded by the Government of Spain

Criterion	Description
Name of policy doc	Vocational education for employment in Girona and Málaga
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

Criterion	Description
Name of policy doc	Job placement shuttles in Málaga
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	Government of Spain, Government of Andalusia, municipalities, ESF and private donors