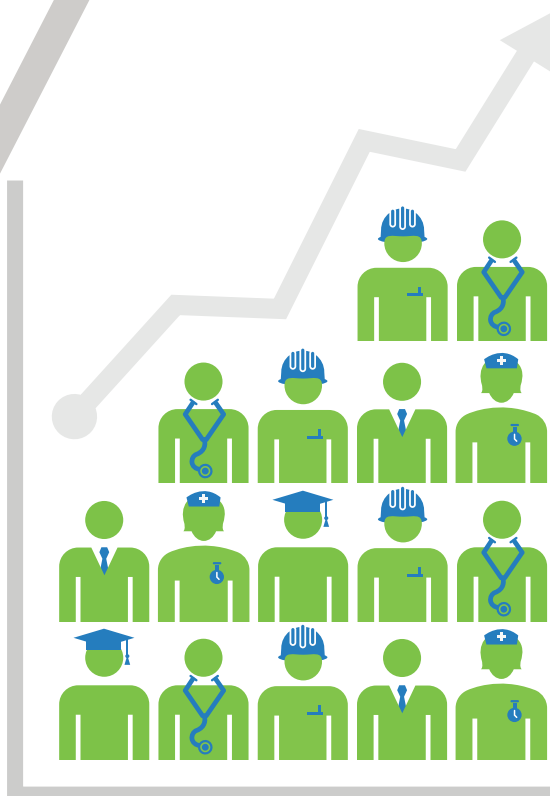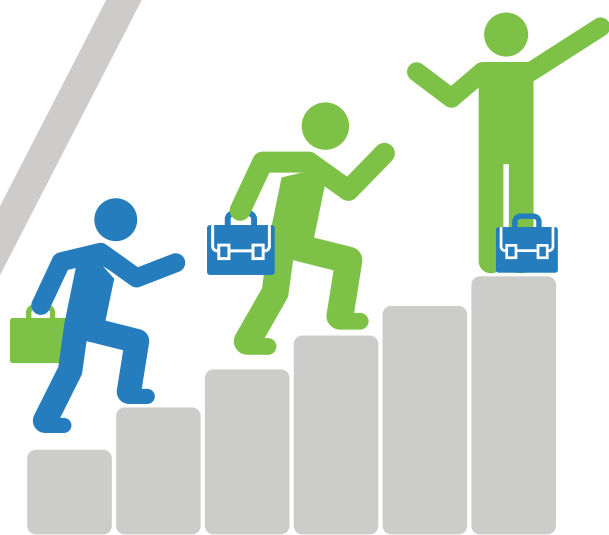# OECD Skills Strategy
Policy Note

Korea
2017

OECD Skills Strategy

Building the right skills can help countries improve economic prosperity and social cohesion

Social cohesion

Economic prosperity

In what way?

By contributing to social outcomes such as health, civil and social engagement.

By supporting improvement in productivity and growth.

By supporting high levels of employment in good quality jobs.

How is this achieved?

By strengthening skills systems

Designing and implementing an evidence-based national skills strategy.

Funding skills through public and private sources and designing effective incentives for employers and individuals.

Providing good information for the public, businesses and policy makers.

Developing relevant skills

Activating skills supply

Strengthening skills systems

Putting skills to effective use

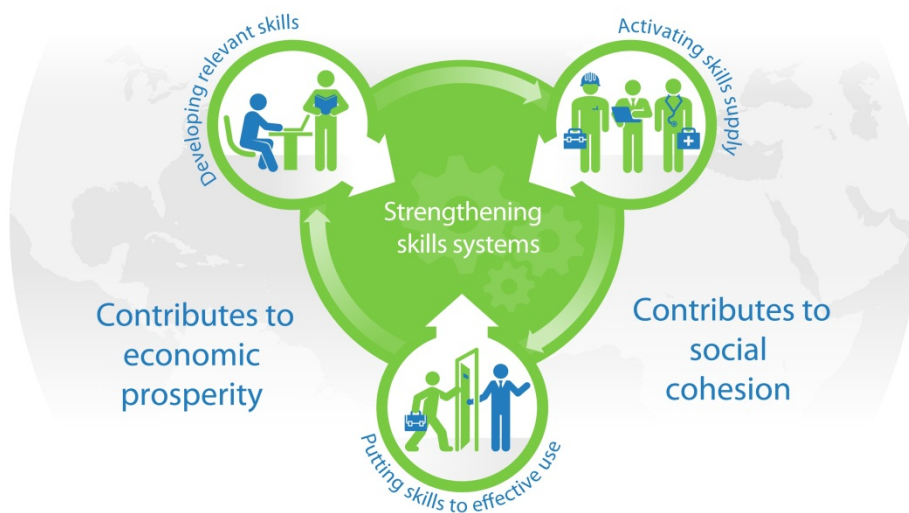Contributes to economic prosperity

Contributes to social cohesion

OECD Skills Strategy

Building an effective skills strategy for Korea

Active Learning Policy Note

2015 - 2016

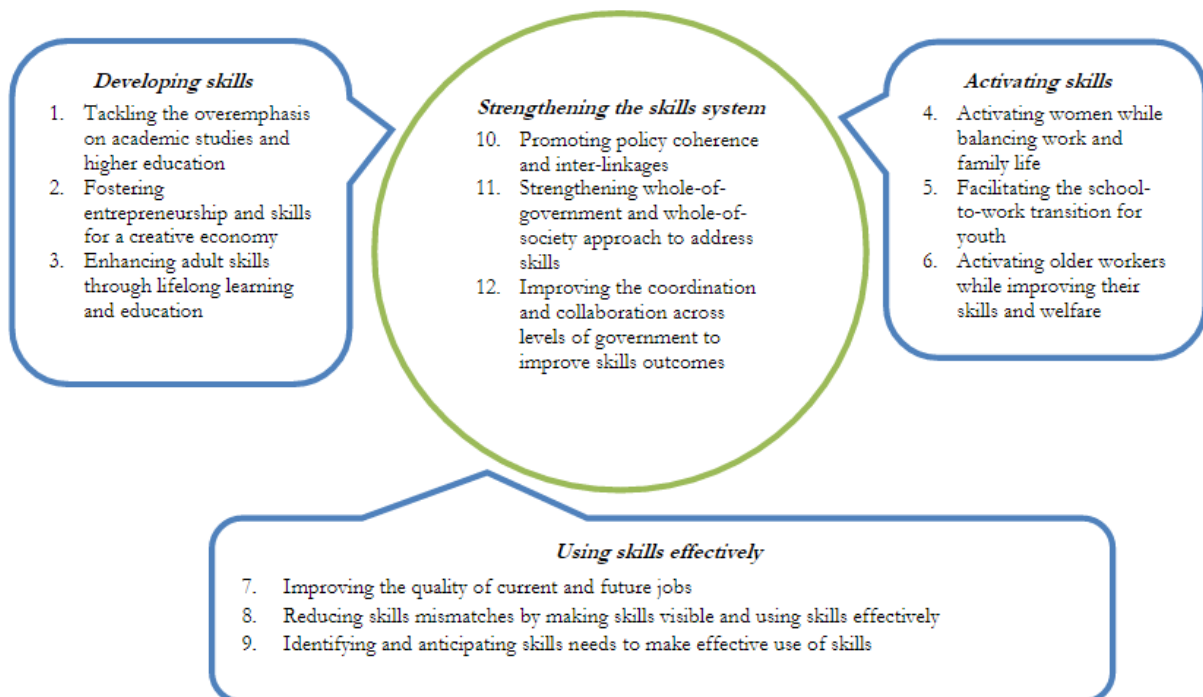# Contents

1. Background

What is the OECD Skills Strategy?

The OECD Skills Strategy provides a framework for countries to analyse their skills systems and to apply a whole-of-government approach to find better ways to develop, activate and use skills to boost employment and growth while promoting social inclusion.

What has been the history of the project?

The **Diagnostic Phase** (2013 - 2015) of the OECD Skills Strategy Korea project was chaired by the Ministry of Education and coordinated by the Korea Research Institute for Vocational Education & Training (KRIVET), which resulted in the *OECD Skills Strategy Diagnostic Report: Korea* identifying 12 skills challenges. The Executive Summary in Korean can be accessed here. The project was implemented with a whole-of-government approach and the engagement of stakeholders. A National Diagnostic Workshop (7 November 2013) was held with representatives from both public and private sectors who shared their perspectives on the major skills challenges identified through OECD analysis and previous consultations. The final Korea Diagnostic Report was launched on 5 November 2015 during the Global Human Resource Forum in Seoul.

12 SKILLS CHALLENGES AND ENABLING CONDITIONS FOR KOREA

Developing skills

1. Tackling the overemphasis on academic studies and higher education
2. Fostering entrepreneurship and skills for a creative economy
3. Enhancing adult skills through lifelong learning and education

Strengthening the skills system

10. Promoting policy coherence and inter-linkages
11. Strengthening whole-of-government and whole-of-society approach to address skills
12. Improving the coordination and collaboration across levels of government to improve skills outcomes

Activating skills

4. Activating women while balancing work and family life
5. Facilitating the school-to-work transition for youth
6. Activating older workers while improving their skills and welfare

Using skills effectively

7. Improving the quality of current and future jobs
8. Reducing skills mismatches by making skills visible and using skills effectively
9. Identifying and anticipating skills needs to make effective use of skills

The current **Active Learning Phase** (2015-2017) of the OECD Skills Strategy Korea project is chaired by the Ministry of Education and coordinated by the Korea Development Institute (KDI). Other members of the inter-ministerial project team are the Ministry of Finance, Ministry Employment and Labour and Ministry of Trade, Industry, and Energy. The aim of this phase is to raise awareness creating momentum and political support and prepare the ground to move from diagnosis to action. Two active learning workshops were held in Korea (Q2/2016 and Q4/2016) to build a shared understanding and actively engage relevant ministries, agencies and other stakeholders. The first workshop focused on youth transition from education to employment and the second workshop focused on lifelong learning.

A subsequent **Action Phase** (2018) would identify appropriate measures to address the prioritized challenges. A decision by the Korean government would be needed before moving to the Action Phase.

What were the objectives of the active learning workshops?

1. Inform all participants about the **OECD Skills Strategy and its added value for Korea**.
2. Develop a **common understanding** among participants of the main strengths and challenges facing the Korea skills system
3. **Identify the areas on which the OECD project should focus**, based on participants' feedback on scope, issues and desired outcomes.
4. Generate **concrete inputs** to understand why the challenges persist and identify main obstacles.
5. Gather national and regional **best practices** in tackling these obstacles.

Who was invited to the workshops?

A representation of various stakeholders that have relevant experience, expertise and perspectives on the topic of youth transition from education to employment was invited. These include for example youth, teachers, school and university administrators, researchers, employers, employers' federation representatives, trade unions representatives, government officials from national and regional level and NGO workers.

What happens next?

The Active Learning Phase Policy Note will be shared with the Korean Government in Q2 of 2017.

How is this policy note structured?

This Policy note summarises the content of the two Active Learning Workshops during which stakeholders actively shared their perspectives. This document begins with an Executive Summary. It then presents the highlights of the first Active Learning Workshop (Facilitating School-to-Work Transition for Youth) starting with a brief explanation of why the topic matters and how it was covered in the previous OECD Skills Strategy Diagnostic Report: Korea. It then summarises exercises 1, 2, and 3. The list of stakeholders follows and finally relevant policy examples across the OECD are provided for reference. In the same structure highlights of the second Active Learning Workshop (Enhancing Adult Skills through Lifelong Learning and Education) are presented. A brief explanation of why the topic matters and how it was covered in the previous OECD Skills Strategy Diagnostic Report: Korea are followed with a summary of exercises 1, 2, and 3. Then the list of stakeholders is shown and relevant policy examples across the OECD are provided for reference at the end.

2. Executive Summary of Active Learning Phase

2.1. Facilitating School-to-Work Transition for Youth

Main sub-challenges	Key insights from workshop discussions	International practices	National practices
Providing youth with better information	- Government youth programmes need to be more visible and engaging (e.g. government websites, social media presence) - Professional career guidance counsellors are needed that have practical industry experience - Recruitment criteria of companies are very generic. - Diverging expectations of internships between the interns and firms. While the former expect to be hired afterwards, the latter see it is more as a temporary training programme with no obligation of offering employment after completion.	Inserjovem and Raege (Portugal)	(1) Counselling Mentoring Programme; (2) Hope bus for youth
Providing youth with entrepreneurship support	- Lack of systematic preparation for doing a start-up. High-school students prepare mostly for higher education. Practical industry experience for students interested in start-ups would be beneficial. - Government support for start-ups is limited and regulations are considered a stumbling block - Alternative fundraising methods are limited (e.g. crowd funding, angel investing…)	Bridging Allowance, Start-up Subsidy (Germany)	Campus champion for Entrepreneur-ship
Supporting SMEs in the recruitment of youth	- Providing subsidies for youth to work in SMEs should be complemented with support for SMEs to improve general working conditions to make the workplaces more attractive - SMEs need support to provide on-the-job training opportunities and workplace learning during dual education. - Institutions like the Korean Federation of Small and Medium Businesses or the Small and Medium Research Institute could provide initial training for new recruits and thus reduce the training costs for SMEs	Employment Insurance Premiums and Youth Hires Programme (Canada)	(1) Mini job fair for the local community; (2) Youth internship programme
Supporting highly educated youth (university graduates)	- Students should be meeting with professionals in diverse professional fields to expose them to many career pathways. - Career guidance should be holistic (e.g. psychological counselling, aptitude tests). - Youth preparing for job entrance exams could benefit from temporary financial maintenance support. Otherwise, they are forced to take up temporary part-time work that decreases even further their capacity to prepare.	New Deal For Young People (UK)	(1) Employment services for university students; (2) Industry-university collaboration
Supporting youth who are neither in employment, education or training (NEET)	- More attention is needed to prevent youth becoming NEETs in the first-place - The transition for students between academic and vocational tracks could be more seamless, so that youth can be in the track that best suits their needs - Youth who are NEET often come from disadvantaged family contexts and neighbourhoods. More comprehensive measures are needed.	Youth Programme (Germany)	Dual system of work and learning

## 2.2. Enhancing Adult Skills through Lifelong Learning and Education

Main sub-challenges	Key insights from workshop discussions	International practices	Cross-cutting national proposals
Providing unemployed with lifelong learning to raise their employability	▪ Classes should be provided that are project-based, hands-on and with the use of case studies. Use of blended learning (high quality online content, customised offline classes) ▪ Convenient class times (e.g. evening, weekend and intensive sessions) ▪ Small-group, discussion groups	WeGeBau (Germany),	(1) Building an effective governance system ▪ Improved public-private partnerships ▪ Stakeholder engagement ▪ Monitoring/evaluation system ▪ Inter-ministerial collaboration ▪ Cost-sharing of lifelong learning (2) Raising the competitiveness of lifelong learning as an industry ▪ Adapting lifelong learning curriculum to specific needs in industry. More autonomy in curriculum design and operation. ▪ Training qualified lifelong learning instructors (3) Expanding labour market relevant lifelong learning opportunities ▪ Providing infrastructure especially in underserved areas ▪ Information on supply and demand for lifelong learning ▪ Improving online course quality (4) Creating an environment that is conducive for lifelong learning ▪ Encouraging employers to allow employees to take off for lifelong learning ▪ Implementing the N (5) Adapting lifelong learning to regional needs ▪ Incentivising local employers to engage in lifelong learning ▪ Providing local governments with the funds and capacities to get involved in lifelong learning
Providing employed workers with lifelong learning for higher productivity	▪ Subsidised training in order to prevent income inequality widening the gaps in accessing lifelong learning opportunities and lessening the training cost burden for SMEs ▪ Assessment of lifelong learning training quality and its effects is lacking ▪ Formal education and lifelong learning needs to be better connected through more collaboration across ministries and between government and stakeholders (e.g. companies)	Well (Australia); BKA (Norway)	
Providing women with career gaps lifelong learning to support their transition back into the labour market	▪ There is a lack of information for women on what kind of lifelong learning opportunities and where and how to access them ▪ Career coaching should be customised to the specific challenges that women face, as they are often the primary care-taker of the family ▪ In a male-dominated corporate culture, employers need to pay more attention to women and provide better career support	Livstycket (Sweden); Initiative for Adult Education (Austria)	
Providing lifelong learning to support youth in transitioning to employment	▪ Parents need to receive lifelong learning about the diverse career pathways that their youth can take and become more open-minded ▪ Classes should be provided with a project-based approach and combine online with offline learning. ▪ Youth should receive mentoring and coaching that provide guidance and advice in the transition to employment	Accelerating Opportunity (USA); Ballymun Job Centre (Ireland)	

3. Facilitating School-to-Work Transition for Youth

3.1. Importance of Youth Transition from Education to Employment

The longer it takes for youth to find a decent job, the more likely they are at risk of decreased motivation, skills atrophy and marginalisation in the labour market. Facilitating the transition from school to work could not only improve economic well-being of youths but also enhance social cohesion as a whole. With rapid population aging, supporting the activation of young Koreans in the labour market would be an effective solution to increase labour supply. Helping youth in transitioning from upper secondary and tertiary schools to labour market could alleviate the labour force shortage to a large extent.

**Figure 1. Korea's historical and projected working age population (15-64), 1960 - 2060**
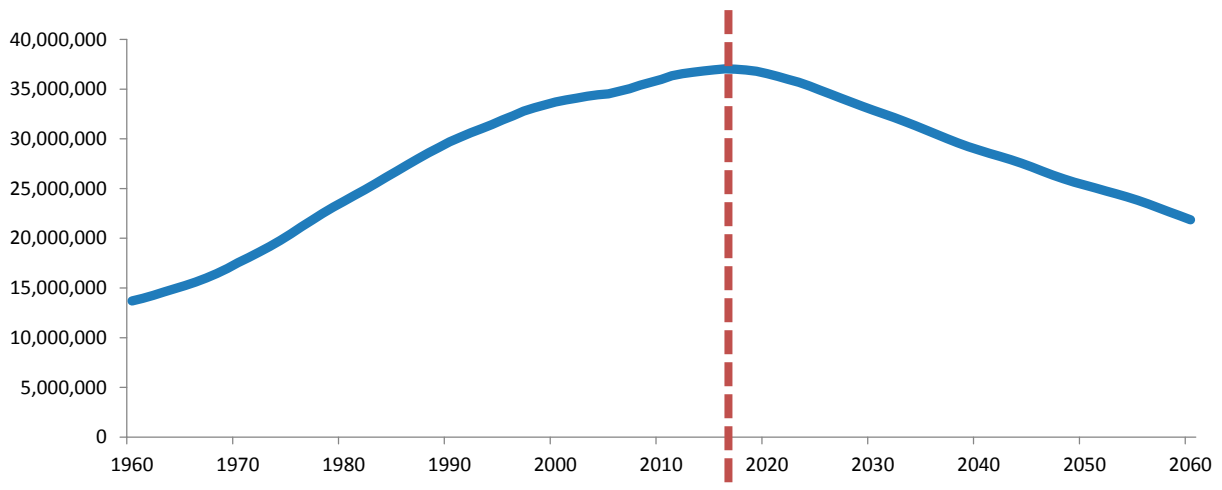
Source: Korea Statistical Institute

Given the high educational attainment of Korean youth, activating them could improve the workforce quality. Boosting the labour market participation of Korean youth would be key to reach the average OECD employment rate.

Figure 2. Educational attainment, by age groups (2011, %)
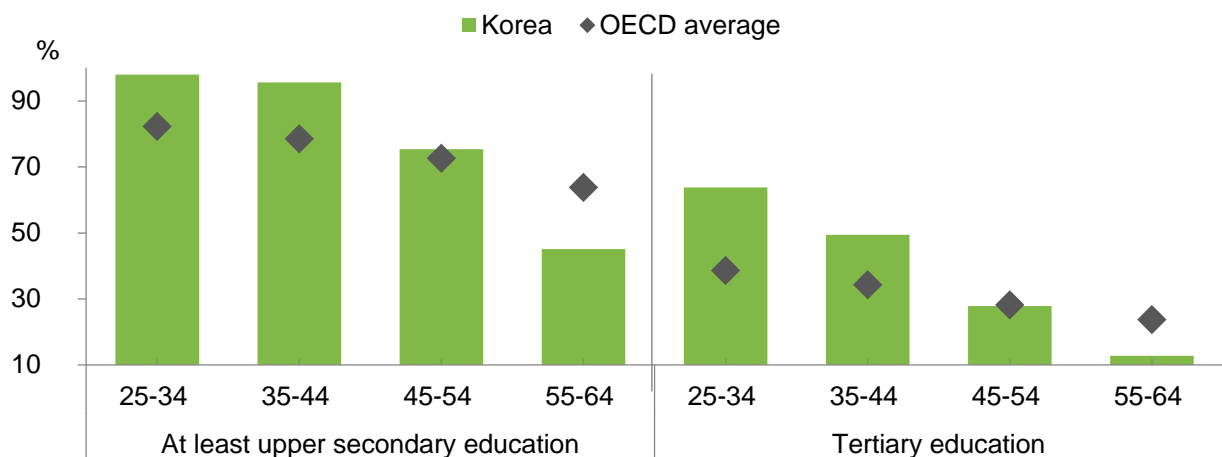
Note: Unweighted average of the 34 OECD countries. "At least upper secondary education" excludes short programmes for upper secondary education (ISCED 3C).

Source: OECD (2013a), *Education at a Glance 2013: OECD Indicators*, http://dx.doi.org/10.1787/eag-2013-en.

3.2. Key Insights from the OECD Skills Strategy Diagnostic Report for Korea

Youth in Korea face difficulties in participating in labour market. Korea has one of the lowest employment rates of youth tertiary educated adults.

Figure 3. Youth (15-29 years old) employment rates among the OECD countries (2014, %)
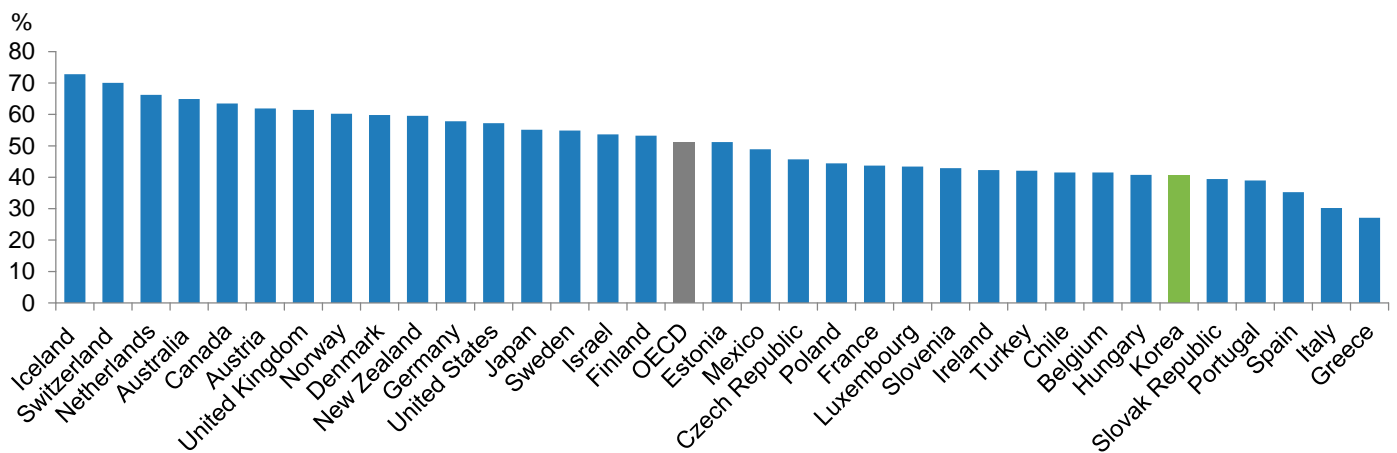
Source: OECD Stats

Many youths are having difficulties transitioning from education into employment even after they graduate from university. The very rapid expansion of educational attainment brings with it the risk that highly educated university graduates are experiencing difficulties in finding jobs that make good use of their skills.

Figure 4. Percentages of youth not in employment, education and training, 2012 (15-29 year-olds)
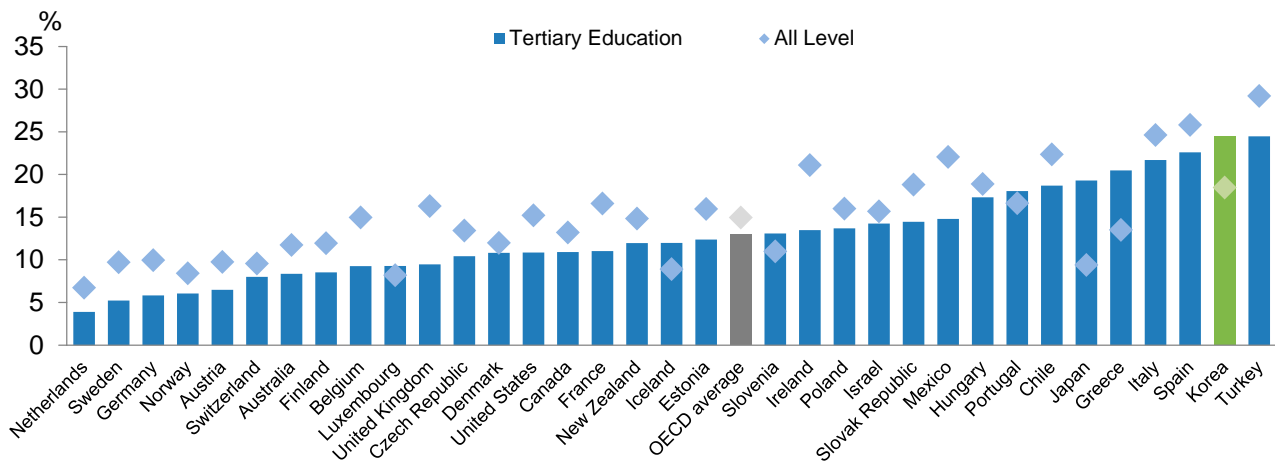
Source: OECD (2014), *Education at a Glance 2014*: OECD Indicators.

To make the transition more smoothly, the relationship between schools and the labour market needs to be improved. A much smaller proportion of Korean 15-year-olds report being happy at school, thinking that school can be useful for their job or decision making and that school helped to develop a sense of initiative and entrepreneurial attitude.

Figure 5. Do students think school is useful for a job?
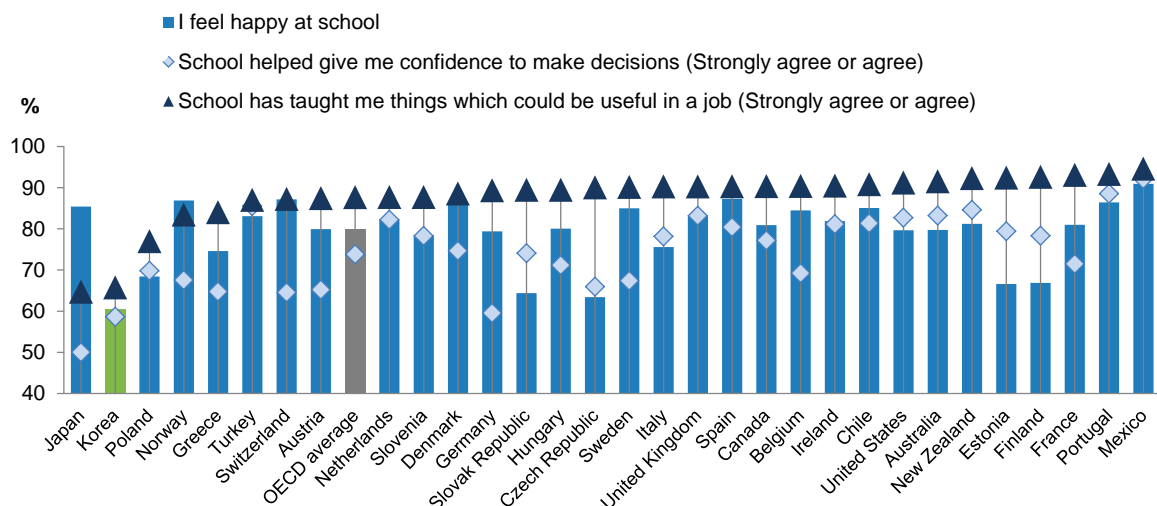
Figure 6. School helped to develop a sense of initiative and a sort of entrepreneurial attitude, 2012

■ School education provided enabling skills and know-how to run a business

◆ School helped to develop a sense of initiative and a sort of entrepreneurial attitude

Source: OECE (2013e), *Entrepreneurship at a Glance 2013*, Figure 6.1 and 6.2, http://dx.doi.org/10.1787/entrepreneur_aag-2013-en.

When youths find a job, it is often under unfavourable working conditions. A large proportion of youth are working in precarious jobs with little possibility of switching to a more stable job. This may explain why job tenures of Korean youth are one of the shortest among the OECD countries.

Figure 7. Average tenure rates in jobs among youth and total, by age group
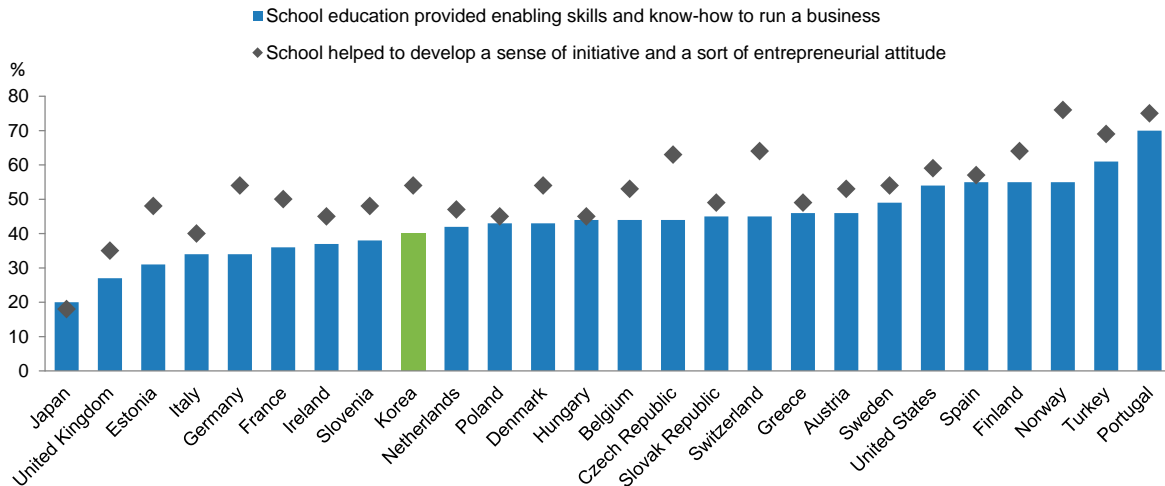
■ Total employment   ● 15 to 19   ◆ 20-24   ▲ 25-29
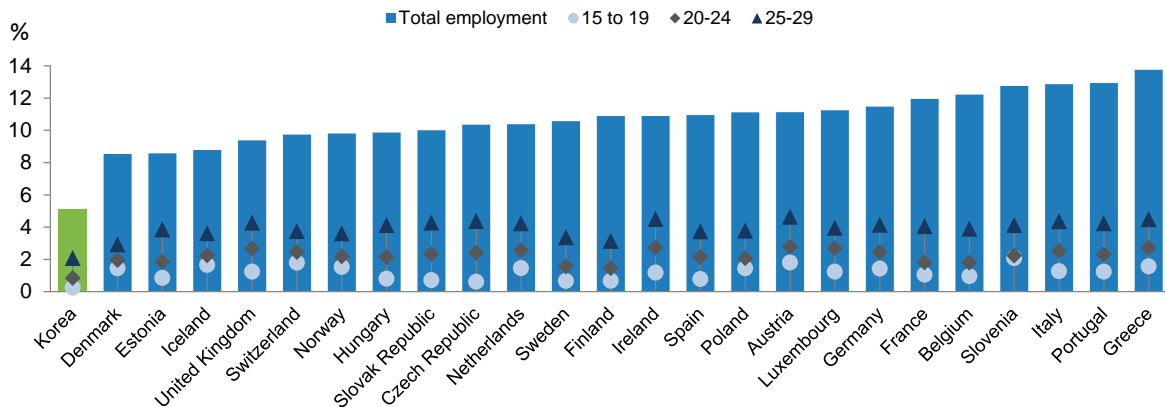
Note: Average job tenure rates are a proxy for turnover rates, i.e. the number of workers who had to be replaced as a ratio to the total number of workers in a given period.

Source: OECD (2015a), *OECD Online Employment Database*, www.oecd.org/employment/database, (Accessed on 21 August 2015).

Flexibility between vocational and general education tracks, as well as between school and work, would help young people to better align their career choices with the needs of the labour market and have better chances of finding employment. Quality information on the labour market and career counselling and services provided by the public employment services can guide youth in the transition from school to work.

3.3. About the First Active Learning Workshop on Facilitating School-to-Work Transition for Youth

What were the specific objectives of the active learning workshop?

1. Inform all participants about the **OECD Skills Strategy and its added value for Korea**.
2. Develop a **common understanding** among participants of the main strengths and challenges facing the Korea skills system in particular in terms of youth transitioning from education to employment.
3. **Identify the areas on which the OECD project should focus**, based on participants' feedback on scope, issues and desired outcomes.
4. Generate **concrete inputs** to understand why the challenges persist and identify main obstacles.
5. Gather national and regional **best practices** in tackling these obstacles.

Who participated in the workshop?

The Active Learning Workshop was co-organized by the inter-ministerial project team, which is composed of representatives from the Ministry of Education, Ministry of Employment and Labour, Ministry of Strategy and Finance, Presidential Committee on Young Generation, and Ministry of Trade, Industry and Energy. Stakeholders from the whole of society ranging from employers' associations, labour unions, regional sectoral councils, local governments, academic institutions and research institutes. There was also a significant number of youth that participated. Logistical support was provided by the Korea Development Institute. A detailed list can be found here.

Exercise 1: Discuss and identify the main obstacles that different youth target groups face

During **exercise 1** participants discussed and identified the main obstacles that different youth target groups face. Each table received a profile card of a target youth group. The profile would provide background information about who the youth is and what kind of situation he or she finds herself in regards to transitioning from education to employment. Participants were then asked to write down the main challenges and why those challenges exist on an individual card. Then they discussed their individual perspectives in the group and wrote down the most common challenges and reasons for these challenges. The results are presented here.

Examples of a youth profile card, individual card and poster

지민

프로파일:

지민씨는 22 세의 경기도 모 대학의 인문계열 학과에 재학 중인 학생으로서 졸업 후 관광 및 호텔경영 분야에 종사하기를 원하고 있음. 현장 실습학점 이수와 직업체험 및 추후 채용 시 이익을 위해 서울 소재 호텔에서 약 1 개월 산학협력 실습생으로 근무하였음.

지민씨는 현재 학교 수업과 함께 원하는 곳에 취업하기 위해 어학 공부, 자격증 취득을 위해 시간과 비용을 투자하고 있음. 하지만 현장경험과 자기투자가 희망하는 곳에 취업하는 데 도움이 될 수 있을까에 대해서는 의문을 가지고 있음.

목표:

재학시의 경험과 지식 및 능력을 졸업 후 희망하는 분야에 취업 성공으로 이어질 수 있도록 하기

Exercise 2: Share practical examples in Korea that have helped youth in overcoming these obstacles

During exercise 2 participants filled out an individual sheet where they provided a practical example of a programme or policy that supports youth transitioning from education to employment. They answered the following questions: What are the main objectives? Who are the beneficiaries, the provider, and the involved partners? How is the initiative governed, how much does it cost, who finances it? Who monitors and evaluates it and how? Where is it being implemented? How is it adapted to regional needs? How can it be scaled up nationally? What are the short-term and long-term milestones? The results are presented here.

Exercise 3: Assess practical examples that address these obstacles

During exercise 3 participants analysed the practical examples in terms their strengths, their weaknesses and ideas for improvement. In the final plenary participants shared these practical examples with all the other participants. The results are presented here.

Photos of the workshop

OECD Presentation

OECD Skills Strategy Framework and results from the OECD Skills Strategy Diagnostic Report

Roundtable group discussions

Participants with diverse backgrounds discussed various issues youth are facing.

Roundtable group discussions

Each table had a table moderator who facilitated the conversation making sure that everyone was able to contribute.

3.4. Summary of Exercise 1: Main Obstacles for Youth

What are main obstacles?

- While students engage in various programmes (e.g. internships, studying for a specific qualification…) to prepare for employment, it is not clear to what extent these are effective in helping them find employment
- There is a lack of information on job opportunities
- Since the focus has been to simply go to university, much less thought has been put into what career path to take
- In uncertain economic times employers seem to prefer experienced workers rather than recent graduates

Case 1: College student who seeks for a job

Jimin

Profile:

Jimin, a 22-year-old student studying humanities at a university in the Gyeonggi province, wants to work in tourism and hotel management after graduation. She worked as an intern for about one month at a hotel in Seoul to take on-the-job training credits, work experience, and benefit for future recruitment.

Beside taking the courses at the school, Jimin is currently investing time and money to learn foreign languages and acquire qualifications in order to get a job where she wants to work with the school. However, she has doubts as to whether field experiences and such investments could help her get a job where she would like to.

Objective:

Making sure that her experience, knowledge, and abilities at the time of graduation lead to successful employment in areas she desires after graduation.

Why are the main obstacles persistent?

- Young job-seekers may have knowledge about a job in general terms, but lack knowledge in what exactly the skills are needed for the job
- Due to a lack of career guidance and information, the selection of a major in higher education is decided based on grades rather than aptitude and this becomes an obstacle later in the transition from university to employment
- Companies not disclosing recruitment criteria and ambiguity about internship requirements cause confusion and frustration among young people
- Access to and participation in government programmes (e.g. job creation economic innovation centre) is low, which indicates the need to improve visibility of government's (e.g. government websites, newspapers etc.)
- Social expectations (e.g. parents, professors) and labour market practices (e.g. low likelihood to transition from SMEs to large employer) influence students' choices.

What more can be done?

- Clarity is needed about different programmes such as apprenticeships, internships and work placements. These need to have clear guidelines
- In high school students need to familiarised with the different options in terms of majors in higher education
- Career guidance and advice should include counselling and lectures and be provided to students in their 2nd or 3rd year in university. Professional career guidance counsellors are needed that have practical industry experience
- The recruitment criteria of companies should be disclosed. This would help job-seekers to target their applications. Currently, most job postings are very similar and generic providing little information.
- It would be useful to devise a system in which employers and education institutes share the costs of education
- A better internship system should be introduced (e.g. different levels of internship depending on the prior knowledge of the intern, internship 101, internship 102…). The more advanced internships should be remunerated.
- Need to improve on-the-job training and industry-university cooperation training opportunities. A system is needed to officially recognise such trainings.
- More companies are needed to provide internship and work-place learning opportunities for young people. Tax incentives are not sufficient to recruit SMEs in providing such training.

Case 2: College graduate who plans a start-up

What are main obstacles?

- Fear of failure is holding students back from starting their own business
- There are not sufficient opportunities to prepare for start-up
- The effectiveness of providing subsidies for start-ups is questioned (although most of them do not provide practical help)
- Science and engineering graduates are generally not interested in start-up business, since they have otherwise good job opportunities. On the other hand, business graduates are more interested in starting businesses, as there are relatively fewer job opportunities for them

Jinwoo

Profile:
Jinwoo, a 27-year-old college graduate, majored science and technology fields at the university in metropolitan area. He now wants to start his own business, particularly with opening a restaurant. However, there are many obstacles to moving his plan forward because of family opposition, financial difficulties, lack of experience in business operation, and fear of failure.

Jinwoo wants to realise his potential in the field of interest and to know how to make his plan happen.

Objective:
Finding specific supports (funding and know-how) and changing social prejudice (negative perception of entrepreneurship) so that youth entrepreneurship can be activated

What more can be done?

- It is necessary to have a structure in place that provides entrepreneurship training and funds to young people who want to start a business.
- Entrepreneurship training should also include a practical field experience in the relevant industry that the young person is interested in starting a business. This would help reduce the fear of failure and increase the likelihood of success.

Why are the main obstacles persistent?

- While doing a start-up with others instead of just by oneself decreases the risk and burden of failing, there are few opportunities that support such initiatives
- There is no systematic preparation for doing a start-up. In high school the priority is to support students to continue to higher education. The curriculum does not include entrepreneurship training.
- The Government's support for start-ups is limited and regulations are a stumbling block
- There is a limit to the extent that other alternative capital procurement methods can be used (e.g. crowd funding, angel investment etc.)

Case 3: SME employer who has difficulties in recruiting young employees

What are main obstacles?

- Recruitment difficulties in SMEs that cannot guarantee employment security for their workers
- SMEs struggle with recruitment of young people, as their working conditions (wages, welfare) are relatively poor and tainted by negative social perceptions
- Former employees often have low skill levels and are not well positioned in the labour market

Youngsoo

Profile:
Youngsoo is a 53-year-old businessman who operates a small business in a province. Although he hired young people through the internship system, he has experienced many employees leaving the company for a higher wage in large companies. Poor living conditions (lack of housing, and cultural, and leisure facilities) and mandatory military service (for male) also make it hard to establish a stable employment. Frequent turnover is one of major reasons why he hesitates providing on-the-job training for new employees.

Mr. Youngsoo wishes to solve serious manpower shortage and be able to expand his business steadily through long-term employment relationship with young workers

Objective:
Looking for a win-win solution to reduce the shortage of workforce in SMEs and the joblessness among the youth.

What more can be done?

- o Career guidance throughout the education system
- o Close links between the labour market and the education system
- o Expanding opportunities to explore various career pathways through internship and other work-based learning experiences
- o Find a balance between the core curriculum in tertiary education with an emphasis on technical education
- o Supporting SMEs to provide on-the-job training opportunities and dual education
- o Institutions such as the Korean Federation of Small and Medium Businesses or the Small and Medium Business Research Institute could provide initial training for new recruits and thus reduce the training costs for the SMEs

Why are the main obstacles persistent?

- Due to the subcontracting structure of large corporations to SMEs, the SMEs are struggling financially and have difficulties providing quality jobs
- To work in SMEs is considered a professional dead-end due to low socio-economic mobility of workers there
- Lack of career guidance and information to support youth in finding a job.
- While 4 year universities/colleges have high enrolment rates, vocational colleges are struggling to fill places and have difficulties teaching the technical skills required by SMEs
- While the Government provides subsidies for job-seekers to work in SMEs, the Government does not provide sufficient support to improve the general working conditions in SME

Case 4: College graduate who seeks jobs in a large firms or public sector

What are main obstacles?

- Not attempting or seeking new career path despite repeated failures in public sector entrance exams
- Preparing for public sector entrance exams can become a means to escape from society and be accompanied by reduced motivation to find a job
- For the young people who lack financial support to cover maintenance costs during exam preparation phase, they are forced to take up part-time/temporary work. This reduces their capacity to prepare for exams and thus fail and get stuck in part-time/temporary work.

Jinhee

Profile:
Jinhee is a 24-year-old graduate from a local university and wants to have a relatively stable job in the public sector such as the governments or public enterprises. After failing twice to get a highly competitive job in the public sector, she is at third time preparing for a civil service exam in Seoul. She is financially supported by her family to cover the tuitions and living expenses.

She is not convinced about her career choice due to uncertain future, feelings of burden mentally and financially.

Objective:
Expanding set of career choices through accessing to job information, career guidance, and education/training opportunities

What more can be done?

o Career guidance should be adapted to the needs and aspirations of the one receiving career guidance. Before providing career path recommendations, it would be important to understand the individual's preferences and do an aptitude test.
o Career guidance is also not provided in a systematic manner
o Students need to get exposed to diverse career pathways by meeting professionals in various domains. Psychological counselling may also be effective.
o It would be necessary to provide young people who are preparing for job entrance exams with financial support to cover their basic maintenance costs

Why are the main obstacles persistent?

- There is a lack of career guidance and information. Students are not sufficiently exposed to diverse career pathways and thus strongly prefer and pursue public sector jobs. The job postings on the job search engine site "Worknet" hosted and maintained by the Government are not perceived as attractive job opportunities for university graduates
- It is challenging to get the employment centres in schools to actually be effectively used by students. Practical help is lacking and the person working at the job centre is also on a temporary contract, which leads to frequent turn-over.
- University graduates in humanities and social sciences naturally tend to be attracted to public sector employment
- Public companies' recruitment conditions are very broad ('too inclusive') attracting a lot of students, even those that might not be well qualified

Case 5: High school graduate who is not in employment, education or training (NEET)

What are main obstacles?

- Young people who are neither in education nor employment (NEET) are often neglected by their parents and community
- The NEET rate is particularly high for high school drop-outs
- Lack of willingness to work

Yunho

Profile:
Yunho is a 19-year-old high school graduate. Currently, he has a part-time job at a convenience store. He has no intention to continue his studies, and no need for vocational education or training either. He never has pursued a full-time job, only looking for part-time ones.

Objective:
Encouraging participation in education and training to acquire the qualifications relevant to the labour market, and ensuring active job searching activities for employment.

What more can be done?

- There is a need to balance policies that target university graduates and high school graduates
- Smoother transitions would be helpful for students who want to switch between the academic and vocational tracks.
- More is needed to prevent youth becoming NEETs in the first place

Why are the main obstacles continuing?

- There are no alternative pathways for high school dropouts
- While most high schools have career counsellors, they often do not have practical expertise due to a lack of experience. Better support and guidance are needed to support youth in the transition from education to employment
- NEETs face not only obstacles in the labour market, but also from their family context and surrounding environment. More comprehensive measures are needed

3.5. Summary of Exercise 2: Examples of Current Practices in Korea

During exercise 2 workshop participants discussed shared practical national examples providing detailed information about the objective, the people involved in the programme and the way it operated. The results of this discussion are presented below. There are also some general lessons that can be learned from these examples, which the OECD has drafted and included.

Example 1: Counselling/Mentoring programme

Objective of programme

Alumni provide career counselling and employment support to current students seeking employment

Participants

Alumni, current job-seeking students, firms, universities, NGOs and government

Details

Through connecting alumni with current students it is possible to provide job-seeking students with very practical and accurate information and know-how in how to secure employment due to their own first-hand experience. A service could be set up to guide students in identifying their employment preferences and to put them in touch with a corresponding mentor. There could be a fee for the consultation service.

For effective mentoring it is important to have the relevant people in the network. Universities might have different capacities to provide such a network. Prestigious universities tend to have a well organised alumni network, while other universities don't have that.

While the mentoring from the alumni is meaningful, it would also be useful to have the human resource (HR) personnel of the company participate in the mentorship scheme. It would be important to combine the tailored mentoring of a personal alumni mentor with the useful information provided by the HR personnel mentor. In order to maintain high standards in the mentoring service it could also be considered to train potential mentors in mentoring skills. Additionally, students may benefit from psychological and career guidance counsellors. Currently, there is no system or a publicly recognised organization managing and monitoring mentoring programmes.

Example 2: Campus champion for entrepreneurship

Objective

Entrepreneurship competition

Participants

Currently enrolled students who hope to become entrepreneurs (recommended by their university), professionals and education specialists

Details

During the entrepreneurship competition students have 15 to 20 minutes to present their ideas, which will be assessed to what extent they are feasible to implement and have a likelihood of success. Students are then given specific tasks to identify a problem, to analyse it and come up with a solution to address it. The focus of this process is for the students not to simply learn about entrepreneurship, but to be trained in essential skills to become entrepreneurs.

Example 3: "Hope bus" for youth

Objective

Disseminate information about the Government's youth employment programmes and encourage young people to think about employment in advance

Participants

Job-seeking youth, youth committees, local government

Details

The "Hope" bus goes to those areas where such youth can be found. This one-stop service provides job-seeking youth with career guidance counselling and organises visits for them to meet potential employers. The service is targeting in particular youth who are marginalised such as school drop-outs. The bus schedule is announced in advance through emailing, text messaging and social media. Awareness is also promoted through advertisement in local convenience stores. While the bus brings job counselling services to the youth, it should be complemented with further services such as interview preparation among others.

Example 4: Mini job fair for local community

Objective

Improve the job placement rates of job fairs especially in smaller scale job fairs focusing on technical occupations

Participants

Job-seeking students, local businesses, education institutes (polytechnic institutes, regional universities, human resources development institutes)

Details

On the one hand, supporting the job search of students in how to prepare CVs and interviews, while on the other hand supporting companies in identifying clearly recruitment criteria (qualifications, areas of need...). These efforts are meant to raise the likelihood of a successful job placement in particular in specialised small-scale job fairs. These are cost effective. Other existing job fairs tend to be too formal and they emphasize too much just the total number of job seekers and employers attending instead of ensuring that there are actually matched.

Example 5: Employment services for university students

Objective

Provide comprehensive support for university students to smoothly transition to employment.

Participants

Students, job centres at universities and government

Details

Job centres run by the universities provide special services to students during their initial years of studies (aptitude tests, career guidance, etc.) as well as for students closer to graduation (internships, job application support etc.). While it

would make sense to provide job-search support programmes during the semesters and make them mandatory for students to attend, it is difficult to do due during the busy academic calendar. It would be useful if the career guidance counsellors and the HR professionals from the employers share information about the kinds of workers that employers are looking for. The counsellors would benefit from further professionalization and training, as they are typically only prepared during 4 weeks in a training centre and 4 days in career guidance.

Currently, the university job-search services are divided across multiple initiatives such as university job centres, university entrepreneurship centres, career development centres among others. Simplifying and combining these efforts could help raise effectiveness. As an alternative to providing job related information directly to students through these job centres, it may be more efficient to have the information relayed through the various departments in the university.

What are some general lessons that can be learned from these practical examples?

Across OECD countries youth unemployment is one of the most difficult problems that needs to be urgently addressed. It is not only a substantial waste of valuable human resources for society, but also causes severe hardship for unemployed young people and their families. This is also the case for Korea, where many even highly educated young people have difficulties transiting from school to work. This section presents several policy implications drawn from the practical examples of youth programmes mentioned above.

Long-term perspective

A youth programme requires a long-term perspective with a comprehensive approach. Many young people do not receive career guidance in schools and they enter higher education without knowing which career path fits best with their aptitudes and interests. In addition, student have limited and insufficient opportunities to learn about jobs and occupations during their time in higher education. An effective youth programme should intervene early and support youth throughout the job search process. One particular programme that has such a long-term perspective is the programme of "employment services for university students". It provides career-guidance to 1st and 2nd year university students and continues with employment services in the final years of university.

Customised

Youth programmes should also be flexible enough to adapt to the individual's needs. Unemployment for young people is different from unemployment of mid-career or older workers. The needs of youth may also be different according to their particular life circumstances and stage in life. The 'counselling/mentoring programme' is customised to adapt to the specific needs of young people.

Motivational

Motivation is a critical factor for any youth programme to be successful. Young people in the Active Learning Workshop pointed out that they would become attracted to "motivational" programmes. Such programmes are characterised by being hands-on, emphasising the process of problem-solving, and being interactive among others.

'Campus Champion for entrepreneurship' is a good example because it emphasises more the process of problem-solving and collaboration rather than only focusing on outputs. Programme participants feel a sense of achievement when they find viable solutions to unexpected challenges as a team. The process, not just the awards or outputs, of the programme provide important incentives for young people to actively participate in the programme. The 'Counselling/mentoring programmes' is another programme that could have a motivational effect on young people. While the content of counselling and mentoring is mainly about information on employment, they are sometimes broad enough to cover personal and social matters. Those who receive counselling and mentoring also on personal matters

become more motivated and socially-connected with higher self-efficacy and improved social and emotional skills (Presidential Committee for Young Generation, 2014)

Holistic and engaging

An evaluation of youth programmes found that the programme context and ways of service delivery are more crucial for the effectiveness of the programme rather than just the type of programme in itself (IZA, 2016). This implies that even an identical programme could lead to different results depending on who the actors are and what role they play. A youth programme needs to engage a wide range of stakeholders (young people, parents, teachers, employers, unions, industry/occupation associations, experts, civil organisations, local and central governments among others) because of the complexity of problems that youth face. Effective stakeholder engagement means that stakeholders fulfil their roles and have a strong sense of ownership.

The practical example of this is the 'Mini job fair for local community'. Schools and local employment service centres work closely to prepare students for the job market. At the same time, meetings with local employers are arranged to identify their recruitment criteria in advance. Strong programme ownership and preparation in a small-scale job fair could raise job placement rates. The 'Hope bus for youth' has also a strong engagement component. Since many young people do not know where and how to get labour market information, a youth programme that simply waits for young people to come to receive services has only a limited effect. In contrast, a 'Hope bus' goes to those places where young people gather (campus, festival, and etc.).

References

Kluve, Jochen, *et al.* (2016), Do Youth Employment Programs Improve Labor Market Outcomes? A Systematic Review. IZA Discussion Paper No. 10263. Available at SSRN: https://ssrn.com/abstract=2849748

The Presidential Committee for Young Generation (2014), Notes for 2030 Youth Policy Initiative

3.6. Summary of Exercise 3: Stakeholder's Assessment of Current Youth Programmes

During exercise 3 workshop participants discussed specific youth programmes and related policies. They analysed them in terms of their strengths and weaknesses as well as ideas of how to improve them. The results of this discussion are presented below.

Programme 1: National Competency Standards

Description

National Competency Standards (NCS) introduced in 2002 are a set of standards that were created to guide the development and use of competency-based skills that are more relevant for the labour market. Currently, there are about 800 modules of NCS that have been completed. The government is actively applying the NCS to curricula and training programmes as well as advising employers to adopt them in their human resource management process (recruit, promotion, trainings and others) in workplaces.

Strengths

A positive aspect pointed out by most stakeholders was that it promotes a competency based education, fosters transparency in the recruitment, training and promotion process in the firm. The training materials for implementing the NCS were also considered to be of good quality.

Weaknesses

The training time to become acquainted in NCS is too long (600-1000 hours). In order for the NCS to be used effectively for recruitment and training, it needs to be preceded by job/tasks analysis that define the specific competencies that are required. Also HR personnel need to become aware of these as well. While SMEs would benefit the most from NCS usage, they often do not have the infrastructure in place to take advantage of it. In contrast, large companies have already their own standards, which they use for recruitment and training purposes.

Ideas on how to improve

The training in NCS should be divided in modules of 100 to 200 hours in order to be more manageable and accessible. The NCS should also be customisable to the needs of each company. Companies should be explained how to interpret and use the NCS. If companies conduct recruitment based on the NCS, then it will be more accurate and more comprehensive.

Programme 2: Programmes promoting industry-university collaboration

Description

In order to bridge the gap between education and labour market (i.e. skills mismatch), there are several current programmes such as the Leaders in Industry-university cooperation (LINC), Industry professional practice (IPP), curriculum customised to the needs of the industry, and on-the-job training encouraging industry-college collaboration. Typically the content and materials of the courses are developed in consultation between college and industry/employers. The duration of the training courses ranges from couple of months to one or two years. Students in the programmes take courses and training in the workplace as well as schools.

Strength

A strength of this system is that through industry-university collaboration education becomes labour market relevant. This will help reduce the mismatch between worker supply and demand especially in SMEs and support in particular young job-seekers in finding more quickly a job.

Weakness

If the curriculum in the university follows too much the demands of industry, it is hard to maintain the balance between basic compulsory courses and courses demanded by industry, resulting possibly in a curriculum of poor quality. It is also not always easy to find companies that have the infrastructure and capacities to work with the universities. For example, expensive equipment for work-based training is one of the obstacles.

The collaboration between university and industry varies greatly and can cause confusion. In some cases the Government supports students financially to participate in work-based training programmes; in other cases the businesses themselves are paying the cost. The demand for interns and the internship programme differs across companies.

There are certain parts that do not fit well with Government policies. While the Government makes it difficult for schools to cover the costs for students to participate in work-based training programmes, the employers do not see any incentive of providing training to students and paying them as well. There are some measures to provide employers with financial incentives to provide places for students, but only large companies are benefitting from this. Smaller companies have a much lower participation rate.

In order for students to make the most out of work-based training opportunities, they should be clearly told what skills are most relevant for the future. However, this doesn't happen.

Ideas on how to improve

Before students participate in a work-based training programme, they should be tested on whether they are suitable for the programme. The support for companies that provide such work-based training programmes should be increased and the university-industry collaboration models (e.g. co-design of the curriculum, link between education and recruitment) should be promoted. More regulation and quality control is needed to ensure that workplace training programmes are well administered with workplace safety measures, minimum wage guarantee, information on workers' rights, and agreements on working conditions in place. It is not sufficient to rely on a teacher's personal network to connect students with work-based training programmes. Instead, the local government, the Ministry of Employment, Human Resource Development Service and other institutions should help in securing work-based training opportunities for students. Instead of the Government financing directly work-based training programmes, it could provide more tax incentives for companies to do so.

Programme 3: Youth internship programme

Description

Providing financial incentives for companies not just to hire interns, but also converting those interns into full-time employees. The interns are also given financial incentives to participate.

Weaknesses

While medium sized enterprises that can offer relatively attractive working conditions are not very interested in the financial incentives provided by the Government to hire inters, small enterprises that would benefit from those interns have difficulty recruiting interns due to the perception of low quality working conditions. This contributes to a high turn-

over rate in these smaller companies, as young people who are not satisfied with the low salary, the large financial gap relative to large companies, the stigma of working in a company with a low brand value, and further professional development ceilings and difficult working conditions.

Ideas on how to improve

The programme should address the confusion about what an internship is, since interns and firms have different perspectives. Interns tend to understand the internship as an employed trainee position and hence expect the firm to convert the internship to permanent employment after the probation period end. In contrast, many firms do not see the transition of an internship into employment as an obligation; rather they understand their roles in the programme as giving interns opportunities to learn through work experiences. It would be helpful to distinguish clearly in the programme whether an internship should be short-term focusing on the learning experience or long-term with a transition to stable employment

Programme 4: Dual System of work and learning

Description

To provide job-seeking youth with on the job-training opportunities and vocational education and training, so that the number of youth who get a full-time job increases and the number of job-skills mismatches decreases.

Strengths

Since the employers themselves provide the training and education the risk of job-skills mismatch is reduced. The combination of vocational education and employment training with employment is innovative. In addition, employers could save the cost of re-training newly recruited workers. While many policies focus on university graduates, this particular programme also targets high school graduates.

Weaknesses

There are some barriers that make the implementation of this programme difficult. The infrastructure is often weak in that there is shortage of trained teachers who could apply the NCS. This applies in particular to the SMEs who do not have the human resources to properly care for and train young workers in the programme. The physical location of the company is also a barrier, when it is situated in remote places like industrial parks that are less welcoming neighbourhoods to live in. The turnover rate is thus quite high.

Ideas on how to improve

The Government should focus on the aspects that the SMEs cannot address themselves. One example is supporting researchers in SMEs who can also provide training for young workers. Flexible application of the NCS model would help SMEs to participate in the programme.

3.7. List of Stakeholders

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Ministries

- Ministry of Education
- Ministry of Employment and Labour
- Ministry of Economy
- Ministry of Finance
- Presidential Committee on Young Generation

OECD

- Directorate for Education and Skills

Experts

- *Gyeongnam Development Institute*
- *Korea Research Institute for Vocational Education and Training*
- *Korea Labour Institute*
- *Korea Education Development Institute*
- *Korea Entrepreneurship Foundation*

Education Institutes

- *Catholic Sangji College*
- *Yeongjin College*
- *Jeonju University*
- *Kyungmin University*

Associations

- *Federation of Korean Trade Unions*
- *Seoul Youth Hub*
- *Youth Community Union*
- *Korea Employers Federation*
- *Association of High Potential Enterprises of Korea*
- *Korean Software Industry Association*
- *Korea Electronics Association*
- *Korea Entrepreneurship Foundation*

Regional Councils

- *Chungbuk Regional Councils for Human Resource Development*
- *Incheon Regional Councils for Human Resources Development*
- *Gyeonggi Regional Councils for Human Resources Development*

Students

- *Korea University*
- *Kyungmin University*
- *Sogang University*
- *Chungbuk National University*
- *Hanyang University*

3.8. Examples of Youth Policies in OECD Member Countries

This section provides an overview of relevant OECD examples for youth policies. The more detailed page long profiles have been selected due to the positive evaluation results. This is followed by more succinct country policy profiles addressing specific issues such as: second chance youth programmes targeting in particular school drop-outs and low-skilled youth, Vocational Education and Training (VET) systems, entrepreneurship support, career guidance and recognition of skills.

France	**Name**: **Qualifying Contract ("Contrat de Qualification")** **Who**: Government **When**: 1984 - **Target group**: unemployed youth (16-25)

Description: The programme was created in 1984 and targets youth, who either (i) did not acquire any diploma during their schooling, or (ii) acquired a low-level diploma that does not help them find a job. The primary objective of the programme is to allow youth to acquire a higher (or more recognised) diploma through formal training. It targets in particular youth with lower education qualifications: unemployed youth are automatically eligible except those holding a vocational/technological High School diploma and those holding a Higher Education diploma. Youth belonging to the last two categories can nevertheless be allowed to apply for a CQ programme, if they manage to prove severe difficulties in finding a job. This programme has a large training content and leads to a formal diploma.

Legally, the CQ training programme takes the form of a fixed-term labour contract between a youth and a private employer. The contract lasts from 6 to 24 months, and can be renewed one time only. The specific feature of this contract is the emphasis put on formal training (as opposed to informal or "on-the-job" training). As a rule, this training usually occurs in a private or public teaching institution (such as a high school) with which the firm has signed a training convention. Training can only take place within the firm if the latter has a training facility certified as a training institute. Besides being formal, the training received during a CQ programme also represents an important amount of time: training duration has to be at least 25% of the total duration of the contract. Last but not least, the training received during a CQ is sanctioned by a diploma, which can be: (1) a vocational or technological diploma similar to those delivered in French teaching institutions; or (2) a vocational diploma recognised in the collective wage agreement that prevails in the industry where the CQ programme took place.

Participants in the CQ programme are evaluated in order to determine which type of diploma (and which education level) they will be granted at the end of the programme. At the beginning of the programme, a tutor, recruited among the personnel of the firm, is allocated to the participant. The tutor's mission is to act as a mentor for the youth, to help him/her and advise him/her for the duration of the programme. The tutor intermediates between the firm, the participant, and the teaching institution, and participates in the youth evaluation. To be designated as a tutor, an employee must have at least two years of labour market experience. The tutor is generally an experienced worker, with a certain length of job tenure within the firm. He/she supervises the participant in a more or less informal manner, at no extra cost for the firm. With a CQ, labour costs are kept low (thanks to the exemption of social security contribution), and training is conducted at no extra cost for the firm (since training costs are refunded). Moreover, this contract can provide firms with skilled workers that may be hired afterwards (on other types of labour contracts) if need be

Evaluation: Participation led to an increase of 84 euros in the net monthly wage, an increase of 51 euros in the net monthly income, and an increase of 4.5% in the probability of being employed at the end of the period.

Contact	https://www.service-public.fr
References	Pessoa e Costa, Sofia, & Stéphane Robin (2009). An illustration of the returns to training programmes: The evaluation of the "Qualifying Contract" in France. Université catholique de Louvain, Institut de Recherches Economiques et Sociales (IRES).

Germany	**Name**: **Youth Programme** **Who**: Federal Employment Agency, private temporary work agency **When**: 2007 **Target group**: disadvantaged youths without lower secondary school degree without vocational training degree and/or without labour market experience

Description: this programme constitutes a public-private-partnership and was implemented in three pilot sites from 2007 to 2009. The objective of the programme was to help unemployed youths find permanent jobs by combining a) individual coaching, b) classroom training, and c) work experience via temporary agency work in three steps. First, the local employment agency selects participants from the predefined target group. Second, individual profiling and skills assessment takes place at the temporary work agency, followed by classroom training. The content of the training is allowed to differ between individuals and pilot locations, depending on each participant's skills and local labour market needs. In the third step, participants are contracted by the temporary work agency and placed in hiring firms to receive work experience. In the hiring firms, personnel managers and co-workers do not know that youths are participants in an ALMP. The full programme was designed to last 12 months.

The programme worked well in terms of targeting, as around 70 per cent of participants have a lower secondary schooling degree or less, and more than half have no vocational degree. The average age of 23 years also reflects targeting criteria. Moreover, participants are clearly disadvantaged in terms of labour market prospects, since despite their young age an average employment experience of less than a year (292 days) stands against a sizeable experience with unemployment, at an average of two years (714 days). Male youths form the majority of participants. More than 40 per cent of participants stay in the programme for 3 months or less and likely did not run through all programme components. Almost all participants with long durations (one third of total) stayed in the programme for 12 months.

Evaluation: An ex-post quasi-randomization approach was used and found positive outcomes. One third of the 97 participants with a job after the end of the programme work outside the temporary sector. These are the workers experiencing a full stepping-stone effect. Second, 20 per cent switch to another temporary work agency. This is some sort of a stepping-stone, since they move on to new employment. Third, 46 per cent stay with the temporary work agency for which they worked during the work experience stage of the programme. While no stepping-stone effect, this is still a success, since they continue in employment without the subsidies of the programme.

Contact	https://www3.arbeitsagentur.de/web/content/EN/index.htm
References	Ehlert, Christoph, Jochen Kluve, & Sandra Schaffner (2012). Temporary work as an active labor market policy: Evaluating an innovative programme for disadvantaged youths. Economics Bulletin, 32, 2, 1765–1773.

UK	**Name**: **New Deal For Young People (NDYP)** **Who**: British Government **When**: 1998 - 2010 **Target group**: young unemployed (18-24)

Description: the aims of the programme were to help the young unemployed people into work and increase their employability. NDYP is for 18-24 year-olds who have been claiming Jobseeker's Allowance (JSA) for six months or more (including those getting NI credits only). It provides opportunities to work, get new skills and/or get work experience in the voluntary and environmental sectors of the economy. NDYP starts with a period known as the Gateway. On the Gateway participants receive up to four months of intensive, personalised help and support, initially designed to help find an unsubsidised job. An important feature of the Gateway is the role played by personal advisers. The advisers interview New Deal participants up to seven times within a six-month period, offering information and advice on New Deal options and monitoring their progress.

Some short term unemployed young people, identified as having difficulties in finding work, will also qualify for this assistance. During this Gateway period many will find unsubsidised jobs. Those who leave unemployment at this stage, but who return to the claimant count within 13 weeks, will automatically re-enter the Gateway and do not have to wait an additional six months to re-qualify for NDYP assistance. Those who have not left unemployment after four months on the Gateway are offered either a subsidised job, a job placement in the VS/ETF options, or a programme of full-time education and training. There is no option to remain on unemployment benefit. The alternative to passively claiming benefit, i.e. participation in NDYP options, is intended to increase the employability of young people. The four options are: (1) six months of subsided employment plus training; (2) six months of work experience and training with a voluntary sector organisation; (3) six months of work experience and training on an Environment Task Force project; or (4) up to one year on a course of full-time education and training.

Most options last six months, the exception being the full-time education and training option lasting for up to 12 months, after which many will find work. Those who return to the claimant count within 13 weeks of having participated in an option, enter the NDYP Follow-Through. Here they receive further assistance in finding a job and may be placed into a NDYP option. Department for Education and Employment (DfEE) figures show that since its launch in April 1998, 179,000 young people had found jobs by the end of November 1999 through New Deal.

Evaluation: Estimates of effect after 6 months of participating in this programme show about a 20% reduction of the probability of staying unemployed for men, while for women it was about 16%.

Contact	Simon Marlow (simon.marlow@dwp.gsi.gov.uk) Department for Work and Pensions, UK Government
References	Wilkinson, David (2003). New Deal for Young People: Evaluation of unemployment flows. Policy Studies Institute, Research Discussion Paper 15. White, Michael, and Rebecca Riley. Findings from the Macro evaluation of the New Deal for Young People. Vol. 168. Corporate Document Services, 2002. Eurofound (2003). *How is the New Deal for Young People working?* https://www.eurofound.europa.eu/observatories/eurwork/articles/how-is-the-new-deal-for-young-people-working.

USA	**Name**: **Workforce Investment Act (WIA) Title I-B youth programme** **Who**: Washington State, USA **When**: **Target group**: low-income youth (14-21)

Description: Youth must be 14 through 21 years old, low income, and meet other criteria described in the Workforce Investment Act (WIA) such as a need for additional assistance to complete an educational programme or to secure and hold employment. To be low income, one must be a welfare or food stamp recipient, homeless, a foster child, or have a family income below 70 percent of the lower living standard income level—$11,569 per individual, or $30,142 for a family of four. The programme prepares low-income youth ages 14 through 21 for success in school and the world of work. Eligible youth may receive counselling, tutoring, job training, mentoring, or work experience. Other service options include summer employment, study skills training, or instruction in obtaining a GED or equivalent.

Local priorities for WIA Title I-B Youth Activities grant must support the priorities described in each local Workforce Development Council's strategic plan and WIA operations plan and must also be consistent with the goals identified in High Skills, High Wages, and the state's strategic plan for workforce development.

The majority of WIA funds are allocated to the state and distributed to the 12 local areas based on employment levels and demographics. Federal law defines the funding formulas, which are based on the number of unemployed and the number of targeted persons living in the area. The data is compiled and used to distribute funds to local areas. A portion of the funds available to the Governor for state-wide activities is distributed to workforce investment councils and other entities based on criteria set at the state level. 4,014 young people were served by the Workforce Investment Act Youth Programme between July 1, 2013 and June 30, 2014. The Workforce Investment Act was phased out and replaced by the Workforce Innovation and Opportunity Act (WIOA). Most of WIOA took effect July 1, 2016.

Evaluation: The magnitudes of the estimated net impacts are quite close to each other for the short-term and longer-term time periods. In the short term, employment is estimated to increase by 8.0 percentage points, hourly wages increase by $0.41, and average quarterly hours rise by almost 40. These combine to provide an average quarterly earnings increase of $330. In the longer term, the employment effect is 4.3 percentage points, the hourly wage increase is estimated to be $0.41, and the average quarterly hours rise by about 30. The net impact on average quarterly earnings is estimated to be a little over $340. For this population, the earnings impacts are about 25 to 33 percent. The net impact estimates presented in the two tables do suggest a slight increase in the take-up of unemployment insurance benefits.

Contact	http://wtb.wa.gov/WIATitleIBYouth_Dir..asp; Kelly Lindseth, Employment Security Department. P.O. Box 9046 Olympia, WA 98507-9046 Telephone: (360) 902-9762. E-mail: klindseth@esd.wa.gov
References	Hollenbeck, Kevin, & W. J. Huang (2006). Net impact and benefit-cost estimates of the workforce development system in Washington State. W.E. Upjohn Institute for Employment Research.

Finland	**Name**: **Youth Guarantee Programme** **Who**: Finnish government **When**: 2005 **Target group**: youth (17-24)

Description: the government introduced the youth guarantee programme as part of its general Employment Programme. The aim was to reduce youth unemployment and marginalization by early intervention together with guaranteed activation. All activation is based on an individualized job search plan. A preparatory counselling meeting had to take place within one month of registering. In this meeting the caseworker assesses the individual service needs of the young jobseeker, and explains the activation procedure. A preparatory job search plan is drafted. The completion of an individualized job search plan was drafted between three to five months. Employment officers had to be in regular contact with the youth in the meanwhile. The job search plan to explicitly include agreed upon activation measures. The plan was mutually binding. The local employment authority is obliged to offer the activation measure included in the plan within three months of signing the contract. The job search plan is binding for the job seeker and non-compliance can be sanctioned.

The unemployed are divided into two groups according to their education level between youth with vocational education and youth with only compulsory education or non-vocational secondary education. For the youth with vocational education the main goal is regular employment. They benefit from services such as job coaching and subsidized employment. The ones that are the most employable are encouraged to conduct independent job search. If they have difficulties they can receive job search training. For the youth with only compulsory education the main goal is to have them continue in their education. They receive services such as career planning and guidance on various educational possibilities. Both groups can benefit from a "work practice" programme, which is an employment programme which instead of a regular salary provides compensation at the level of the minimum unemployment allowance.

Evaluation: An evaluation showed that among the measures only the ones targeting unemployed youth with vocational education seemed to be effective. For them the activation ratio increased by 2 percentage points, days in unemployment reduced by 7 days and days in non-subsidized employment increased by 7 days. Participation also reduced the need for social assistance and the purchase of psychotropic drugs.

Contact	http://www.nuorisotakuu.fi/en https://www.eurofound.europa.eu/observatories/eurwork/articles/labour-market/finland-youth-guarantee-shows-positive-signs-despite-budget-cuts
References	Hämäläinen, Kari, Ulla Hämäläinen, & Juha Tuomala (2014). *The labour market impacts of Youth Guarantee: Evidence from a Finnish reform*.

Canada	**Name**: **Employment Insurance Premiums and Youth Hires Programme**
	Who: Canadian Government
	When: 2005
	Target group: youth (17-24)

Description: Canada pursued two initiatives involving Employment Insurance (EI) following the recession of the 1990s, with the first targeting small firms and the second, which is the focus of this study, youth employment. In 1999 and 2000 this programme - "Youth Hires" - rebated any increase in aggregate EI premiums paid by firms for workers aged 18 to 24 that were in excess of the 1998 premiums they paid for that age group.

The incidence of EI premiums is partitioned across employers and employees with employers paying 1.4 times the employee rate. This system operates nationally, and premiums are set annually by the federal government, and are not experience rated for either the employer or the employee. Since the premium rebate affected employers in all regions equally, we estimate the impact at the national level. Youth Hires was announced in the federal budget on February 24, 1998 and was described as being a temporary measure in 1999 and 2000 to address high youth unemployment rates. For workers who were aged 18-24 at any point during each calendar year, any premiums paid in 1999 and 2000 in excess of the firm's 1998 premiums were refunded to the employer. Employer premium rates in 1998, 1999 and 2000 were respectively 3.78%, 3.57% and 3.36% of insurable earnings with the maximum insurable earnings fixed at $39,000 in nominal terms. The declining premium rate implies that a firm's aggregate EI insurable payroll for those in the relevant age-group had to increase by 0.21% in 1999 before the firm was entitled to the first dollar of rebate. Although the intention of the programme was to increase youth employment, employers had several margins on which they could adjust to increase premiums paid above the benchmark. Employers were eligible for the credit if they sufficiently increased any combination of wages, the number of young workers employed, or hours per year for existing young employees. However, firms received no rebate for wage increases to any individual worker whose annual earnings exceeded the maximum insurable limit. Awareness of this programme was encouraged by the government through discussions of the programme in the media and mailings to human resource departments in firms paying EI premiums.

Evaluation: empirical evidence indicates that this programme served to increase employment among the subsidized population by about one or two weeks per year on average, or one or two percentage points, relative to older individuals. Interestingly, it appears that the effect of the programme was predominantly, if not entirely, experienced by males. Female employment appears not to have been much affected. In interpreting these results it is worth remembering that the value of the annual rebate for net new youth employment was around 3.5% of earnings below $39,000 per worker/year, so a substantial percentage of the total subsidy payment can be thought of as a windfall gain for employers who were expanding.

Contact	https://www.canada.ca/en/employment-social-development/programmes/ei.html
References	Webb, Matthew, Arthur Sweetman, & Casey Warman (2014). *How targeted is targeted tax relief? Evidence from the Unemployment Insurance Youth Hires Programme.* Queen's University, Department of Economics.

Portugal	**Name**: **Inserjovem and Raege** **Who**: Portugal Government **When**: 2005 **Target group**: youth (17-24)

Description: The Portuguese programmes aimed at preventing long-term unemployment and are primarily composed of job-search support initiatives, involving vocational guidance, counselling, monitoring and training. The main policy goal was to improve the employability of two target groups: (i) individuals aged less than 25 years, who must be enrolled in the programme prior to completion of six months of un-employment (the Inserjovem programme) and (ii) individuals aged 25 or more, who must be enrolled before the 12th month of registered unemployment (the Reage programme). Programme participation is mandatory; all eligible individuals who refuse to participate face a loss of entitlement to benefits and their registration is cancelled. The benefits of being registered at the Employment Office (EO) are not confined to unemployment insurance, but include fee-exemption to access the public health services, and other programmes, such as training schemes, offered by the Employment Services.

The programmes are composed of intensive job-search assistance and small basic skills training, for example, writing curriculum vitae. They include a large number of different responses by the EO placement team. Each individual is interviewed with placement officers to help her/him improve job-search skills and, if deemed necessary, (s)he can enter a number of vocational or non-vocational training courses. The whole process of job-search assistance ends with the elaboration of a "Personal Employment Plan", which includes detailed information on the unemployed individual's job-search effort. According to this Plan, the unemployed individual is expected to meet on a regular basis with the placement officer and to actively search for a job. Unjustified rejection of job offers leads to the cancellation of registration. The programmes led EOs to pay a much closer attention to the search commitment of registered unemployed. Individuals enrolled in the programmes face different exits. The main ones, upon participation in the programmes, are placement in a salaried job available through vacancies posted in the EOs, and education or training.

Between June 1998 and December 2002 there were about 1.5 million Portuguese unemployed individuals registered in EOs across the country, of which roughly 61% were women and 35% were young (under 25). These numbers give an idea of the dimension and wide coverage of the programmes. The implementation of these programmes also implied a significant increase in the volume of expenditure. Indeed, between 1997 and 1999, comparing a pre-programme period and the pilot period (i.e., not yet covering the whole country), the outlays specific of the ALMP increased by 60%, to close to 90 million euros (these figures do not include the costs shared by all EOs services).

Evaluation: The Raege programme had a small and positive impact (reduction) on unemployment duration of workers finding a job upon participation, whereas the impact of Inserjovem is generally negative (extended durations).

Contact	https://www.canada.ca/en/employment-social-development/programmes/ei.html
References	Centeno, Luis, Mario Centeno, & Alvaro A. Novo (2009). Evaluating job-search programmes for old and young individuals: Heterogeneous impact on unemployment duration. Labour Economics, 16, 1, 12–25.

Germany	**Name**: **Bridging allowance ("Überbrückungsgeld"), Start-up Subsidy ("Existenzgründungszuschuss") since 2006 New Start-up Subsidy ("Gründungszuschuss")** **Who**: German Federal Agency for Employment **When**: 1986 **Target group**: unemployed

Description: the first program *bridging allowance* (BA) provided relatively high financial support (depending on individuals' previous earnings) to unemployed workers for six months, whereas the second program *start-up subsidy* (SUS) consisted of (lower) monthly lump-sum payments for up to three years. Since both schemes differ sharply in terms of financial support and duration, they also attracted different types of individuals. Both programs were replaced in August 2006 by a single new program *the new start-up subsidy programme.*

The bridging allowance, introduced in 1986, remained the only program providing support to unemployed individuals who wanted to start their own business until 2003. Its main goal was to cover basic costs of living and social security contributions during the initial stages of self-employment. The recipient of BA received the same amount during the first six months he or she would have received if unemployed. Since the unemployment scheme also covers social security contributions (including health insurance, retirement insurance, etc.) a lump sum for social security is granted equal to 68.5% of the unemployment support that would have been received. Unemployed individuals were entitled to BA on condition of their business plan being externally approved, usually by the regional chamber of commerce. Thus, approval of an individual's application did not depend on the case manager at the local labour office. In January 2003, an additional program was initiated to support unemployed people in starting a new business. This start-up subsidy was introduced as part of a large package of ALMP programs introduced through the "Hartz reforms". As was the case with BA, the main goal of SUS is to secure the initial phase of self-employment. It focuses on the provision of social security to the newly self-employed person. The support comprises of a lump sum payment of €600 per month in the first year. A growth barrier is implemented in SUS such that the support is only granted if income does not exceed €25,000 per year. The support shrinks to €360 per month in the second year and to €240 per month in the third. In contrast to the BA, SUS recipients have to pay into the statutory pension fund and may claim a reduced rate for statutory health insurance. When the SUS was introduced in 2003, applicants did not have to submit business plans for prior approval, but they have been required to do so since November 2004. Moreover, parallel receipt of BA and SUS is excluded. Participants in SUS are on average younger and lower educated individuals with less employment duration and lower earnings in the past.

Evaluation: 56 months after start-up, participants in SUS (BA) have a 15.6% (10.6%) higher probability of not being registered as unemployed compared to non-participants. Regarding integration into the labour market, that is being either self-employed or regularly employed, we detect that the employment probability of participants is 22.1 percentage points higher for SUS and 14.5 percentage points for BA participants in comparison to non-participants. These strong positive long-run effects are remarkable com-pared to findings of evaluation studies investigating other programs of ALMP in Germany, such as vocational training or job creation schemes. The results suggest that SUS tends to be more effective for participants above the age of 30; whereas BA seems to be more effective for younger participants.

Contact	https://www3.arbeitsagentur.de/web/content/DE/BuergerinnenUndBuerger/FinanzielleHilfen/Existenzgruendung/index.htm
References	Caliendo M and Kunn S. (2011) Start-up subsidies for the unemployed: Long-term evidence and effect heterogeneity. Journal of Public Economics 95: 311-331.

Second Chance programmes for youth

European Union European Commission (2001), "Second chance schools: Results of a European pilot project", Brussels. Second Chance (2012), "Second chance schooling in Europe", 2nd Chance, London, www.2ndchancelondon.org.uk	"Second chance" schools aim to provide labour market integration for young people aged 18-25 who lack the skills necessary to enter the job market or to re-engage in education (European Commission, 2001). The characteristics of these schools depend on local and national circumstances, but they share a number of features (Second Chance, 2012): • strong co-operation between local authorities, social services, other institutions and the private sector; • a teaching and counselling approach focused on the needs, wishes and abilities of individual pupils in order to stimulate their active learning; • flexible teaching modules allowing combinations of basic skills development (numeracy, literacy, social skills, etc.) with practical training in and by enterprises; • a central role for the acquisition of skills in and through ICT and new technologies.
France Réseau E2C France (2014), "L'Activité en 2013", Châlons-en-Champagne.	Second chance schools have developed in many EU countries, but particularly in France, where the number of students has been multiplied by ten since their introduction. French second chance schools have spread to 105 local areas. Although there are only few evaluations of French second chance schools and the long-term effect of these schools on youth employability is unknown, they are generally considered as promising. Over the last three years, 58% of youth left these schools with an educational or labour market option: 20% in training, 17% in regular jobs, 12% in apprenticeships and 9% in subsidised employment (Réseau E2C France, 2014). Some 22% dropped out before signing their individualised plans. This relative success is attributed to the quality of education, with a highly individualised approach, combining the acquisition of literacy, numeracy and ICT skills, labour-market-specific skills and strong links with employers. Work experience takes place gradually with the skills needed for the job being taught in parallel. These schools have managed to build a good reputation, which attracts both students and employers. Furthermore, employers and schools benefit from French state funding of the apprenticeship system. First, firms that hire apprentices benefit from tax relief. Second, the schools can benefit from revenues from the apprenticeship tax if firms identify them as beneficiaries.
Ireland Irish Department of Education and Science (2008), "Youthreach and Senior Traveller Training Centre Programmes funded by the Department for Education and Science: A Value for Money Review".	In Ireland, one of the most prominent initiatives to provide education and training opportunities outside mainstream education settings for early school leavers is "Youthreach", a joint programme funded by the Department of Education and Skills and the Department of Jobs, Enterprise and Innovation. Youthreach seeks to provide early school leavers (aged 16-20) with the knowledge, skills and confidence required to participate fully in society and progress to further education, training and employment (Irish Department of Education and Science, 2008). The programme is delivered through Youthreach centres and community training centres. An internal evaluation study by the Irish Department of Education and Science found the programme to be relatively efficient and for the most part maximising output from the input available. This is particularly true in relation to the following input areas – learner supports, accommodation, national co-ordination and support, and programme support and development. The time and effort devoted by staff members in practically all of the centres evaluated to get to know the individual learners, their background, their parents and families, play a key role in the support offered to learners. The programme appears effective in addressing learners' needs for personal and social development and in recruiting its target group. Those learners who engaged fully with the programme that was on offer to them in their centres indicated positive learning experiences, improved self-esteem and self-worth and enhanced personal and social development. Some centres also successfully implemented targeted strategies to promote learners' attendance and punctuality.

	However, efforts appear to be necessary to retain more of the learners to the end of the progression phase. There is also room for improvement in terms of the number of learners who obtain certification, as well as the levels at which they obtain certification, so that they can successfully progress from the centres to appropriate further education, training or employment. The centres also seem to have very limited links or communications with national agencies and relevant post-primary curricular support services. Communication is also lacking between some of the centres evaluated and their local post-primary schools and businesses. Last but not least, tracking systems to monitor the progression of learners after they leave the centres still need to be developed.
USA Schochet, P.Z., J. Burghardt and S. McConnell (2008), "Does Job Corps work? Impact findings from the National Job Corps Study", American Economic Review, Vol. 98, No. 5.	Job Corps is a free education and training programme introduced in 1964 in the United States that helps disadvantaged youth learn about careers, earn high school diplomas, and find and keep jobs. The programme includes vocational education and training, academic education and a wide range of other services, including counselling, social skills training, and health education. Most participants reside at a centre while training. The performance of the Job Corps programme has been evaluated regularly, including by using random assignment methods (Schochet, Burghardt and McConnell, 2008). The programme has positive effects on educational attainment and skills, and it reduces criminal activity. The impact on wages appears to be higher for the younger age groups than for the older ones.
Canada OECD (2013c), "Local strategies for youth employment", www.oecd.org/employment/leed/Local%20Strategies%20for%20Youth%20Employment%20FINAL%20FINAL.pdf	"BladeRunners" is an example of a regional employment programme that helps youth (ages 15-30) with multiple barriers to employment build careers in construction and other industries throughout the province of British Columbia (Canada), (OECD, 2013c). The Ministry of Jobs, Tourism and Innovation is the lead sponsor of the programme, which is now run in 32 locations across the province by 19 different local service delivery organisations. The BladeRunners programme provides participating youth a three-week training course, including instruction in both cognitive and social and emotional skills, and then facilitates direct job placement for programme graduates. The programme also provides extensive support services for participants and graduates 24 hours a day, seven days a week for an undetermined period of time after placement. The ultimate goal of the programme is to develop skills and work experience that foster long-term attachment to the labour force and to support the social and community integration of young people. BladeRunners is regarded as an effective employment training model for young people with multiple barriers to employment. It advertises an overall 77% post-training job placement rate, has won several awards and recognitions for its achievements, and is funded by a diverse group of public and private supporters.

VET system – Cooperation among education providers, employers and stakeholders

Switzerland OECD (2014c), Skills beyond School: Synthesis Report, OECD Reviews of Vocational Education and Training, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264214682-en.	In Switzerland, the involvement of professional organisations (trade and employer organisations and trade unions) in VET policy making is required by law. Professional organisations draft the core curricula and have the leading role in the examination process of both secondary and post-secondary programmes. The role of Swiss authorities (at Confederation level) is to approve the curricula and examination rules, supervise examinations and issue federal diplomas. When new federal diploma qualifications are approved, they are industry-led, but the federal authorities check that the proposed qualification has the support of the whole industry sector, not just some enterprises. This ensures that the whole industry sector can be engaged in the updating of the qualification in response to changes in technology or industry organisation.
Germany OECD (2014c), Skills beyond School: Synthesis Report, OECD Reviews of Vocational Education and Training, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264214682-en	In Germany, social partners are closely engaged in the development and updating of training plans for each qualification, which are formally issued by the thematically involved federal ministry (e.g. economy, health) in accordance with the Ministry of Education. Such training plans regulate the duration of the workplace training, describe the profile of the profession, and set out final exam requirements. Apprenticeship salaries are determined through collective wage negotiations. The chambers of commerce advise participating companies, register apprenticeship contracts, examine the suitability of training firms and trainers, and set up and grade final exams.
Denmark Field, S., et al. (2012), A Skills beyond School Review of Denmark, OECD Reviews of Vocational Education and Training, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264173668-en.	In Denmark social partners are strongly involved at the secondary and post-secondary levels of the VET system. With school associations and other institutions, they are part of advisory bodies that monitor labour market needs and make recommendations on the need to create new VET qualifications and to adapt existing ones, or to merge or re-organise programmes. In addition, they fund the trade committees that advise on the content, structure and evaluation of VET programmes at the sector level. Social partners also sit on the boards of vocational schools and post-secondary VET colleges and academies. When new needs emerge in areas not covered by trade committees, the Ministry of Education can appoint development committees to investigate whether new programmes are required.
United Kingdom Whitehead, N. (2013), "Review of adult vocational qualifications in the UK", UK Commission for Employment and Skills	As far as post-secondary VET is concerned, the United Kingdom government recently implemented a drastic reform to reduce qualification numbers for higher VET programmes from thousands to hundreds, following recommendations from OECD reviews and Whitehead (2013). Now each course/programme needs to provide five support letters from diverse employers. This gives employers more influence over the mix of training provisions and can ensure better alignment of these programmes with labour market needs.
Sweden OECD (2014c), Skills beyond School: Synthesis Report, OECD Reviews of Vocational Education	While social partners in Sweden have had limited influence over secondary VET programmes so far, they play a prominent role at the post-secondary level. Each post-secondary VET programme in each institution has a steering group including employers, who provide training to students and advise on provision and programme content. To launch a programme, an education provider has to show that there is a demand among employers for skills associated with a specific qualification and that it has a framework to engage employers. The National Agency for Higher VET is responsible for the sector,

and Training, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264214682-en.	and the social partners are part of a council that advises the agency on the future demand for skills and on how this might be met.
Norway Cedefop (2012), Norway – The social contract for VET, Cedefop, http://www.cedefop.europa.eu/node/12431.	Norway does not have a tradition of apprenticeship, but recently developed an apprenticeship system successfully. The standard upper-secondary VET in Norway is two years in school followed by two years of apprenticeship in a company, although those who do not find an apprenticeship can stay on in school-based VET for a third year. In 2013, the Norway government launched a new initiative that aimed to increase the number of better quality apprenticeships and to recruit new companies as training establishments for apprentices.

Entrepreneurship support

Belgium OECD/European Union (2012), Policy Brief on Youth Entrepreneurship: Entrepreneurial Activities in Europe, Publications Office of the European Union, Luxembourg	"The Plan for Self-Employment" in Belgium that provides low-interest loans for young people under the age of 30. The French government in partnership with regional Directorates for Youth, Sports and Social Cohesion has also set up a microfinance scheme, DEFi jeunes for young people aged 18-30. Financed through a combination of national funding and private sector sponsors, the programme selects young people through regional and national competitions and supports them with up to EUR 6 000 for a period of two years.
Canada OECD (2014e), Employment and Skills Strategies in Canada, OECD Reviews on Local Job Creation, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264209374-en.	The city of Shawinigan (Québec, Canada) was an industrial town built around its large electric power facility and heavy industry. The city was strongly affected, however, by structural changes in the global economy with many employers shutting down their operations. The city is now pursuing an approach that seeks to develop a community of entrepreneurs and small business operations as a sustainable economic base. In collaboration with the school commission, Shawinigan opened the Entrepreneurship Centre in 2013. The Entrepreneurship Centre offers skills development programmes along with other support measures that will allow for the growth of a critical mass of entrepreneurs. Future entrepreneurs will be supported over a five-year period: the first 18 months will be focused on training and start-up; the second 18 months will be dedicated to management and operations within space provided in the centre; the final two years will be given to consolidating the operations of the new enterprise and its relocation into the community. A textile factory will rent commercial and office space at market rates to established businesses as a way to generate revenue for the centre
Germany OECD/European Union (2014), The Missing Entrepreneurs 2014: Policies for Inclusive Entrepreneurship in Europe, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264213593-en	Many universities have incubators for their students and graduates. An example of linking students into existing facilities is the Technology Centre and Business Incubator in the city of Brandenburg in Germany, currently housing 45 companies and organisations, where business start-ups can make use of a "start-up package" that includes services such as tax consulting, advertising, banking services and office equipment. Students of the nearby Brandenburg University of Applied Sciences are assisted with access through the *Studenten im TGZ* (Students in TGZ) programme, which exempts them from paying rent in the incubator for 6-12 months. The students are selected through a business plan competition.

Netherlands OECD/European Union (2014), The Missing Entrepreneurs 2014: Policies for Inclusive Entrepreneurship in Europe, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264213593-en	The programme IkStartSmart ("I Start Smart") in the Netherlands is an integrated support programme for people in the province of Gelderland who wish to start a business or develop an existing business that is less than five years old. Businesses in this province have lower than average survival rates and there are few policy instruments that aim to support new start-ups. The programme aims to increase business creation in Gelderland and to support young businesses in their development. The IkStartSmart initiative uses an eight-step scheme to train and support new business owners. First, potential participants attend information meetings that screen their interest and suitability for the support. Following this, participants take a test to identify their strengths and weaknesses and the results are discussed with a business advisor from the Chamber of Commerce. In this meeting the advisor designs a personal training plan. Coaches are then assigned and their role is defined in collaboration with the participant. The aim of the coach is to support personal development. The business advice stage provides access to more specialised business support and relies on experts to provide more technical support than the coaches. This is complemented with training according to the personal plan and networking workshops. The final stage supports access to microcredit, which are offered by partner organisations. Participants pay a fee of EUR 250 for this support. An evaluation shows that the IkStartSmart programme achieved all of its stated objectives (OECD, 2014d) even though the programme has wide eligibility criteria, namely all those individuals who have had their own company for a maximum of five years, regardless of gender, age or background. A significant proportion of entrepreneurs were women and immigrants.
United Kingdom OECD/European Union (2012), Policy Brief on Youth Entrepreneurship: Entrepreneurial Activities in Europe, Publications Office of the European Union, Luxembourg.	Impact Hubs in the United Kingdom have similar aims and strategies, except that they are based on private, rather than government, initiative. They are physical spaces for co-operation and co-creation where young people can rent an office or room for a low fee to develop their business ideas into start-up companies. The first Impact Hub opened in central London in early 2005. Today, Global Impact Hubs are a rapidly expanding network of currently over 7 000 members in 54 locations around the world. Impact Hubs consist of three distinct elements. First, it is a community of entrepreneurial people who share an underlying intention to bring about positive change and act as peers to cross-fertilise and develop their ventures. Second, it can act as a source of inspiration and learning through events, innovation labs, learning spaces, incubation, programmes and facilitated conversations. Third, an Impact Hub is a physical space that offers a flexible infrastructure to work, meet and learn.

Career guidance and advice

Sweden Scharle and Weber (2011) Youth guarantees: PES approaches and measures for low-skilled young people.	In Sweden the PES has launched a Facebook account to represent the organisation at the national level and to reach out to young people. This initiative was launched in January 2011 with the aim of creating a forum for people to meet and discuss issues related to employment and job search. It is maintained by two PES experts who initiate discussions, answer questions, and mediate debates, but who are not supposed to engage in individual counselling (if requested they refer clients to their local PES). Postings typically pass on a links to news and information but can also be just a question to stimulate discussion (e.g. the most popular one so far has asked: "what is your dream profession?")
Scotland Kuczera M. (2013), A Skills beyond School Commentary on Scotland, www.oecd.org/edu/skills-beyondschool/ASkillsBeyondSchoolCommentaryOnScotland.pdf.	Scotland has a well-developed and comprehensive system of career guidance, offered in various institutions such as schools, colleges, local authorities and Job Centres. Co-ordination of services can be a challenge in a system involving many providers, but Skills Development Scotland acts as the strategic leader, collaborating closely with schools, colleges, local authorities and other bodies and organisations, such as employer representatives. Multiple institutions involved in career guidance and different channels of provision allow the system to reach out to different groups, including young people seeking entry to further and higher education, and unemployed people. Contrary to many other OECD countries where there is no specific profession of career advisers (career guidance often being provided by school teachers and psychologists), Scotland recognises that "career guidance is a distinct, defined and specialist profession which demands a unique set of core skills and expects all career guidance practitioners to be professionally qualified". This approach to career management involves helping individuals to understand their strengths, the objectives that they wish to set for themselves and the networks and resources that will help them reach these objectives. The aim is therefore to help individuals plan their career independently by equipping them with relevant tools and knowledge. Career services also include support from Career Coaches who engage with young people through talks, group sessions and individual coaching. Young people who need support to make a successful transition into employment receive one-to-one sessions, as does any young person who needs additional advice.
New Zealand OECD (2012a), Better Skills, Better Jobs, Better Lives: A Strategic Approach to Skills Policies, http://dx.doi.org/10.1787/9789264177338-en.	Career Services (CS) is the main provider of career information, including work and training, in New Zealand. CS provides services directly to individuals to help them make informed decisions. CS also develops guidance modules for schools. For example, The Creating Pathways and Building Lives programme assists schools in developing effective career advice consisting of wide-ranging information on career paths and training opportunities. The New Zealand Qualification Authority provides information about qualifications and diplomas and the quality of learning institutions. The New Zealand Register of Quality-Assured Qualifications provides a comprehensive list of all quality-assured qualifications in New Zealand. In addition, most tertiary education institutions conduct surveys of graduates to structure their programmes. The Department of Labour collects and analyses information on the skills needed in the labour market and about how the tertiary education system interacts with the labour market. Merging this information with information from other sources, the Tertiary Education Commission, which supervises the country's education system, produces annual "portraits" of tertiary education and training in New Zealand, including indicators of possible under- and over-supply (OECD, 2012a: 91).

Finland OECD (2012b), Equity and Quality in Education: Supporting Disadvantaged Students and Schools, http://dx.doi.org/10.1787/978926 4130852-en.	Finland's career guidance system covers all parts of lifelong learning from ECEC to adult education. There are also targeted programmes for those who are out of the labour market and out of lifelong learning. The ministries of education and employment established a national steering group for guidance and counselling to strengthen the cross-sectoral and multi-professional cooperation between the key actors and stakeholders. In addition, the Finnish upper secondary education system gives students the choice and flexibility to transfer between academic and VET programmes, which are considered to be the students' right and, in most cases, students take courses in other tracks to meet their study plans.
Italy www.almalaurea.it.	Since 1994, Universities have joined together in a Consortium – the Almalaurea Consortium – which has developed a student and graduate tracking survey aiming to collect information on the profile of graduates and on their performance when entering the labour market. After 20 years, the Consortium now tracks 80% of the graduates from Italian institutions and the results (published and accessible online at www.almalaurea.it) are returned to higher education institutions to help them further develop and fine-tune their provision of programmes.
Austria Pyne, L. and F. Förschner (2013), Local Partnership Strategies in Upper Austria: Supporting Youth Employment and Apprenticeships, LEED Programme, OECD Publishing.	Upper Austria set up the "Your Chance Programme" to reduce early school leaving and improve transitions for disadvantaged youth, focusing on children of parents with low educational status and young migrants. The project aims at supporting the labour market integration and career choices of young people at risk of dropping out through diverse activities. The project approached schools (in some schools 80% of pupils have a migrant background) and asked them to select young people who were struggling with the transition to the next stage in education. They use workshops, excursions, tutoring and vocational counselling to work with the young people. Approaches and tools differ between schools. Approximately one quarter of activities take place in the schools and the rest outside. The project also involves the teachers and families of struggling youth.
United Kingdom http://www.hefce.ac.uk	Since September 2012 would-be students have had access to information on the universities they are considering. For the first time, students can get additional help choosing a university as they can access detailed sets of information and make comparisons between institutions using Key Information Sets (KIS) published on the Unistats site. The KIS cover 17 aspects of full- and part-time undergraduate courses, including student satisfaction, employment and earnings outcomes/salary data, learning and teaching activities, assessment methods, tuition fees and student finance, accommodation, and professional accreditation. The data are regularly updated (www.thecompleteuniversityguide.co.uk). Moreover, higher education institutions publish their employability statements. These statements set out what universities and colleges offer to their students to support their employability and transition into employment and beyond.

Recognition of skills

Japan Ministry of Health, Labour and Welfare of Japan (2009), "The 'Job-Card System' in Japan", Tokyo.	The Job Card is a document that records the individual's education, training and employment history, and can be used for further training and job searching. The Job Card system, established in 2009, provides on-thejob training in combination with classroom education (officially labelled as a programme to develop vocational ability). At the end of their training, education, and work placements, the skills and knowledge of participants are formally and objectively evaluated and recorded on the Job Cards. Participants in the programme also receive career guidance to facilitate their transition from training to employment.
European Union https://europass.cedefop.europa.eu /en/documents/european-skills-passport.	The European Commission developed the European Skills Passport, an electronic portfolio which documents all the skills and qualifications citizens have acquired, including those learnt during apprenticeships. The idea is to facilitate the validation of employability skills across European countries and fields of work, and to help graduates and students find a job or training.
Australia www.innovation.gov.au/SKILLS/ NATIONAL/UNIQUESTUDEN TIDENTIFIERFORVET/Pages/d efault.aspx	In Australia, the government has re-introduced legislation to support the introduction of the Unique Student Identifier (USI), which began on 1 January 2015. The USI allows all of an individual's training records, entered in the national VET data collection, to be linked. It will make it easier for students to find, collate and authenticate their VET achievements into a single transcript. It will also ensure that students' VET records are not lost. The USI will stay with the student for life and be recorded with any nationally recognised VET course that is undertaken from when the USI came into effect

4. Enhancing Adult Skills through Lifelong Learning and Education

4.1. Importance of Lifelong learning

Across OECD countries lifelong learning is increasingly becoming a policy priority. In the context of rapid technological change, digitisation, demographic ageing, international economic integration, and migration, the need for lifelong learning is growing

Lifelong learning matters. It is critical for individuals to raise their skills level to increase productivity, adapt to changing workplaces and participate actively in society. Employers care about lifelong learning to ensure that their employees can keep in pace with changing requirements in the workplace and growing demands in a knowledge-based and digitalising economy. For society lifelong learning matters to ensure continuous economic growth, have a more fair distribution of the benefits of growth and foment greater social cohesion.

The workplace is changing. New technologies and processes are being introduced across all work levels (Figure 1). There are also substantial restructuring and organisational changes (Figure 2). Lifelong learning can play an important role to support workers in adapting to these changes.

Figure8. Share of workers who reported introduction of new processes or technologies in their current workplace during previous three years that affected their work
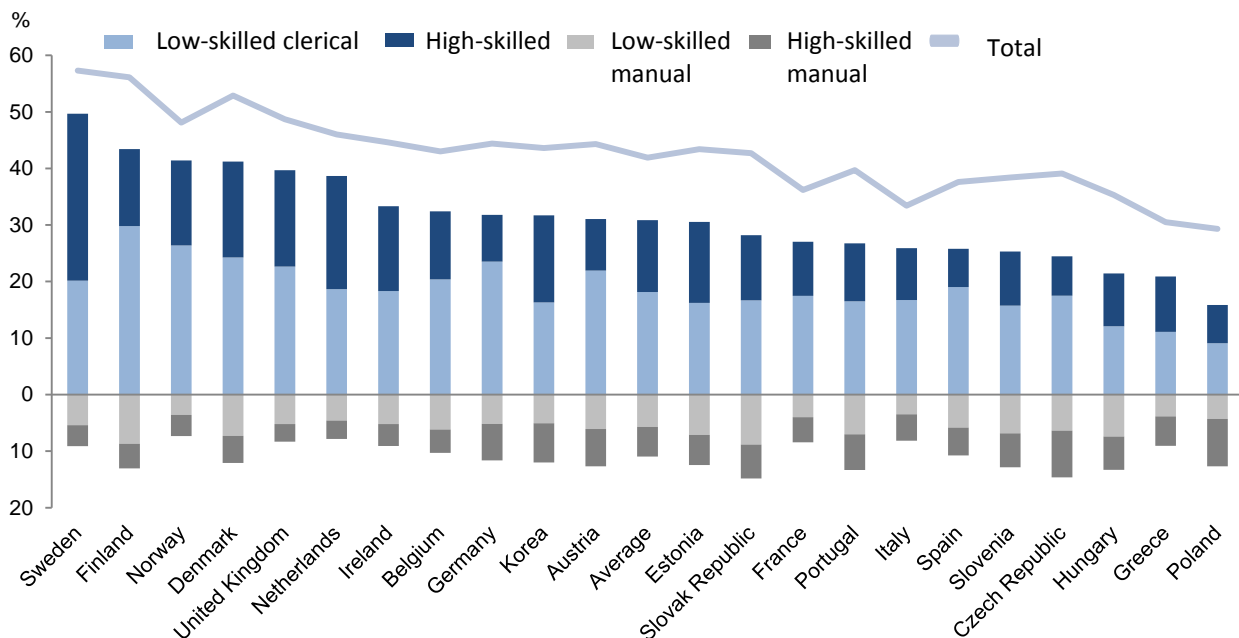
Source: OECD (2013b), *OECD Skills Outlook 2013: First Results from the Survey of Adult Skills*

4.2. Key Insights from the OECD Skills Strategy Diagnostic Report for Korea

There is a large skill between young and older workers, which could be addressed by lifelong learning. In comparison to other countries, Korea has a high skills gap between young and older workers. The skills of adults over 45 years are well below the average indicating the need for greater attention to this cohort (Figure 1).

Figure 9. Mean literacy proficiency level by age group, 2012
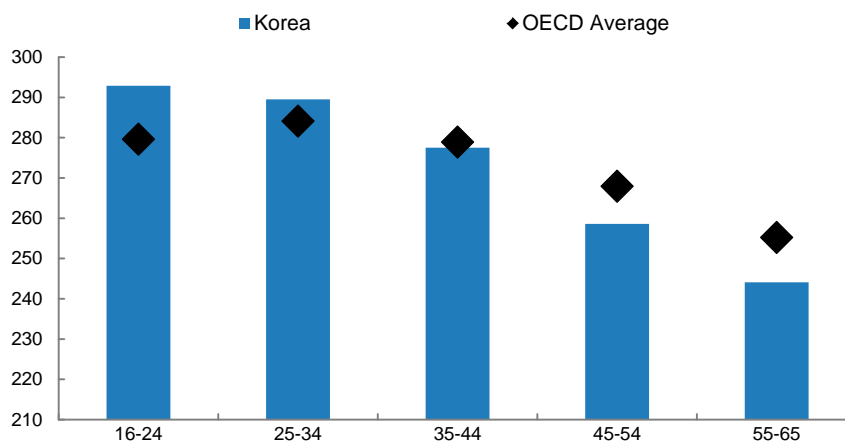
Source: OECD (2013b), *OECD Skills Outlook 2013: First Results from the Survey of Adult Skills,* http://dx.doi.org/10.1787/9789264204256-en.

The skills gap across generations varies across countries. While literacy proficiency in Korea is among the highest in the late teens and early twenties, it drastically declines and falls below the OECD average after the age of 26 (Figure 2). On average younger individuals tend to have higher proficiency scores than older individuals.

Figure 10. Relationship between literacy proficiency and age, selected countries, 2012
Trend scores on the literacy scale, by age, adjusted for educational attainment and language background, foreign-born adults excluded
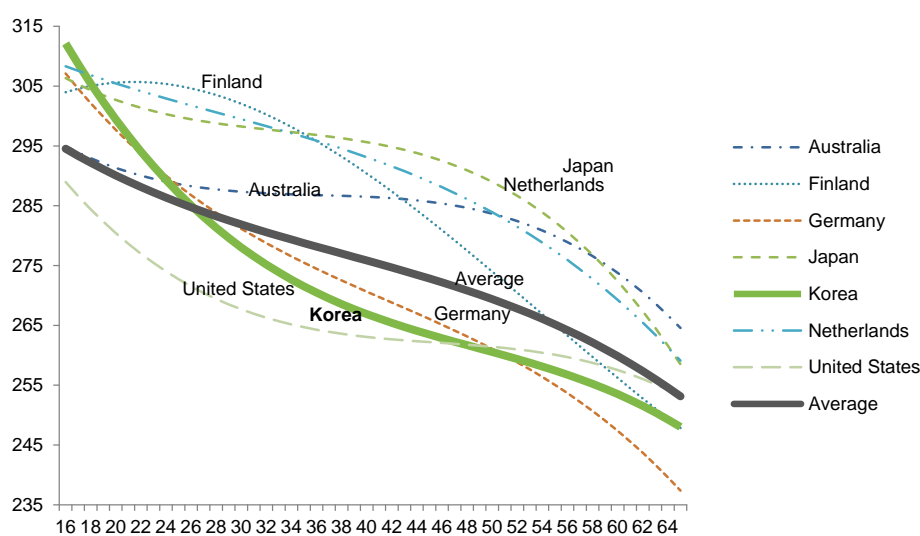
Source: OECD (2013b), *OECD Skills Outlook 2013: First Results from the Survey of Adult Skills,* Table A2.1; Figure 2.1 in pp. 61, http://dx.doi.org/10.1787/9789264204256-en.

The share of low-skilled adults varies across countries. Across countries one in five adults has low skills. In Korea it is slightly less.

Figure 11. A significant share of adults in Korea has low skills.

Percentage of adults that have low basic skills,
below level 2 in literacy and/or numeracy
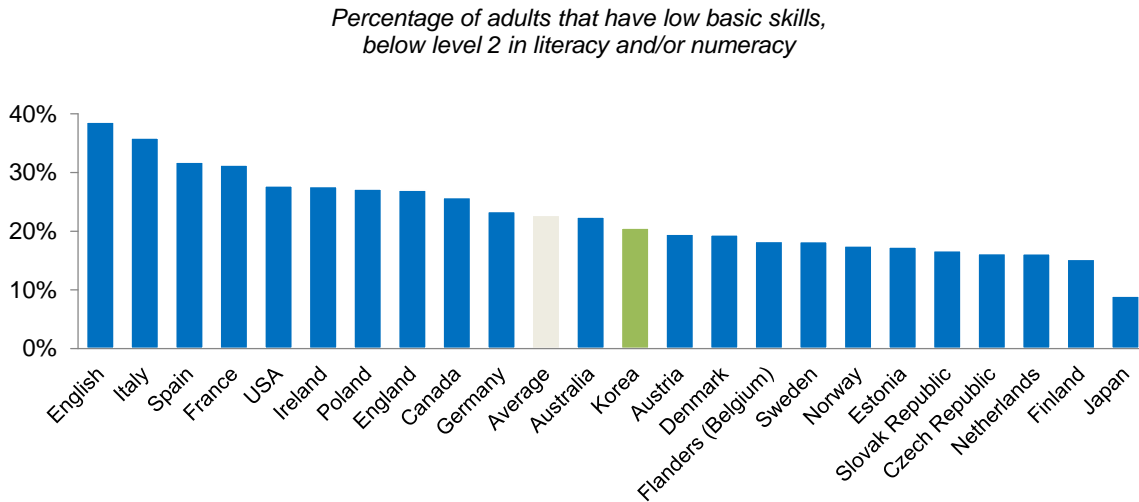
Source: OECD (2013b), *OECD Skills Outlook 2013: First Results from the Survey of Adult Skills*

Lifelong learning participation is relatively low in Korea especially for low-skilled adults. While the highly skilled adults in Korea have above average participation rates in job-related lifelong learning activities, the lower skilled adults fall below the average (Figure 4).

Figure 12. Low-skilled adults in Korea are in particular less likely to participate in lifelong learning.

Percentage of adults who participated in job-related adult education and training
by skill level, 2012

■ Below level 1   □ Level 1   ▲ Level 4/5
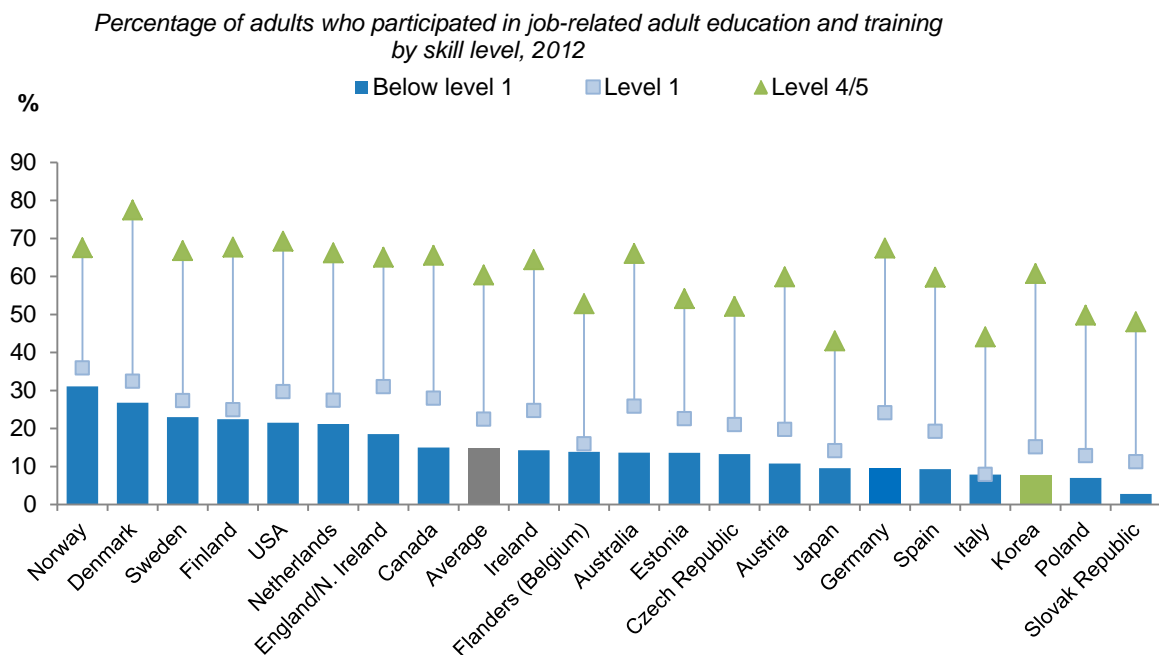
Source: OECD (2013b), *OECD Skills Outlook 2013: First Results from the Survey of Adult Skills*

Low-skilled adults participate in various forms of lifelong learning activities. In Korea low-skilled adults participate mostly in non-formal courses and private lessons. This is in stark contrast with other countries such as Australia, United States and England, where low-skilled are most likely to participate in formal education.

OECD SKILLS STRATEGY ACTIVE LEARNING PHASE: KOREA OECD © 2017

Figure 13. Range of lifelong learning activities available to low-skilled adults
% of low-skilled adults participating in various forms of education and training, 25-65 year-olds
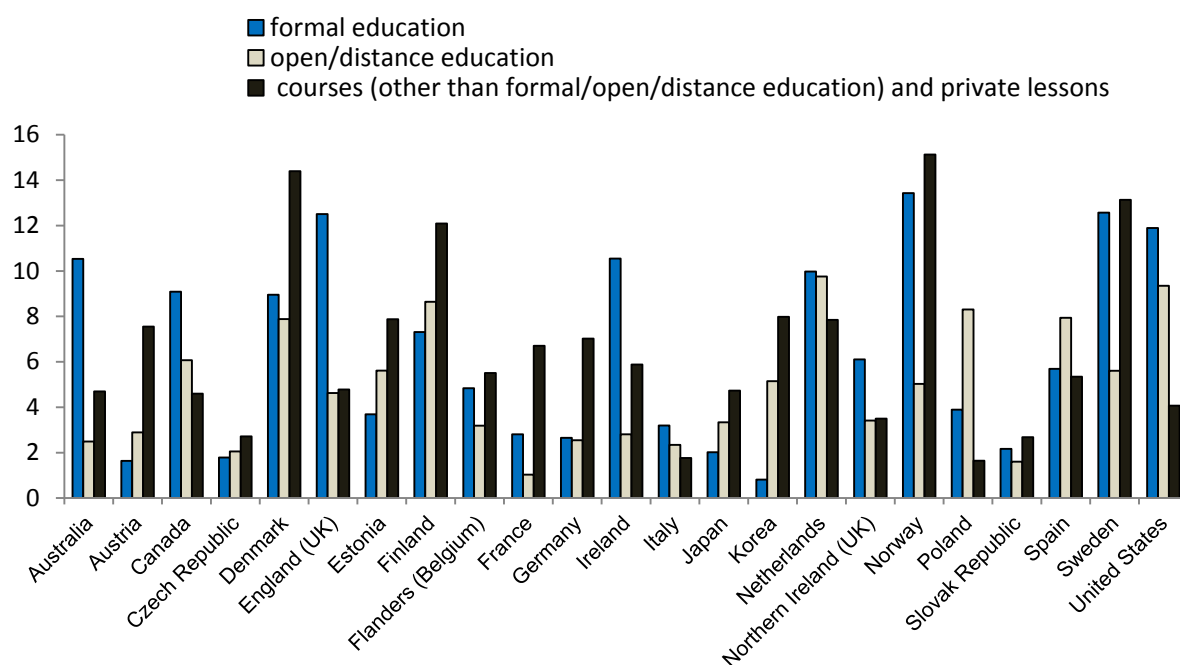
Source: OECD (2013b), *OECD Skills Outlook 2013: First Results from the Survey of Adult Skills*

Non-formal lifelong learning and education experiences need to be recognised. The National Qualification Framework plays an important role to validate such learning. This would encourage continuous learning and up-skilling initiated by the individual.

There are barriers to participate in lifelong learning and education. Groups with low training participation rates are non-regular workers, workers in SMEs, women, youth, elderly, low-qualified, and the unemployed. Without up-skilling opportunities they have few chances to secure quality employment long-term.

4.3. About the Second Active Learning Workshop on Enhancing Adult Skills through Lifelong Learning and Education

What were the specific objectives of the active learning workshop?

1. Inform all participants about the **OECD Skills Strategy and its added value for Korea**.
2. Develop a **common understanding** among participants of the main strengths and challenges facing the Korea skills system in particular in terms of labour-market relevant lifelong learning.
3. **Identify the areas on which the OECD project should focus**, based on participants' feedback on scope, issues and desired outcomes.
4. Generate **concrete inputs** to understand why the challenges persist and identify main obstacles.
5. Gather ideas of how to address these obstacles.

Who participated in the workshop?

The Active Learning Workshop was co-organized by the inter-ministerial project team, which is composed of representatives from the Ministry of Education and the Ministry of Employment and Labour. Stakeholders from the whole of society ranging from employers' associations, labour unions, regional sectoral councils, local governments, academic institutions and research institutes. There were also a significant number of students that participated. Logistical support was provided by the Korea Development Institute.

Exercise 1: What is your interest in lifelong learning?

During exercise 1 participants were asked to fill out an individual profile card (top left) to provide information about their (Q1) affiliation, reasons for caring about the topic of lifelong learning, (Q2) reasons for coming to the workshop, (Q3) which perspective they know best, (Q4) what kind of lifelong learning they participate in, (Q5) what the main barriers to participation in lifelong learning are, and (Q6) who the most important target groups for lifelong learning are. Participants introduced themselves at the table sharing the answer to the question 1. Then they were asked to get up and got to a specific space in the room depending on their answers in the individual profile card (bottom left). There they shared their answers with at least one other person and record the name and affiliation of that person in the discussion sheet (right).

Examples of individual profile card, direction slide, and discussion sheet

Exercise 2: what are the needs and barriers to lifelong learning for groups at risk in the labour market?

During exercise 2 participants went to the table to discuss a specific target group that they have indicated as being the most important in the previous exercise. They were asked to answer a number of questions about the lifelong learning needs from the perspective of stakeholders: what kind of lifelong learning in terms of content does this person need? Who needs to provide this? What are possible barriers that person is facing? What would discourage this person from taking part? How does this lifelong learning provision need to be offered to be accessible? Participants wrote down their ideas on the post-its and post them in the corresponding column on the poster. Table results were then shared out in the plenary with everyone else.

Exercise poster template and exercise poster filled out

Exercise 3: What can we do to improve lifelong learning, starting tomorrow?

During exercise 3 participants returned to the table from exercise and wrote down a person vision for lifelong learning in terms of what they can themselves do to improve lifelong learning. They completed the following sentences: "When I return home, I want to improve lifelong learning in my organisation/my region/Korea by: …", "The result I hope to see by 2018: …", "What I need to realise my vision, but do not yet have or know (e.g. information, cooperation with organisation, internal capacity or finances, policy changes): …" Participants wrote down their responses on cards and presented their vision to at least one person in the group. At the end, one volunteer per table was asked to share their vision in the plenary.

Exercise sheet template and exercise sheet filled out

Photos of the workshop

OECD Presentation

OECD Skills Strategy Framework and results from the OECD Skills Strategy Diagnostic Report

Ministry of Education Presentation

Providing an overview of the Ministry of Education's approach to lifelong learning.
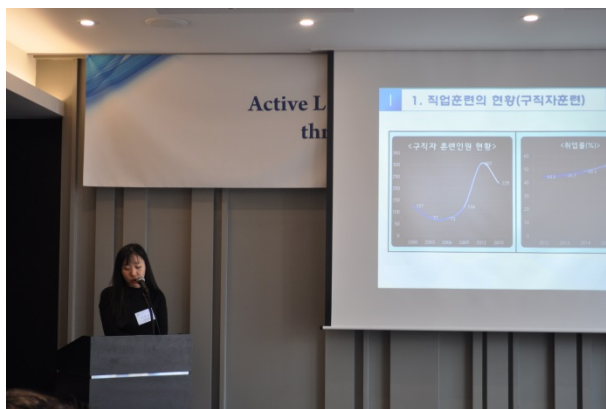
Ministry of Labour Presentation

Providing an overview of the Ministry of Labour's approach to lifelong learning.

Exercise 1

Participants get together based on their interests in lifelong learning

Exercise 2

Participants discuss specific target groups for lifelong learning.

Exercise 3

Participants share their personal vision of lifelong learning.

Participants

Participants represented a wide range of stakeholders.

4.4. Summary of Exercise 1: Stakeholders' Views on Lifelong Learning and Education

Stakeholders' views on lifelong learning

Participants' interests in lifelong learning

- Roles of lifelong learning and education for jobseekers (22.5%)
  - How does lifelong learning and education system help jobseekers?
  - What are effective trainings for jobseekers?
- Better understanding of lifelong learning and education (22.5%)
  - How important is lifelong learning and education in developing skills?
  - How do various stakeholders view lifelong learning and education differently?
  - What are obstacles to lifelong learning and education and how are they overcome?
- Relationship between lifelong learning and education and job (20%)
  - How does lifelong learning and education improve workers' skills use on the job?
  - How can skills-job mismatch be reduced by lifelong learning and education?
  - How does lifelong learning and education make job mobility smoothly?
- Lifelong learning and education as a policy and a research topic (15%)
  - What is the goal of lifelong learning and education?
  - What are the problems of the current lifelong learning and education system in Korea?
- Lifelong learning and education in the broad education system (10%)
  - How should lifelong learning be connected to other forms of educations and learning?
  - How can lifelong learning and education provide supplementary content that formal education cannot provide?
- Lifelong learning and education for socially disadvantaged groups (10%)
  - How can lifelong learning help old-age people?
  - What are effective lifelong learning and education for career-interrupted women to return to the labour market?

On the question about their interests in lifelong learning and education, stakeholders had diverse responses. Of particular interest were lifelong learning for jobseekers and upskilling of workers.

Understanding lifelong learning and education is another main topic the stakeholders wanted to discuss in the workshop. Lifelong learning and education means different things to different people and its relationship with other types of learning is ambigous. The concept needs to be elaborated further, so that it becomes clear how it fits with the national educational system.

The participants' interest in lifelong learning and eduaction as a subject for policy study is related to other interests. For example, development in reseach could improve its effectiveness in the labour market and clarify some issues on lifelong learning and education.

Some of the stakeholders emphasised the role and importance of lifelong learning for disadvantaged groups such as old people, women and individuals with low socio-economic background. Given the high demand for lifelong learning among them, more policy attention is needed ("Lifelong Learning for Senior Citizens in Rep. of Korea", Lifelong Learning Issue in Korea Issue No. 3, 2015)

Stakeholders' views on lifelong learning

What is your main reason for coming?

- Learn about lifelong learning in Korea

- Meet others dealing with lifelong issues

- Learn about OECD perspective on lifelong learning

- Learn about government perspective on lifelong learning

- Other

Many participating stakeholders saw value in the workshop as a good place to share and discuss lifelong learning issues with others. Given different views and perceptions on lifelong learning and education, opportunities to communicate with various stakeholders could yield better understanding for lifelong learning and education in Korea.

Some of the stakeholders wanted to know more about lifelong learning such as available programmes, costs and funding, and government policies. This response indicates the importance in disseminating information on lifelong learning and education and making it easily accessible for those who are interested in lifelong learning and education.

Workshop participants indicated a wide range of perspectives that they know best. Most knew the perspective of lifelong learning providers, which included vocational training institutions, universities with lifelong learning centres, human resource departments in private companies, or community centres. Many of the lifelong learning participants were students in their 20-30s, who were mostly interested in lifelong learning and education for employment. Those in the research category were university professors as well as analysts and experts in Government-funded research institutions. Representatives from the Ministry of Education and Ministry of Employment and Labour participated in the workshop as well.

Which perspective do you know the best?

- Government

- Research

- Lifelong learning participants

- Providers

- Other

Stakeholders' views on lifelong learning

What kind of lifelong learning do you participate in?

- Formal learning

- Non-formal learning

- Informal learning

- None

Among the various types of lifelong learning, the participation in formal and non-formal learning is the most frequent, followed by participation in informal learning. Those that indicated that they participated in formal learning were taking courses accredited by the academic credit bank system in vocational institutions. There was also a substantial share of respondents that indicated that they participated in non-formal learning, which are structured programmes that in many cases are subsidised by the government and do not necessarily lead to an officially recognised qualification.

What is the main barrier to participate in lifelong learning?

- Lack of information

- Too expensive

- Lack of time

- Lack of relevant programmes

- Other

The lack of information on lifelong learning and education appears to be the greatest barrier followed by the lack of relevant programmes and time. While workshop participants who were experts and providers of lifelong learning emphasized the insufficient information as a barrier, university professors and firms said that the lack of relevant lifelong learning programmes was a serious problem in lifelong learning education. According to the national survey on lifelong learning and education, almost all respondents (96.6%) said that the lack of time prevents them from participating lifelong learning while a few (6.9%) mentioned lack of information ("Survey of Koreans Participating in Lifelong Learning", Lifelong Learning in Korea Issue No. 1, 2015)

Stakeholders' views on lifelong learning

Who is the most important target group for lifelong learning?

- Older workers

- Unemployed

- Women transitioning back to employment after family break

- Employed workers

- General public

The stakeholders in the workshop expressed that the unemployed and employed workers are the most important target groups. This is somewhat expected as the workshop focuses on lifelong learning and education relevant to labour market.

In addition, it is noteworthy that some of stakeholder answered that older workers and career-interrupted women are important target groups.

4.5. Summary of Exercise 2: Stakeholder's Assessment of Lifelong Learning Needs in Korea

In the workshop, the stakeholders were asked their assessment of lifelong learning training in terms of (1) what should be the content?; (2) who should provide it; (3) what are the barriers?; and (4) how should it be delivered? While the stakeholders' assessments depend on the target groups they focused on, several points that were raised frequently are the following:

Content
- Labour market relevant skills (IT skills, entrepreneurship, managerial and basic understanding of the economy) balanced by soft skills (work ethics, perseverance, inter-personal skills)
- Career guidance and counselling for all generations and for both children and parents prior to participating in learning and training programmes.

Providers
- Formal and non-formal education institutions (schools, universities and training institutions), industries (employers, associations) individual experts (mentors and consultants) and their close collaboration
- Provisions at community level (local employers and colleges, regional councils, NGOs)
- Government supporting the lifelong learning ecosystem (long-term direction and setting the agenda, funding programmes, monitoring systems)

Barriers
- Socio-cultural perception that discourages lifelong learning (overemphasis on academic tracks, employers' reluctance to provide trainings, weak university-industry links)
- Difficulties in finding the time to participate and financial burden of participation costs
- Limited information about lifelong learning and training (lack of skills assessments on local labour market, insufficient information on where and how to participate)

Delivery
- Learning by active participation (community based, small in size, discussion-based courses)
- Training for practical use (hands-on experiences, case study, project-based learning through collaboration between learning institutions and industries)
- On/Offline blended learning
- At a convenient time and location (night/weekend, intensive courses, study leave for learning, courses at workplaces) at affordable costs.

Target Group
Job Seekers

What kind of content?

- Training on entrepreneurship and innovations.
- Vocational education and trainings for professionals (IT skills, programming, artificial intelligence)
- Foundation skills (problem-solving, programming, software, management, basic understanding of economy) and character skills (etiquette, perseverance, etc)
- A combination of courses covering humanities and science and engineering
- NCS based learning
- Support for disadvantaged groups.

Who provides it?

- Formal education institutions (schools and universities)
- Vocational schools and training institutions
- Regional and sector councils (RC, SC)
- Central(Ministry of Education and Ministry of Employment) and local governments
- Class for parents by Ministry of Education
- Professionals and consultants

What are possible barriers?

- Shortage of adequate training facilities
- Instructors with low quality and lack of interests
- Inactive RC and SC
- Time constraints and high costs
- Over-regulations
- Separate curriculum between humanities and science & engineering
- Government-led policies with the lack of autonomy, consistency and long-term goals
- Misperception and prejudices that parents have about certain occupations and jobs

How does it need to be delivered?

- Participatory project-based, case-study and hands-on learning for different levels
- Convenient and time-saving (night & weekend classes, and intensive courses) programmes that are affordable
- Various modalities and channels: blended and flip learning (high quality online programmes and customised offline classes), social media and others
- Small group, community-based
- Accessibility for disadvantaged groups

What kind of content?	Who provides it?	What are possible barriers?	How does it need to be delivered?

Target Group

Job Seekers

(VET graduates)

What kind of content?
- Megatrend analysis and problem solving skills
- Content based on regional, sector demands for jobs and occupations
- A needs assessment for local labour market is not enough
- Training for soft skills
- General, not firm-specific, skills that can be used at industry level
- practical skills

Who provides it?
- Formal educational institutions
- Training institutions and employers
- Local lifelong learning centres
- Government for setting long-term plans, agenda, and subsidising lifelong learning programmes
- Public sector role to improve accessibility for the disadvantaged groups

What are possible barriers?
- Instructors with low quality and no recognised system for instructor's qualifications.
- Employers' reluctance to provide trainings due to costs
- Ambiguity between formal education and lifelong learning and trainings
- Insufficient information about core skills required by companies
- Overemphasis on academic tracks
- Absence of needs assessment for local labour market

How does it need to be delivered?
- Using online platforms
- Learning by discussion, problem –solving approach
- Project-based, work-based learning

What kind of content?	Who provides it?	What are possible barriers?	How does it need to be delivered?

Target Group

Current employees

What kind of content?
- Contents in IT related subjects (software, SNS and etc.) and management and economic knowledge
- Job tasks based on NCS customised flexibly to the needs at workplaces.
- Occupational aptitudes & career guidance/development
- Plans for retirement, and life design

Who provides it?
- Training institutions (theories and practices)
- Employers (cost-sharing and on-site training)
- Inter-ministerial collaboration (programme funding, agenda-setting)
- Effective link between lifelong learning and formal education)

What are possible barriers?
- Weak cooperation between industries and universities
- Income inequality that widens the gap in accessing lifelong learning opportunities.
- Over-regulations of training institutions
- Employers' hesitation in providing training due to the cost burden (SMEs)
- Absence of reliable assessments about the demand for training and post-training effects evaluation.
- Burden of trainings cost and time availability

How does it need to be delivered?
- Subsidised trainings and support for living expensive while participating in the programmes
- Collaboration between training institutions and industry
- Blended learning (online courses for saving time and costs and offline for customising to learners' levels and needs)
- High accessibility in time (night or weekend classes) and location(workplace)
- Frequency of courses 1~3 times per week.
- Study leaves from work for learning and flexible working hours to participate in learning and trainings

What kind of content?	Who provides it?	What are possible barriers?	How does it need to be delivered?

Target Group

Career-interrupted women

- Professional skills for employment/jobs - Designing and planning career-development	- Public sector - Employers (contents) and government (subsidy) - Colleges and training institutions	- Family duties (childcares, household chores) - Limited accessibility and information about where and how to participate - Uncertainty about employment prospects. - Low attention in lifelong learning and training for women in corporate culture	- Coaching in customised ways - Leaning and trainings for practical use - Blended learning with online for theories and offline for teaching in groups and workshops

What kind of content?	Who provides it?	What are possible barriers?	How does it need to be delivered?

Target Group

Youth

What kind of content?
- Computer skills and cutting-edge high-tech skills (Artificial Intelligence, 3D printing, Internet of Things, Big data, Infographics)
- Trend and market analysis, start-up know-how and entrepreneurship
- Education for parents on occupational perspectives and career guidance for their children
- A combination of courses from humanities and science and engineering
- Professional skills as well as character skills
- NCS based programmes

Who provides it?
- Governments and universities
- Retirees and experts as facilitators and instructors for youth learning programmes
- Chambers of commerce, industry associations, public research institutions
- Ministry of Education for educating parents

What are possible barriers?
- Socio-cultural environments that place low values on lifelong learning.
- Separated curriculums between humanities and science and engineering
- Target inefficiency in youth programmes
- Ambiguity in lifelong learning perspectives and policy directions
- Instructors with low quality

How does it need to be delivered?
- Online (messenger, social media) , small group (2-3 persons) teaching
- Learner-led design, case studies and project-based learning
- Project- and community-based learning with methods of mentoring/coaching
- Blended learning with high quality online contents and effective off-line education.

4.6. Summary of Exercise 3: Stakeholders' Vision of a Lifelong Learning Programme

In this session, the workshop participants were asked to fill out a vision card by writing (1) his/her visions for lifelong learning; (2) way to improve lifelong learning that he/she belongs to; (3) things to do for realising the visions. The following graph shows the frequency of each vision mentioned by the participating stakeholders.

While the visions of the stakeholders are diverse, they could be grouped by the following five categories to which required actions and suggestions are attached.

- Creating an environment that is conducive for lifelong learning
- Expanding labour market relevant lifelong learning opportunities
- Building an effective governance system
- Adapting lifelong learning to regional needs
- Raising the competitiveness of lifelong learning as an industry

Figure. Numbers of counts on the category of visions
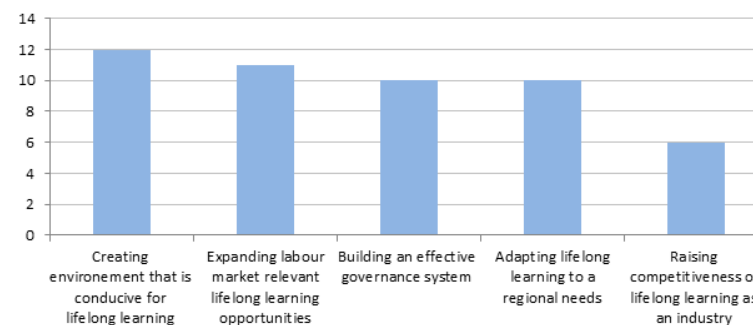
Note: multiple counts are allowed

The vision receiving most attention is to promote an environment that is conductive lifelong learning and trainings. This requires active and full engagement and cooperation from a wide range of stakeholders such as community, industry, learning institutions as well as all levels of the governments. The participants expressed that lifelong learning should be relevant to the local labour market. A few participants highlighted the importance of an effective governance system. Those with this view pointed out that the definition of lifelong learning was ambiguous and differed across the different ministries.

The participants presented feasible actions to improve the current situation. The following figure summarises how they are related in detail, showing that the stated visions are not mutually independent, but overlapping and closely inter-connected. For example, certain actions affect multiple visions via different paths.

Stakeholders' Vision of Lifelong Learning: Policy Map

Things to do	Ways to improve	Visions and Objectives	Ways to improve	Things to do

Things to do

- Inter-ministerial collaboration to support lifelong learning.

- Ensuring funding for lifelong learning providers (employers an institutions) and reducing costs of lifelong participants particularly disadvantaged groups)

- Assessing supply and demand for lifelong learning: data analyses, research and international cases

- Fostering social and emotional skills
- Promoting project-based, knowledge sharing, and hands-on learning approach
- Raising the profile and importance of ISCED4 (post-secondary non-tertiary)
- Making detailed information of jobs readily available

- Supporting employers' efforts for lifelong learning such as granting study leave for learning and reducing work hours
- Re-training programmes for old workers and career-guidance for youth (mentor-mentee relationship)
- Locating learning centres in geographical proximity

- Incentivising local employers to participate in lifelong learning
- Facilitating dialogue among stakeholders

Ways to improve

- Facilitating communication and collaboration through public and private partnership

- Improving skills-job matching

- Transitioning from qualification to a competency-based approach in developing skills

- Securing time and affordability for learning
  Providing learning opportunities for all generations

- Nurturing community-based lifelong learning

- Encouraging ownership of stakeholders of lifelong learning at regional and sector level

Visions and Objectives

- Building an effective governance system

- Raising competitiveness of lifelong learning as an industry

- Expanding labour market relevant lifelong learning opportunities

- Creating an environment that is conducive for lifelong learning

- Adapting lifelong learning to regional needs

Ways to improve

- Reinforcing stakeholder network

- Specialising lifelong learning programmes to the specific needs of occupations

- Utilising universities in region for lifelong learning

- Lowering barriers between formal education and lifelong learning
  Complementing each other for synergy in learning

- Changing social misperception on lifelong learning:

- Assisting capacity building and financial conditions of local governments

Things to do

- Communication among stakeholders

- Establishing monitoring and evaluation system

- Autonomy in curriculum and operation

- Training qualified lifelong instructors
- Infrastructure

- Promoting courses that provide skills related to high tech and funding those properly

- Admission for part-time students and various methods of learning

- Developing programmes for each stage of life
- Setting up an individual account and follow-ups for learning
- Balance between formal and lifelong learning

- Long-term plan and clear vision

- Removing ambiguities (civil education v,s, labour market relevant trainings) existing in the current lifelong learning system.

- providing mid-to-long term lifelong learning (VET) for regional needs

1) Building an effective governance system

Vision

Building an effective governance system

Facilitating communications and collaborations through public and private partnership

- Establishing inter-ministerial collaboration to support lifelong learning. (e.g. central coordination to address silo effects of programmes)
- Assessing needs (supply) and uses (demand) of lifelong learning: data analyses and research and relevant international cases
- Ensuring funding for lifelong learning providers (employers an institutions) and reducing costs of lifelong participants particularly disadvantaged groups)

Supporting network among stakeholders

- Lifelong learning Providers, public sectors, employers, and unions
- Effective Public Relations: raising awareness of existing lifelong learning programmes
- Establishing monitoring and evaluation system
- Incentivising local employers to participate actively in lifelong learning
- Facilitating dialogue among training institutions and employers
- Raising funds for lifelong learning providers (employers an institutions) and reducing costs of lifelong participants particularly disadvantaged groups)

2) Raising competitiveness in the lifelong learning

Vision

Raising competitiveness in the lifelong learning as an industry

Specialising lifelong learning programmes to the specific needs of occupations

- Autonomy in curriculum and operation of lifelong learning institutions
- Training qualified lifelong instructors
- Government support for infrastructure (facilities, curriculum development, subsidies)
- Promoting courses that provide skills related to high tech (e.g. 3D printing, VR etc.) and funding those properly

Facilitating communications and collaboration through public and private partnership

- Establishing inter-ministerial collaboration to support lifelong learning. (e.g. central coordination to address silo effects of programmes)
- Assessing needs (supply) and uses (demand) of lifelong learning: data analyses and research and relevant international cases
- Ensuring funding for lifelong learning providers (employers an institutions) and reducing costs of lifelong participants particularly disadvantaged groups)

3) Expanding labour market relevant lifelong learning opportunities

Vision

Expanding labour market relevant lifelong learning opportunties

Improving skill-job matching

- Assessing needs (supply) and uses (demand) of lifelong learning: data analyses and research and cases in other countries
- Incentivizing local employers to participate actively to lifelong learning
- Activating dialogue channels between training institutions and employers
- Providing mid-to-long term lifelong learning (VET) for regional needs

Transitioning from qualification to a competency-based approach in developing skills

- Fostering social and emotional abilities.
- Directing learning methods to project-based (PBL), knowledge sharing (not delivering knowledge)
- Encouraging performance and hands-on learnings and restricting outcome -oriented competitive education
- Reinforcing ISCED4 (post-secondary non-tertiary) functions
- Developing best practices for 'work' model
- making detailed information of jobs readily available

Specialising lifelong learning programmes to the specific needs of occupations

- Autonomy in curriculum and operation of lifelong learning institutions
- Training qualified lifelong instructors
- Government support for infrastructure (facilities, curriculum development, subsidies)
- Promoting courses that provide skills related to high tech (e.g. 3D printing, VR etc.) and funding those properly

4) Creating an environment that is conducive for lifelong learning

Vision

Creating an environment that is conducive for lifelong learning

Making lifelong learning more responsive to the needs of participants

- Supporting employers' efforts for lifelong learning such as study leave for learning and reduction of work hours
- Re-training programmes for old workers and career-guidance for youth (mentor-mentee programme)
- Locating learning centres in geographical proximity
- Providing funds for lifelong learning providers (employers an institutions) and reducing costs of lifelong participants particularly disadvantaged groups)
- Changing social perception of lifelong learning

Utilising universities in regions for lifelong learning

- Admitting part-time students and introducing various methods of learning.
- Training qualified lifelong instructors
- Government support for infrastructure (facilities, curriculum development, subsidies)
- Promoting courses that provide skills related to high tech (e.g. 3D printing, VR etc.) and funding those properly

Lowering barriers between formal education and lifelong learning

- Developing learning programmes for each stage of life and ensuring that formal education and lifelong learning are compatible
- Setting up an individual account and follow-ups for lifelong learning
- Core-competency through formal education and occupation specific skills through lifelong learning

5) Adapting lifelong learning to regional needs

Vision

Adapting lifelong learning to regional needs

Encouraging ownership among stakeholders

- Incentivising local employers to participate actively in providing lifelong learning
- Facilitating dialogue among training institutions and employers
- Assessing needs (supply) and uses (demand) of lifelong learning: data analyses, research and international case studies
- Raising funds for lifelong learning providers (employers an institutions) and reducing costs of lifelong participants particularly disadvantaged group)
- Providing mid-to-long term lifelong learning (VET) according to regional needs
- Removing ambiguities (civil education v.s. labour market relevant trainings) existing in the current lifelong learning system.

Nurturing community-based approaches and supporting university initiatives

- Providing capacity building and financial support for local governments
- Supporting employers' efforts for lifelong learning such as study leave for learning and reduction of work hours
- Re-training programmes for old workers and career-guidance for youth (mentor-mentee programmes)
- Establishing lifelong learning centres in geographical proximity
- Admitting part-time students in universities and introducing various methods of learning

4.7. List of Stakeholders

2nd Active Learning Workshop, 15 December 2016

Ministries	**Experts:**

Ministries

- Ministry of Education
- Ministry of Employment and Labour

OECD

- Directorate for Education and Skills

Experts:

- *Korea Research Institute for Vocational Education and Training*
- *Korea Employment Information Service*
- *National Institute for Lifelong Education*
- *Korea Education Development Institute*

Education Institutes

- *Korea Polytechnic*
- *Myongji University*
- *Konkuk University*
- *Sangji University*
- *Baeseok University*
- *Kyunghee University*
- *Soonchunhyang University*
- *Hanbat National University*

Vocational Training Institutes

- *Korea Vocational College of Information and Technology*
- *Open Vocational Training Institute*
- *Eungok Vocational Training Institute*
- *Ssangyong Vocational Training Institute*
- *Seoul Institute of Technology & Education, Dongbu campus*
- *Dongseoul Institute of the Arts*
- *Kyoungwon Vocational College*

Employers

- *Thinkfutures*
- *3M Korea*
- *MPK Group*
- *SunAtFood*
- *Yuhan-Kimberly*

Associations

- *Korean Software Industry Association*
- *The Korea Chamber of Commerce*
- *Korea Vocational College Association*

Regional Council

- *Gyeonggi Regional Councils for Human Resources Development*

Students

- *Korea Vocational College of Information and Technology*

4.8. Examples of Lifelong Learning Policies in OECD Member Countries

This section provides an overview of relevant lifelong learning policy examples across the OECD. The more detailed page long profiles have been featured in the UNESCO Institute for Lifelong Learning effective practice database: http://www.unesco.org/uil/litbase/?menu=4. This is followed by more succinct country policy profiles addressing specific issues such as: lifelong learning governance, quality assurance, and recognition and certification of skills.

Germany	**Name**: **WeGebAu** (Förderung der Weiterbildung Geringqualifizierter und beschäftigter Älterer in Unternehmen) - Training grants for low-skilled and older employees **Who**: Federal Employment Agency **When**: 2006 - continuous **Target group**: low-skilled and older employees (45+), particularly those working in SMEs (<250 employees). Most participants belong to the low-skilled group.

Description: Both employees and employers can apply for subsidy. If eligibility criteria are met, the employee receives a voucher for reimbursement of training costs, which include direct programme costs and an allowance for related expenditures such as child care or transportation expenses. Training must be conducted by an external certified institution, and courses must focus on improving general human capital and must apply to the wider labour market, as firm-specific training is not eligible for subsidies. Examples of courses include: vehicle operation, health care, metal construction, medical, medical, mechanical, and automotive engineering, transportation, computer science and ICT, security and production control. The employer must continue paying wages while the worker is participating in training. Some 340 000 adults have participated in the programme since 2006 and 85 % of participating companies indicated the positive effects of training. In 2012, the Federal Ministry for Education and Culture, the Bundesländer, the public employment service (PES) and several stakeholders agreed on a common national strategy to reduce the number of functional illiterates and to improve adult skills. The initiative includes a nationwide TV and radio campaign on the importance of foundation skills; the expansion of course offers, in particular in cooperation with adult education centres and the public employment service; and the creation of networks and regional adult education coordinators. The initiative is financed by the federal government, the Bundesländer and some projects are co-financed by the European Social Fund and the PES.

Evaluation: the training improves the probability of remaining in paid employment by 1 to 2.5 percentage points in the two-period following treatment. The effect is more pronounced for part-time workers and longer-duration programme participants. (IAB, 2013)

Contact	Bundesagentur für Arbeit, Regensburger Straße 104, 90478 Nürnberg Website: Bundesagentur für Arbeit; +49 911 12031010
References	European Commission (2012), PES and Older Workers. Toolkit for Public Employment Services, Brussels; IAB (2013) – Evaluation of WeGebAu http://doku.iab.de/discussionpapers/2013/dp2113.pdf Bundesagentur für Arbeit (2016): website

Norway	**Name**: **Basic Competence in Working Life Programme (BKA)** **Who**: Norwegian Agency for Lifelong Learning (VOX) **When**: 2006 - continuous **Target group**: low-skilled employees

Description: Any business in Norway, public or private, can apply for funding from the programme, but only those whose project corresponds to a certain number of criteria defined by the Ministry of Education and Research are eligible for financial support: (1) the basic skills training should be linked to job-related activities and the learning activities should be connected with the normal operations of the enterprise in question; (2) The skills taught should correspond to those of a lower secondary school level; (3) The courses should be flexible in order to meet the needs of all participants and should strengthen the participants' motivation to learn. Business enterprises can apply for support for training measures for reading, writing, arithmetic and the use of ICT. The courses have to relate to the competence goals in the Framework for Basic Skills for Adults. The number of applicants for the programme has steadily increased and almost 700 enterprises have benefited from the grant. The number of participants has steadily increased as well. Since the programme was established in 2006, more than 30 000 people have participated. Vox has developed a set of test tools to help measure learning outcomes.

A database has been established in order to supply up-to-date reports on the progress of the programme. The database also includes detailed information on participants (gender, formal education, industry etc.) and thereby makes it possible to monitor the programme and to ascertain whether it reaches the intended target groups. The database will also make it easier to evaluate the long term impact of the programme.

The total amount allocated to this programme has increased from NOK 14.5 million in 2006 to 105 million (EUR 14.8 million) in 2012. Funding comes from the Ministry of Education and Research. Any employer in Norway can apply for the full financing of training measures for reading, writing, mathematics and the use of ICT.

Evaluation: According to an evaluation report from 2012, more than 61% of the participants are over the age of 40 and at least 68% only had upper secondary school as their highest completed level of formal education (22% unknown). The majority of the participants in ICT courses are women while men tend to receive more training in the reading and writing courses. However, access to all courses is available to whoever wishes to participate.

Contact	Contact person: Graciela Sbertoli Address: Olaf Helsets Vei 5B, Pb 6139 Etterstad, 0602 Oslo E-mail: graciela.sbertoli@vox.no
References	UIL Website http://www.unesco.org/uil/litbase/?menu=4&programme=126

Australia	**Name**: **Australian English Language and Literacy** **Who**: Adult Literacy Policy, Department of Industry, Innovation, Science, Research and Tertiary Education, Australian Government **When**: 1991 - continuous **Target group**: low-skilled employees

Description: the programme provides grant funding to support integration of language, literacy and numeracy (LLN) education within vocational training, delivered in the workplace. The main aim of the WELL programme is to assist organisations to train their workers in job-related LLN skills. The WELL programme is integrated with vocational training and dedicated to the needs of the workplace. By building workers' LLN skills alongside vocational training, WELL training is intended to increase workforce flexibility and responsibility, productivity and efficiency, health and safety in the workplace, communication, consultation and teamwork, and creates a training culture in the workplace. The funding is available on a competitive grants basis to organisations in all industries and is designed to support employers to cultivate a culture of training in their workplaces. Operating on a rolling basis, applications for the WELL Programme are accepted throughout the year. The programme is financed through a combination of both public and private capital. Funding is granted on a merit basis having regard for value for money. The funding is regarded as 'seed' funding with the recipient organisation expected to contribute at least 25 per cent of project costs for an initial project and 50 per cent for any subsequent projects. Projects must use registered training providers and qualified trainers (both in vocational training and adult LLN). The programme operates a largely devolved model of delivery with state and territory offices administering projects in their respective areas and national office administering projects that span jurisdictions. The devolved model presents several benefits such as familiarity with local industry, employers and training organisations, and awareness and consideration of local government strategies to support industry.

Most Industry Skills Councils (ISC) are funded to actively promote the programme to businesses within their industries and to generate applications for projects. Their role extends to working with stakeholders to develop project applications and collaborating with WELL staff to finalise applications for WELL funding.

Between 2009 and 2014, more than 72 000 employees and 530 Indigenous Employment Programme (IEP) participants have completed training funded by the WELL Programme. Over that time, the programme has supported 1 030 training projects conducted by 160 Registered Training Organisations (RTOs) across 740 employer worksites in Australia. Embedding LLN within vocational training produces greater improvement across key employability traits than vocational training programmes alone. The most important aspects for future success is attention to activities that support the identification of business needs, the availability of qualified and suitably experienced trainers, and an efficient application process.

Evaluation: The large majority of employers (ca. 80%) report that the training has a positive impact on LLN skills as well as on employees' career prospects.

Contact	Department of Education and Training, SA State Office, GPO Box 9880 ADELAIDE SA 5001 Email: WELL@education.gov.au
References	WELL Website https://www.education.gov.au/well-resource-and-strategic-projects

Slovenia	**Name**: **Rural literacy programme for adults** **Who**: Ljudska univerza Velenje (Adult Education Centre Velenje), a non-profit education and training provider **When**: 2005 - continuous **Target group**: low-skilled and unemployed adults in the rural area

Description: the programme aims to improve basic skills and competences (in literacy, numeracy and ICT) and social skills, to promote lifelong learning and develop active citizenship among unemployed and low-educated people in the countryside. The programme offers opportunities to learn self-sufficiently and uses project work as a pedagogical approach, embedding basic skills within the topics of sustainable development and entrepreneurship by initiating an economic activity that is environmentally friendly. It was approved by the Republic of Slovenia's Expert Council for Adult Education in 2005 and is accredited by the education minister. Funding was guaranteed by the Ministry of Education and Sport and the European Social Fund, which meant the programme could be offered free of charge to participants. As the programme is part of Slovenia's active employment policy, unemployed participants are also entitled to maintenance support in the form, for example, of a living-costs allowance and a contribution to travel costs. The programme is a non-formal, 120-hour training programme that takes place, for the most part, in adult education centres or in venues in rural communities. Each group is made up of between 12 and 16 participants who meet twice a week for four or five months, and are mentored by two teachers who give the classes together. The groups focus initially on motivation, with a view to encouraging participants to get to know each other and assessing individual learning needs. An assessment of learning needs helps create an open and negotiated curriculum and supports the development of individual learning plans. The programme curriculum includes basic literacy and numeracy skills, communication and social skills, learning to learn, active citizenship and ICT skills. This is a basic framework. The exact content depends on the characteristics of local communities and the needs and interests of the learners. Between 2010 and 2013 approximately 500 low-educated adults from rural areas participated in the rural literacy programme free of charge.

Evaluation: A national evaluation of adult literacy programmes in 2010 revealed that the rural literacy programme contributed significantly to the learners' self-determination and participation in social activities. Three quarters (76%) of participants between 2005 and 2010 said they got to know their living environment better, while 83% thought they had a better chance to succeed in their local community, and 87% realised new opportunities for themselves within their community. Teachers reported that participants had acquired new communication, social and interpersonal skills. The most significant benefits, according to the teachers, were: new knowledge and skills, self-determination and the motivation to undertake further education (Evaluation report of adult literacy programmes in Slovenia, SIAE, 2011).

Contact	Ms Mirjana Šibanc Ljudska univerza Velenje, Titov trg 2, 3320 Velenje, Slovenija Email: mirjana.sibanc@lu-velenje.si Tel: +386 3 898 54 50 Fax: +386 3 898 54 68 info (at) lu-velenje.si http://www.lu-velenje.si/
References	SIAE, 2013. Sense of initiative and entrepreneurship – audio learning material for adults. Samoiniciativnost in podjetnost – zvočnica, ACS 2013

Ireland	**Name**: **WriteOn** **Who**: National Adult Literacy Agency (NALA) **When**: 2008 - continuous **Target group**: low-skilled adults

Description: the programme provides free online learning across the country, to facilitate literacy development and accreditation for adult learners at Levels 2 and 3 of the National Framework of Qualifications of Ireland. There are two primary services to enable learners to achieve Levels 2 and 3 accreditation.

Firstly, a Recognition of Prior Learning (RPL) tool that uses online assessments allows learners to obtain qualifications for what they have previously learnt but never received formal accreditation for; this innovative facility is the only method of RPL available in Ireland. Secondly, for those who do not qualify for certification through RPL, WriteOn offers a comprehensive suite of online learning materials, complemented by one-on-one tutor availability, for users to improve their skills and work towards accredited qualifications. Although the programme is specifically designed for individuals working through online learning materials in their own time, the WriteOn programme also lends itself to blended learning approaches in physical 'bricks-and-mortar' learning institutes, and is currently being used by 180 learning centres across the country. To complement the online learning materials, learners have access to one-on-one tutor sessions via telephone. Learners may call a Freephone number and arrange for a tutor to call them back at a time of their convenience, free of charge. The WriteOn tutors are qualified and experienced adult literacy instructors. These tutors are hired on a part time basis and paid an equivalent wage of €40 ($55 USD) per hour of learner contact time. The number of tutors recruited is flexible and dependent on demand. NALA has broadcast 13 educational television series during prime-time viewing hours, with a total of 61 hours of television content. This has proved to be an effective means of mobilising an audience, who are then invited to interact with the WriteOn programme through the internet, Freephone or Freetext. NALA operates a year round Freephone support line and receives approximately 10,000 calls per annum from adults enquiring about how they can improve their literacy skills. Users are then forwarded to create an online learner account, and then proceed to the Skills Checker service which determines the learner profile and presents the learner with a range of options for the awards that they may work towards. The courses are delivered in the form of online exercises and 16 online work books that take learners through real-world examples to apply the skills being learnt. The primary themes through which the content is taught are family, health, sport & leisure, work, money and technology. Since its inception, over 32,000 learners have created accounts with WriteOn, with over 2,500 learners going on to obtain 14,500 national certificates at levels 2 and 3. Furthermore, more than 180 learning centres around the country, as well as 31 out of 33 national vocational education committees use the WriteOn programme for blended teaching methods and accreditation.

Evaluation: programme is annually subjected to three rounds of internal and external review. This ensures that the range of assessment techniques and instruments are as per the QQI requirements for each programme.

Contact	Tom O' Mara. Distance Learning Co-ordinator. NALA, Sandford Lodge, Sandford Close, Ranelagh, Dublin 6, Ireland. +353 (0) 1 4127900. Email: distance@nala.ie,
References	http://www.writeon.ie

Chile	**Name**: **Lifelong Learning and Training Project (Programa de Educación y Capacitación Permanente, Chilecalifica)** **Who**: Ministries of Education, Economy and Labour; National Service of Training and Employment (Servicio Nacional de Capacitación y Empleo, SENCE); Chile Foundation (Fundación Chile) **When**: 2002-2010 **Target group**: low-skilled youth and adults

Description: provided three different learning modes, which were formal, non-formal and informal learning, by integrating education, work and economy. Thus, the programme set the basis for the establishment of several initiatives:

1) Educational upgrade (nivelación de estudios): created to expand the opportunity for completion of the mandatory 12 years of primary and secondary schooling in a flexible manner. This action comprised a literacy programme and a flexible adult training programme. 2) Vocational training (capacitación labral): designed to strengthen the articulation of vocational education at secondary level with tertiary education by aligning the curriculum at both levels, integrate secondary and tertiary institutions with the labour market, and improve the quality and pertinence of pre- and in-service teacher training. 3) Labour training (capacitación laboral): designed to improve the labour skills of the youths, adults over 50 years of age, women, and unemployed individuals by increasing the funding for the National Service of Training and Employment (SENCE). 4) Certification of Labour Skills (certification de competencies laborales): a mechanism to certify skills-based competencies acquired through formal, non-formal and informal learning. The certification process was designed to target individuals who want to enhance their employability, i.e., those who are seeking employment, or those who wish to maintain or improve current employment. 5) Informational system: a public informational system aimed at providing updated, useful information about professional and technical careers, as well as courses and opportunities offered by tertiary education institutions. The information was developed in particular to target students, workers and employers who are seeking new employment opportunities. Chilecalifica was characterised as being a multi-stakeholder and decentralised programme, since the implementation of its initiatives was located at national and regional levels, and involved public-private partnerships. The initiatives designed and implemented under Chilecalifica are now being carried out by specific ministries: 1) The National System for the Certification of Labour Skills is a system for the accreditation of labour skills in order to formally recognise individuals' non-formal, informal and formal learning in an attempt to provide an additional pathway for the completion of primary and secondary education. 2) The Information System of the Labour Market and Training Provision is a system created to provide information about the demands of the labour market, as well as informing the general population about new opportunities on lifelong learning and technical training.

Evaluation: approximately 33,000 adults (6.6% of illiterate adults) obtained a primary literacy competencies certification (2003 – 2008). 149,346 completions in primary and/or secondary education; 49.5% and 41.6% respectively of the students in primary and secondary levels were very satisfied with the courses.

Contact	Maria Verónica Simpson. National Coordinator of Adult Education. Ministry of Education. Av. Libertador B. O'Higgins, 1371. Santiago, Chile. Telephone: +56 2 3904000
References	http://www.dipres.gob.cl/595/w3-propertyvalue-16878.html

Japan	**Name**: **Literacy and language classes in community centres** **Who**: Osaka Liaison Association in collaboration with local government, educational boards and NGO´s **When**: 1964 - continuous **Target group**: low-skilled adults (mostly women and immigrants)

Description: the programme is primarily targeted towards adults who did not have the opportunity to complete a school education and achieve literacy. The majority of the students are women, who, due to cultural reasons such as helping with their families and raising children, have had less opportunity to achieve basic literacy. The evening language schools and literacy classes are also attended by many immigrant workers who have recently arrived and settled in Japan. There are 35 evening high schools in the country, 11 of which are located in Osaka Prefecture. Besides this, there are about 200 literacy/Japanese language classes in Osaka. Altogether, approximately 6,000 people learn Japanese in Osaka.

Free learning materials are made available to anyone at the Centre for Adult Learning Literacy & Japanese as a Second Language, Osaka, (CALL-JSL, Osaka). Most classes are regularly held in the evening once a week and each class lasts for 1.5-2 hours and continue until literacy is reached. There is no official time-frame for the programme, and students are to decide for themselves as to whether they should continue attending the class. Literacy instructors are often teachers from primary and junior high schools from the local neighbourhood for the evening classes, and literacy classes held in other places such as community centres are mostly taught by volunteers.

There has been no common curriculum in Japanese adult literacy education, so tutors are required to carefully assess learners' needs before and during teaching by listening to descriptions of their daily life and histories to identify which areas to target. To provide quality services for learners, lectures and workshops for volunteers/instructors working at literacy classrooms are held in many places.

Collaboration in Osaka between volunteers, learners and teachers created a network of organisations and individuals active in the field of adult literacy, leading to the 'Osaka Liaison Association' in 1989, the first of its kind. Since its inception the association has been responsible for promoting and linking together the various adult education movements. For example, it requested Osaka city to draw up the first guideline for the promotion of literacy rooted in governmental public policy, achieved in 1993.

The Osaka Liaison Association was responsible in 2000 for the recommendation of the creation of a public centre of adult literacy and Japanese as a second language. This centre now offers multiples services, promoting interaction between different literacy classes; giving information and advice to learners; developing teaching materials and literacy education programs, and training staff for the programmes. This was finalized as the Centre for Adult Learning, Literacy and Japanese as a Second Language (renamed to CALL-JSL, Osaka) which was set up in 2002. This is the first centre of its kind.

Evaluation: As there is no formal assessment or evaluation, a constant effort is made to ensure the content delivered is directly useful in the lives of the learners, and lessons are tuition provided until the learner feels his/her skills are sufficient.

Contact	Secretary General Sachiko Tamura. HRC building 10th Floor, 4-1-37, Namiyoke, Minatoku, Osaka City, Osaka 552-0001. Tel/Fax: ++06 6581 8582. Email: mb@call-jsl.jp
References	http://prof.mt.tama.hosei.ac.jp/~yarai/JDGMCON6/CSOsREPfinalen.pdf

Sweden	**Name**: **Livstycket**
	Who: Livstycket (non-profit organization)
	When: 1992 - continuous
	Target group: immigrant women

Description: the aim of the programme is to support immigrant women and refugees to learn Swedish, overcome isolation and become self-sufficient. It was founded in Tensta, a suburb of Stockholm. The name Livstycket, which can be translated as 'the bodice', has a symbolic meaning because it refers to an ancient garment worn by women to keep them warm and give them support. The idea of the founder was to establish an association that addressed the problems and challenges that refugees and immigrant women had to deal with. Participants attend lessons, including Swedish language learning, basic social knowledge, computer skills, exercises in basic mathematical concepts, time and spatial awareness, and wellness, including yoga and water aerobics. Learners who are actively seeking employment also attend a half-day session each week at which they receive support in writing CVs and covering letters, and in applying for jobs and internships.

The theoretical lessons are closely connected to practical artistic activities encompassing painting and drawing, sewing, embroidery and textile printing, all of which enhance the meaningfulness of the learning process. Sketches created on a particular subject are often turned into patterns by Livstycket's designer – the resulting fabric is the product of many people's work. This is crucial to Livstycket's creative process. The products are sold by the programme's own production company, Livstycket Produktion AB, which ensures a clear distinction between the social and commercial activities of Livstycket.

The theoretical and practical lessons are provided from Monday to Friday, between 9am and 3pm, at the Livstycket Knowledge and Design Centre in Tensta. The centre's facilities occupy a total area of 932 square metres. There are five classrooms for theoretical lessons and a large area, integrated with a boutique, for the textile activities. Students are sorted into four groups, depending on their existing knowledge of Swedish and their previous experience. The size of each group is between 15 and 20 students. The lessons run in two periods, morning and afternoon, with most students attending for one period only (this is because they are on sickness leave and attend part-time – Livstycket encourages participants to attend full-time but the decision is taken by social assistants).

As a non-profit organization, Livstycket depends for its funding on various subsidies, mainly from the City of Stockholm, as well as from a number of other project grants, and income from membership subscriptions and contributions. Products created in Livstycket are sold through the association's wholly-owned company Livstycket Produktion AB, which carries out the planning, marketing and sale of products, with profit used to benefit the participants (for example, to cover costs of excursions or other joint activities). It is also used to purchase fabrics, paints and other materials needed in the Design Centre, as well as to contribute to rent payments. Students show interest and passion, and spend, on average, about 3.5 years enrolled in the programme. The art works they produce have an impact on literacy, enhancing vocabulary, knowledge of form and colour, measures, and so on. Over the 22 years of Livstycket's existence, many participants have gained employment

Evaluation: According to the rules for non-profit associations, accreditation is renewed every year by a special meeting. Performance is monitored at weekly pedagogical meetings, and through annual staff appraisals. Activities are assessed using simple evaluation forms.

Contact	Birgitta Notlöf, CEO, Livstycket.birgitta.notlof@livstycket.com
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	Phone: +46 8 760 43 15; FAX: +46 8 36 75 62
References	http://www.livstycket.se/

Austria	**Name**: **Initiative for Adult Education**
	Who: Federal Ministry of Education and Women's Affairs in cooperation with Austrian federal states.
	When: 2012 - ongoing
	Target group: low-skilled adults

Description: The Initiative for Adult Education was established on behalf of the government between2008 and 2013 after nearly three years of negotiations and concept development. Representatives of the ministry and the nine Austrian federal states participated in the process, alongside adult education experts. They reached official agreement with regard to funding, project objectives, quality standards, structure and procedures in 2011. The first programme period ran from January 2012 to December 2014. The second, from 2015 to 2017, has been strengthened by the support of the ESF. Central to the programme's work is the provision of subsidies for external programmes which fit its quality requirements. In this regard, the initiative acts as an umbrella organisation for national education institutions. Its objective is to enable adults who lack basic skills or who never graduated from lower secondary school to continue and complete their education. The project has two core characteristics. First, it requires the implementation of consistent quality guidelines for courses in all parts of Austria. Second, all courses are free of charge as a result of national funding.

Austrian institutions that wish to take part in the initiative have to apply for accreditation and provide evidence on the following three quality criteria: (1) they must fulfil the general requirements of an educational establishment; (2) they must submit an appropriate conceptual overview of their programme; and (3) they must prove that their trainers and counsellors are qualified, in accordance with the initiative's guidelines. Quality criteria include the elaboration of a competence-oriented pedagogical approach, tailored to the specific needs of the target group. In addition, providers are encouraged to offer professional counselling, coaching and guidance throughout the course. Further programme cost structures have to be disclosed and explained comprehensively by the provider.

An accreditation group, comprising six adult education experts, surveys the applications to assess the degree to which they meet the initiative's quality guidelines. In the case of successful accreditation, the institution can then apply for funding. Approval depends on the balance between the various courses in the different programme areas, and the different target groups in the particular region. Approval is granted if the guidelines are met and the programme fits the needs of participants in the region.

According to the monitoring report, 22,905 participants took part in the two programme areas during the first cycle, exceeding the initiative's expectations. In the basic-skills programme area, 70 per cent of participants were migrants and 64 per cent were women. This might be due to the fact that some courses target only women, e.g. Mama lernt Deutsch (Mommy learns German) or Frauen College (Women's College). In the lower-secondary programme area, 60 per cent of participants were migrants and 43 per cent were women.

Evaluation: Analysis of participant evaluation showed an overwhelmingly positive picture. On a five-grade scale (with 1 being very good and 5 being unsatisfactory), 83 per cent of former course participants assessed their course as 'very good'. The majority of participants reported feeling more self-confident and motivated to further their education.

Contact	Mag. Maria Groß. Head of Office. Universitätsstraße 5, 1010. Vienna. Austria Telefon: +43 1 523 87 65 – 614. Fax: +43 1 523 87 65 – 20. maria.gross@initiative-erwachsenenbildung.at
References	www.initiative-erwachsenenbildung.at

Turkey	**Name**: **Web-Based Literacy Programme (WBLP)** **Who**: Anne Çocuk Egitim Vakfi (AÇEV, Mother-Child Education Foundation) **When**: 2011 **Target group**: low-skilled adults

Description: the programme was designed around a distance-learning model with the aim to make literacy education accessible to individuals through an internet portal. The portal's purpose is to support young people and adults who are just beginning to learn to read and write, who want to refresh their skills, and who are preparing for literacy-qualification exams. In Turkey there are currently 970 Adult Education Centres (AECs), which are municipal institutions providing first level and second level literacy courses throughout the country. In order to return to open schooling, adults need to pass two levels of literacy courses or exams. Open schooling is an alternative learning system for people outside the age of compulsory education (those aged 15 years and older). Using the WBLP learning portal, adults can acquire the knowledge and skills that they need to pass the first and second level literacy exams in AECs.

The learning portal is currently the only free adult learning online platform in Turkey. As the most comprehensive adult literacy programme of AÇEV, the WBLP contains the entire content of AÇEV's existing face-to-face adult literacy programmes: the Functional Adult Literacy Program (FALP), and the Advanced Literacy-Access to Information Program (ALAIP). After participants in these classes had shown a willingness to learn how to use the internet and computers, AÇEV carried out a study of 196 learners to better understand their technological requirements. Though 83% of learners reported using cell phones and 58% had a computer at home, only 10.5% knew how to use a computer or access web resources. After an overwhelming majority (96%) stated of their desire to develop computer skills, AÇEV decided to create the WBLP as an online version and extension of its existing curriculum.

One of the features of the portal design is that it allows students to keep track of their own progress independently. The website content and exercises are clearly structured and user-friendly, which ensures they can be easily navigated by those with very limited literacy and computer skills. An important feature of the portal is its text-to-speech function, which allows users to hear both what they read and what they write.

The learning portal had 6800 registered users as of November 2013. The majority of the users are female. Male users account for only a quarter of total use, demonstrating the suitability of AÇEV's programme in tackling the high level of gender disparity for literacy levels in Turkey. 56% of the users are between 15 and 44 years old. 19% of the total learners are aged between 15 and 24 years old, and the rest are aged 45 years or older. 52% of the programme users have never gone to school, indicating AÇEV's success in reaching people outside of formal education.

Evaluation: a pilot study in 2012 showed that a technology supported group had a third of their adult literacy classes replaced with web-based activities, while a control group had classes as usual without using the learning portal. Both groups received pre- and post-tests of Math, Word Recognition, Spelling and Comprehension. The results showed that the technology supported group performed equally as well as the control group. This indicated that learners could maintain their literacy and numeracy proficiencies whilst also developing their digital competencies – without a drop in performance.

Contact	Programme Coordinator Ms Hilal Gençay. Address: Mother Child Education Foundation (AÇEV) Büyükdere Cad. Stad Han No:85 Kat:2. 34387, Mecidiyeköy/Istanbul, Turkey. Phone: +90 (0)212 – 2134220 Email: hilal.gencay@acev.org
References	http://www.acevdeokuyaz.org

Lifelong Learning Governance

Germany BMBF (2012), Nationale Strategie für Alphabetisierung und Grundbildung Erwachsener, BMBF, www.bmbf.de/de/426.php. MAIS (2013), Berufliche Weiterbildung mit dem Bildungsscheck, Arbeitspolitik in Nordrhein-Westfalen, Ministerium für Arbeit, Integration und Soziales NRW, www.arbeit.nrw.de/arbeit/erfolgreich_arbeiten/angebote_nutzen/bildungsscheck/;	**National Strategy for literacy and basic adult education**: In 2012, the Federal Ministry for Education and Research, the Bundesländer, the public employment service and several stakeholders agreed on a common national strategy to reduce the number of functional illiterates and to improve the reading and writing skills of adults. The initiative includes a wide range of actions including a nationwide TV and radio campaign on the importance of foundation skills; the expansion of course offerings, in particular in cooperation with adult education centres and the public employment service, the creation of networks and regional adult education coordinators. The Bundesländer agreed to expand the exchanges of good practices. The initiative is financed by the federal government, the Bundesländer and some projects are co-financed by the European Social Fund and the public employment service (BMBF, 2012).
Sweden Ericson, T. (2005), Trends in the Pattern of Lifelong Learning in Sweden: Towards a Decentralized Economy, Göteborg University, https://gupea.ub.gu.se/bitstream/2077/2735/1/gunwpe0188.pdf	**Adult Education Initiative**: This initiative was implemented in all municipalities in 1997 and ran until 2002 when it became the basis for a municipal adult education and training reform. The programme focused on providing general basic skills at the upper secondary level. It was implemented by the municipalities and funded by both municipalities out of local tax revenues and a general government grant to municipalities. Participation in courses provided by the initiative was free of charge. Unemployed participants received supplementary "special education support", equivalent to unemployment insurance payments for a maximum of one year. Some studies found that young men participating in the initiative had better chances of returning to the labour market compared to those who did not take part in the programme.
United Kingdom HEFC (2013), Workforce Development Programme, HEFC, www.hefce.ac.uk/whatwedo/kes/ee/	**United Kingdom, Workforce Development Programme of the Higher Education Funding Council (HEFC)** The HEFC conducts a Workforce Development Programme, which provides funds for universities and colleges to adapt the design and delivery of programmes to employer and employee needs. For example, HEFC funded the Kingston University Building Interaction with SMEs-project, which is focused on local SMEs to develop work-based learning opportunities for employees in the manufacturing sector. The project creates learning opportunities for employees with few formal qualifications, but with a lot of work-based knowledge. Programmes aim at being relevant to the learner's work experience and are designed in collaboration with employers. Participants can earn Foundation Degrees up to Masters level degrees (HEFC, 2013).
Australia	Australia's **second chance learning programmes** are community-based and run in Learning Information Network Centres (LINC) under a Community Knowledge Network. It aims to build skills development for increasing employability and offering formal education opportunities. The University of the

| Adult Learning Australia from NILE International Conference on Lifelong Learning (2009), "Trends and Challenges of Community-Based Lifelong Learning: Focusing on Lifelong Learning Cities", http://eng.nile.or.kr/eng/main_2012.jsp. | Third Age (U3A) is a learning community in Australia with 230 participating groups, including schools for elderly. The groups are provided 8-10 weeks of education programmes for those who are over 50 years old, particularly the living-alone population. Broadband for Seniors, run by NEC Australia, Adult Learning Australia, U3A Online, established infrastructure to assist those over 50 to use computers and broadband services. |

Adult Learning Programmes

| **USA**

Anderson, T. et al. (2014), The First Year of Accelerating Opportunity: Implementation Findings from the States and Colleges, www.jff.org/sites/default/files/publications/materials/413238-The-First-Year-of-Accelerating-Opportunity.pdf; UNESCO (2014), Australian Workplace English Language and Literacy (WELL) Programme, www.unesco.org/uil/litbase/?menu=4&programme=134; Windisch, H. C. (Forthcoming), "Adults with low literacy and numeracy skills: A literature review on policy interventions", OECD Education Working Papers, No. 123 | Launched in 2011, the **Accelerating Opportunity (AO)** initiative aims to increase the ability of students with low basic skills to earn valued occupational credentials and to obtain well-paying jobs. AO encourages states to change the delivery of Adult Basic Education for students interested in learning career skills by enrolling them simultaneously in for-credit career and technical education courses at local community colleges as they improve their basic education and English language abilities. It builds on the legacy of the adult education initiative Breaking Through and on Washington State's I-Best programme. The initiative promotes and supports the development of career and college pathways that incorporate contextualised and integrated instruction, team teaching between adult education and college instructors, and enhanced support services at community colleges. AO is also designed to change how states and colleges co-ordinate with government, business, and community partners and reform policy and practice to fundamentally change how students with low basic skills access and succeed in post-secondary education and the workforce.

Four states (Illinois, Kansas, Kentucky, North Carolina) received grants to begin implementing the AO model in the 2012 spring semester and oversaw the development of career pathways in 33 community and technical colleges. Louisiana, as the fifth state, began implementation in the 2012 fall semester at nine additional colleges. In the first year of implementation, these 42 colleges enrolled ca. 2 600 students and built capacity to provide team teaching with college and adult education instructors, offer comprehensive support services, and develop partnerships to support the sustainability and scaling of AO. AO students who participated in focus groups during the first year site visits described their experience as mostly positive, many of them were planning to continue their post-secondary education after completing a pathway, and several had jobs related to their field of study. |
| **Spain**

Hayward, D. (2010), "Case Study Conecta Joven", Links-up.eu, www.links-up.eu/Dissemination_case_study_Conecta_Jovena85b.pdf%3b?option=com_k2&view=item&task=download&id=17. | The Foundation Esplai runs the "Conecta Joven" project which involves 23 centres throughout the country and provides basic ICT skills targeting women over 45, older people and immigrants. The instruction is given by young people who are recruited and trained to be project "motivators". Key partners include the Microsoft Corporation, Wrigley, the Ministry of Employment and Social Affairs, the Ministry of Education, Culture and Sport, Injuve and NGOs. The principles of this project are intergenerational collaboration promoting citizenship among young people and older members of society, facilitating the acquisition of digital skills of vulnerable groups, fostering service and life-long learning and strengthening social inclusion and local social networks among participants and institutions. With web 2.0 tools and services (such as blogs, discussion forums, and social networking sites) new course content is developed and delivered. An external evaluation by the Centre of Research and Practices that Overcome Inequalities (CREA) at Barcelona University found that participants used their newly acquired digital skills in their daily life when communicating through email (64%), generating documents (69%), and looking for a job (44%). At the same time the young "motivators" gained teaching experience, higher ICT skills, soft and social skills such as patience, commitment, and solidarity. |

| **Nordic countries**

Dæhlen, M. and B. Ure (2009), "Low-skilled adults in formal continuing education: Does their motivation differ from other learners", International Journal of Lifelong Education, Vol. 28, No. 5, pp. 661-674; Desjardins, R. and K. Rubenson (2009), "The impact of welfare state regimes on barriers to participation in adult education: A bounded agency model, Adult Education Quarterly, Vol. 59, No. 3, pp. 187-207; Desjardins, R. and K. Rubenson (2013), "Participation patterns in adult education: the role of institutions and public policy frameworks", European Journal of Education, Vol. 48, Issue 2, pp. 262-280; Green, F. (2013), Skills and Skilled Work: An Economic and Social Analysis; Payne, J. (2006), "The Norwegian competence reform and the limits of lifelong learning", Journal of Lifelong Education, Vol. 25, No. 5, pp. 477-506; Tuijnman, A. and Z. Hellström (eds.) (2001), Curious Minds: Nordic Adult Education Compared; | The comparatively high participation in adult education in the Nordic countries has attracted much interest. Empirical findings suggest that the major difference between the Nordic and non-Nordic countries are not the existence of participation barriers (the patterns of nonparticipation in both country groups are similar) but the conditions that allow a person to overcome theme (Payne, 2006; Dæhlen and Ure, 2009). Desjardins and Rubenson (2009) argue that a welfare state regime can affect a person's capability to participate as it can help to overcome learning barriers. The Nordic countries have a long history of fostering adult learning, target various participation barriers, and ensure that disadvantaged groups have equal learning opportunities. Effective public policies include:

• Adult education policies that have been closely integrated with active labour market policy (Desjardins and Rubenson, 2009).

• The Nordic countries feature a state-led social partnership approach to adult education, in which industrial relations involve negotiations among the state, employers, and unions. The corporatist tradition has enabled trade unions to positively influence their members' learning opportunities (Green, 2013).

• The Nordic countries have a strong record of public policy that comprehensively addresses participation constraints. Folk high schools and adult education associations may better respond to different collective and individual aspirations and needs than the formal educational system or education and training supplied by the employer (Desjardins and Rubenson, 2009; Desjardins and Rubenson, 2013).

The emphasis on equity has a deep impact on the funding regimes of the Nordic countries. Tuijnman and Hellström (2001) found that public support has a crucial effect on the participation of those least likely to enrol. The policy emphasis is on subsidising participation for those who need it most (by eliminating fees, providing targeted study assistance, and financing outreach activities), guaranteeing student spaces, and reducing credit constraints. This strategy also compensates for a tendency by employers to offer little or no financial support to low-skilled employees (Desjardins and Rubenson, 2009). |
| **Portugal**

CEDEFOP (2012), VET in Europe: Country Report – Portugal, http://www.cedefop.europa.eu/EN/Information-services/vet-in-europe-country-reports.aspx; European Commission/EACEA/Eurydice (2011), Adults in Formal Education: Policies and Practices in Europe. | In Portugal, **adult education** corresponding to primary, lower- and upper-secondary education levels is provided through various schemes, in particular the Adult Education and Training Courses (Cursos de Educação e Formação de Adultos, EFA). The EFA courses aim to raise the qualification level of the adult population and target people over the age of 18 who have not attained the level of upper secondary education. The EFA courses are flexible, modular and tailor-made pathways to obtain either double certification (academic and professional) or only an academic one. They are based on the Key Competences standards for Adult Education and Training for basic education in order to obtain a school certification (4, 6 or 9 years of schooling) and, since the beginning of 2007, on the Key Competences standards for Adult Education and Training for upper secondary education to obtain a 12 years of schooling certificate. They are also based on training standards in order to obtain a professional certification.

The **Upper-secondary recurrent education** (Ensino secundário na modalidade de ensino recorrente) offers four scientific-humanistic courses (Sciences and Technologies, Socioeconomic Sciences, Languages and Human Sciences and Visual Arts) for adults who did not complete upper-secondary education at school age. Adults who successfully complete the upper-secondary recurrent education are awarded a secondary education diploma which entitles them to apply for higher education. |

Ireland CEDEFOP (European Centre for the Development of Vocational Training) (2013), "Empowering vulnerable adults to tackle labour market challenges: Findings from study visits 2010/11 and 2011/12 and policy implications", Publications Office of the European Union, Luxembourg, www.cedefop.europa.eu/EN/Files/4122_en.pdf	In Ireland, the Ballymun job centre (BJC) has provided free of charge support **services to unemployed job-seekers to find employment** and develop a career since 1986 (CEDEFOP, 2013). The BJC is a non-profit, non-governmental organisation that is funded through the local employment services, the department of social protection, and support from Ballymun's drugs task force and private funding. It has built relationships and works closely with a wide range of public and private, community, national and European organisations. The BJC provides a range of services including individualised and group career guidance and counselling, basic and specific skills training, and coordination and inter-agency approaches to meet the needs of vulnerable job-seekers and to create pathways to further education and training or employment. Unemployed job-seekers can register with the service or may be requested to attend an appointment as part of the Ireland's national employment action plan (CEDEFOP, 2013a). In the BJC service, a typical route for an individual starts with a registration process where the needs are identified through a one-to-one information session. The person is then referred to a guidance practitioner in a specialised service that supports early school leavers, VET learners, and the long-term unemployed. The guidance practitioner helps to identify personal skills, working style, potential and career interests, and encourages the development of career objectives and self-efficacy. With the help of EU funding, the BJC has developed various **guidance tools and methodologies** that assist the individual and practitioner, including an audio visual web-based tool for identifying competences developed in everyday life which is mainly used with vulnerable clients who feel they have no potential in the workplace due to weak basic skills. In 2011, 2 274 individuals' accessed guidance and employment support services, 11% of them found jobs and 36% started education and training. According to CEDEFOP (2013), over the years BJC has made efforts to ensure that research findings contribute to improving services, activities, and skills of guidance staff and proposes to transfer this model to other contexts and target groups.
Turkey UNESCO (2014), "Functional Adult Literacy and Women's Support Programme. Country Profile: Turkey", UNESCO Institute for Lifelong Learning, www.unesco.org/uil/litbase/?menu=4&programme=141. Lesgold, A. and M. Welch-Ross (eds.) (2012), Improving adult literacy instruction: Options for practice and research, National Academies Press, Washington DC, www.nap.edu/catalog.php?record_id=13242.	The ongoing Functional Adult Literacy Programme (FALP) developed in Turkey by the non-governmental organisation Mother & Child Education Foundation (AÇEV) was created in 1995 as an effective alternative to the official adult literacy courses by the Directorate of Lifelong Learning of the Ministry of National Education (MoNE) to principally target Turkey's largest group of non-literates: girls and women (UNESCO, 2014). The programme aims to develop dimensions of literacy, arithmetic skills, cognitive skills, and functional skills of women older than 15 with limited literacy skills (Lesgold and Welch-Ross, 2012; UNESCO, 2014). The programme also includes components to promote the confidence and empowerment of women in society. It is the first adult literacy programme in Turkey developed with a scientific base by a non-governmental organisation. In 1995, AÇEV signed a partnership agreement with the previously established MoNE Directorate of Non-Formal Education and Apprenticeship (now the Directorate of Lifelong Learning) in the framework of which all literacy activities were to be conducted. The programme began 1995 in Istanbul and by 2013 was implemented in 25 of Turkey's 81 provinces (UNESCO, 2014). FALP has been awarded the status of a state-recognised literacy programme which is a distinction for a non-governmental organisation. To date, 125 000 individuals have benefited from FALP, mainly women but also a number of men conscripted into the Turkish Military Forces (UNESCO, 2014). According to external evaluation studies, the new FALP curriculum was more effective in meeting literacy goals, affective goals (increased self-confidence), functional goals (e.g. being able to find the right bus) and sociocultural goals (e.g.

	knowing about rights and voting) than mainstream adult literacy courses. These studies suggest that FALP encourages social integration, positive self-concept and family cohesion of the participants and that graduates are more active in society and more aware of their rights than non-participants (UNESCO, 2014). Affective and societal outcomes were evident one year later. Sustaining cognitive and literacy skills depended on the starting levels of skill, with students at higher levels of skill and continued self-study showing more sustained benefits (Lesgold and Welch-Ross, 2012). FALP's methodology has also had an impact on literacy policies of the MoNE. First, MoNE is now introducing new literacy programmes which are similar to FALP. Second, the success of FALP has been instrumental in convincing MoNE to increase the officially required duration of literacy courses from 90 contact hours to 120 contact hours (UNESCO, 2014)
USA Lesgold, A. and M. Welch-Ross (eds.) (2012), Improving adult literacy instruction: Options for practice and research, National Academies Press, Washington DC, www.nap.edu/catalog.php?record_id=13242. National Reporting System for Adult Education (2001), Measures and methods for the national reporting system for adult education—Implementation guidelines, Washington, DC, Division of Adult Education and Literacy, Office of Vocational and Adult Education, U.S. Department of Education. Tamassia, C., et al. (2007), Adult education in America: A first look at results from the Adult Education Program and Learner Surveys, Educational Testing Service, Princeton, www.ets.org/research/policy_research_reports/aeps-report.	In the United States, according to the 2001-2002 Adult Education Program Survey (AEPS), 59 adult education programmes offer three main types of literacy instruction (Lesgold and Welch-Ross, 2012): • Adult basic education (ABE) provides instruction to adults who lack "competence in reading, writing, speaking, problem solving or computation at a level necessary to function in society, on a job or in the family" (National Reporting System for Adult Education, 2001, p. 25). • Adult secondary education (ASE) is "designed to help adults who have some literacy skills and can function in everyday life, but are not proficient or do not have a certificate of graduation or its equivalent from a secondary school" (National Reporting System for Adult Education, 2001, p. 25). Adults usually attend ASE classes to obtain a GED 60or adult high school credential. • English as a second language (ESL) instruction is "designed to help adults who are limited English proficient achieve competence in the English language" (National Reporting System for Adult Education, 2001, p. 25). English as a second language serves the largest number of students (43%), followed closely by 40% of adult students in adult basic education and 19% participate in adult secondary education. Most English language learners (85%) attend ESL programmes. Of native language learners, two-thirds attend ABE and one-third attends ASE programmes (Tamassia et al., 2007). Instruction is offered in many different places and programmes. According to the AEPS, local education agencies are the major providers of adult education, offering 54% of the programmes surveyed, followed by community-based organisations (25%), community colleges (17%), and correctional institutions (2%). 3% of programmes were offered by other entities, such as libraries, departments of human services, institutions for people with disabilities, and coalitions made up of the various provider types. Community colleges offer the largest programmes in terms of the median number of students enrolled (Tamassia et al., 2007). Learning goals cannot simply be aligned with programme type or location. For example, English language learners may be taught reading and writing skills in ESL classes in a workplace education setting or in a community college ABE programme. Although the major goal of students in both settings may be to increase English language proficiency, the instructional aims will differ, with one focused on meeting specific job requirements and the other on developing

| | more general literacy practices. Similarly, the goal of earning a GED certificate may be addressed in settings as diverse as prisons and volunteer library literacy programmes (Lesgold and Welch-Ross, 2012). |

Quality assurance systems for adult learning

| **European Union**

Broek, S., & Buiskool, B.-J. (2013), Developing the adult learning sector: Quality in the Adult Learning Sector (Lot 1), Zoetermeer. European Commission (2013), European Qualifications Framework for Lifelong Learning, https://ec.europa.eu/ploteus/search/site?f%5B0%5D=im_field_entity_type%3A97. | In most EU countries there is consensus that quality assurance systems should be developed for the adult learning sector, and especially the non-formal sector. Most countries are currently developing or revising their legislative framework for adult learning, putting more focus on quality assurance mechanisms. In the last few years, most countries produced white papers, communications, policy proposals and lifelong learning strategies in which they emphasise the importance of quality assurance. Nevertheless, the main challenge is to implement these strategies.

Objectives that quality assurance systems mainly focus on are setting minimum requirements, transparency, and accountability. The quality assurance systems in the European Union generally follow the same procedural steps including: application by the provider, including endorsement of adult learning principles; assessment and validation by the responsible body; and monitoring and follow-up activities both by the provider and the responsible body. Most quality assurance systems include self-evaluation procedures at the provider level. There is a diversity of responsible bodies, both public and private.

Success factors for the implementation of quality assurance systems include: 1) The focus of the quality assurance system is on the learner/consumer; 2) The quality assurance system is transparent for all stakeholders; 3) The quality assurance system is organisationally strongly backed (the responsible authorising body possesses authority in the sector); 4) the quality assurance system has the commitment of management and the employees within the provider; 5) The quality assurance system should be affordable in relation to the volume of adult learning provision and the context it takes place; 6) The quality assurance system should be relevant for the given context or sufficiently broad to embed different form of adult learning provision; and 7) The development and acceptance of quality assurance systems takes a certain period of time.

The European Quality Assurance Reference Framework for VET (EQAVET) and the Standards and Guidelines for Quality Assurance in the European Higher Education Area (ESG) quality reference frameworks are applicable to the adult learning sector and acknowledge that it is less uniform in terms of objectives, organisation, target groups, and societal results (especially for the non-formal part of adult learning). |

Recognition and certification of skills

| **Denmark** | In Denmark many adult vocational training courses give adults a formal right to credit transfer from a former vocational education and training programme. This may result in a reduced study programme. Together with credit transfer, the option of recognition of non-formal and informal learning (especially work-based) opens up flexible pathways for the unskilled worker towards a nationally recognised |

Denmark and UK from OECD (2007), Qualifications Systems: Bridges to Lifelong Learning, Education and Training Policy, OECD Publishing, Paris, http://dx.doi.org/10.1787/978926401 3681-en.	qualification as a skilled worker. Education programmes that are relevant to the participant depend not only on their educational background (level and vocational field), but also on their needs or aspirations for vocational progression as a supplement to the original educational background. Equally important are the more flexible possibilities at the basic education level of being able to use their credit and thus shorten study/training programmes in youth vocational education and training. That gives adults a "second chance" to acquire higher-level qualifications.
Netherlands CEDEFOP (European Centre for the Development of Vocational Training) (2013), "Empowering vulnerable adults to tackle labour market challenges: Findings from study visits 2010/11 and 2011/12 and policy implications", Publications Office of the European Union, Luxembourg, www.cedefop.europa.eu/EN/Files/41 22_en.pdf	In the Netherlands, the **Vocational Qualification Programme** (VQP) was offered by Philips Electronics Netherlands between 2004 and 2011. It aimed to train the company's staff to meet the skills and knowledge requirements of the company and the labour market, bringing employees up to a basic qualification or offering alternatives for those who were not able to reach this level, and to help experienced but unqualified production workers to gain a sector-recognised diploma (CEDEFOP, 2013a). VQP was a joint initiative of Philips Electronics and the Netherlands' four largest employer organisations, defined in a collective labour agreement in 2004. VQP's success depended on stakeholder involvement to make the training and validation outcomes more relevant to the continually changing labour market and more respected among other employers. In 2004, local VQP training programmes were set up in every production unit, all under the framework of the national VQP training scheme, which still allowed for adaptions to local training needs and infrastructure. Dual training courses were included in the VQP training plan, where at least 60% of the time was devoted to practical tasks such as processing, metalwork and logistics industries. Before the training, candidates with at least two-year work experience took part in assessment of their prior learning (APL) in order to tailor individual training programmes. Between 2004 and 2010, 1 900 employees gained a nationally recognised diploma, and 3 000 employees, corresponding to 75% of Philips Electronics Netherlands' overall employees, had undergone training. After 2010, the company focused on low-skilled, aged 40+ employees who had not yet taken part in training. According to CEDEDOP (2013), VQP proves that it is possible to train people with lower qualifications, or without, so that they can gain a nationally recognised diploma. Lessons learned include that being an organisation that believes in its workers and puts effort into improving their qualifications and career prospects pays off; that it is important that training is developed according to labour market needs; and that the whole organisation needs to adapt, providing, for example, training time during work time and coaching throughout the entire process.
Portugal	**Certified Modular Training** (Formações Modulares Certificadas, FMC) is also available to adults who are not interested in taking a full qualification programme. FMC allow learners to embark upon a flexible, gradual and creditable training by taking individual units as described in the training standards of the National Qualifications System. It is often the opportunity for individuals to increase

CEDEFOP (2012), VET in Europe: Country Report – Portugal, http://www.cedefop.europa.eu/EN/Information-services/vet-in-europe-country-reports.aspx; European Commission/EACEA/Eurydice (2011), Adults in Formal Education: Policies and Practices in Europe.	their knowledge and expertise in a field that they are already familiar with. Since 2000, Portugal has developed a systematic approach to the **recognition, validation and certification of competences: the RVCC process**. This process of recognition can lead to basic level qualifications (corresponding to four, six or nine years of schooling), secondary level qualifications (corresponding to 12 years of schooling) and/or vocational certifications. The recognition process is carried out according to the Competency Standards for each qualification. To enter into the process, candidates must be at least 18 years old and those who are between 18 and 23 years old must have a minimum of three years' professional experience. The recognition process can lead to the award of a complete or partial certification. In the latter case, the recognition and validation of prior learning can be complemented with an education and training programme (e.g. an EFA course or certified modular training). The qualifications obtained by certified modular training or RVCC process are also referenced to the qualification levels of the National Qualifications Framework. Portugal has also introduced a "Basic Skills Programme" targeted towards the acquisition of basic skills (literacy, numeracy and ICT) in order to enter an EFA course or RVCC process.
Ireland CEDEFOP (European Centre for the Development of Vocational Training) (2013), "Empowering vulnerable adults to tackle labour market challenges: Findings from study visits 2010/11 and 2011/12 and policy implications", Publications Office of the European Union, Luxembourg, www.cedefop.europa.eu/EN/Files/4122_en.pdf	In Ireland, the **EQUAL essential skills certificate** is a tool designed to help adults, who missed out on earlier education opportunities, to access education and training and/or progress in the labour market (CEDEFOP, 2013). EQUAL Ireland Education Research and Related Services Co. Ltd is a not-for-profit charitable trust trading under the name EQUAL Ireland, originally founded in 2001, and offering the essential skills certificate since 2006. Various stakeholders are involved in the provision of the essential skills certificate, including social partners and community representatives who contribute to the academic content; education and training providers who manage the development and delivery of the programme and ensure academic quality; adult learners who ensure the relevance of the teaching content to everyday life and the suitability of delivery methodologies and support systems; and Ireland's vocational education committees. The original multi-stakeholder partnership was developed with funds from the EU EQUAL initiative and has since been taken over by Sectorial Skills Alliances (CEDEFOP, 2013). EQUAL Ireland provides two ways, in which to obtain the essential skills certificate. When an enterprise encounters difficulties and workers begin to lose their jobs, EQUAL Ireland is invited to address the workforce either by the employer, the trade union or both, to motivate workers to use education as an option for self-development. In addition, EQUAL Ireland carries out information sessions and education programmes in the community. The essential skills certificate has modules that include 'learning to learn', communication to help learners improve their competence in written and oral communication, everyday numbers, basic ICT training, and an introduction to enterprise and community development. In 2011, approximately 1 000 adult learners took part in the programme with most completing all modules, and 60% progressing to the higher certificate in workplace and community studies. According to CEDEFOP (2013), the essential skills certificate has been successful because of the inclusive manner of its development, the flexible delivery system, and the participant support methodologies. Following the success of this tool in Ireland, a transnational project, ESCape, was set up for its dissemination in 2008. EQUAL is still leading the consortium for the development of this vehicle for essential workplace and community skills to make it transferable across the EU.

OECD Skills Strategy
Policy Note

Korea

Better skills policies help build economic resilience, boost employment and reinforce social cohesion. The OECD Skills Strategy provides countries with a framework to analyse their skills strengths and challenges. Each OECD Skills Strategy diagnostic report and policy note reflects a set of skills challenges identified by broad stakeholder engagement and OECD comparative evidence while offering concrete examples of how other countries have tackled similar skills challenges.

These reports tackle questions such as: How can countries maximise their skills potential? How can they improve their performance in developing relevant skills, activating skills supply and using skills effectively? What is the benefit of a whole-of-government approach to skills? How can governments build stronger partnerships with employers, trade unions, teachers and students to deliver better skills outcomes? OECD Skills Strategy diagnostic reports and policy notes provide new insights into these questions and help identify the core components of successful skills strategies.

This report is part of the OECD's ongoing work on building effective national and local skills strategies.

Further reading

OECD (2012), Better Skills, Better Jobs, Better Lives: A Strategic Approach to Skills Policies, OECD Publishing.

OECD (2013), OECD Skills Outlook 2013: First Results from the Survey of Adult Skills, OECD Publishing.

OECD (2015), OECD Skills Outlook 2015: Youth, Skills, and Employability, OECD Publishing.

OECD

BETTER POLICIES FOR BETTER LIVES