

Labour Market Policies and University Lifelong Learning for people in mid-life

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Keynote to final conference of the EU Lifelong learning programme project

“THEMP. Tertiary Education for people in midlife”

Barcelona, 14th November 2013

Agenda

- Two still separate things...
- ...should be brought together...
- ...by focusing on...
- ...and considering



Agenda

- (How) might this be achieved by Tertiary/University Lifelong Learning (T/UULL)?
 - understanding and some reflexions on the material from the THEMP project
 - ‚Transitional labour markets‘ as a rationale of social risks management

- Which problems arise in this undertaking of T/UULL?
 - some thoughts about the development of universities and tertiary education
 - some reflexions about policy experience in my country (Austria)

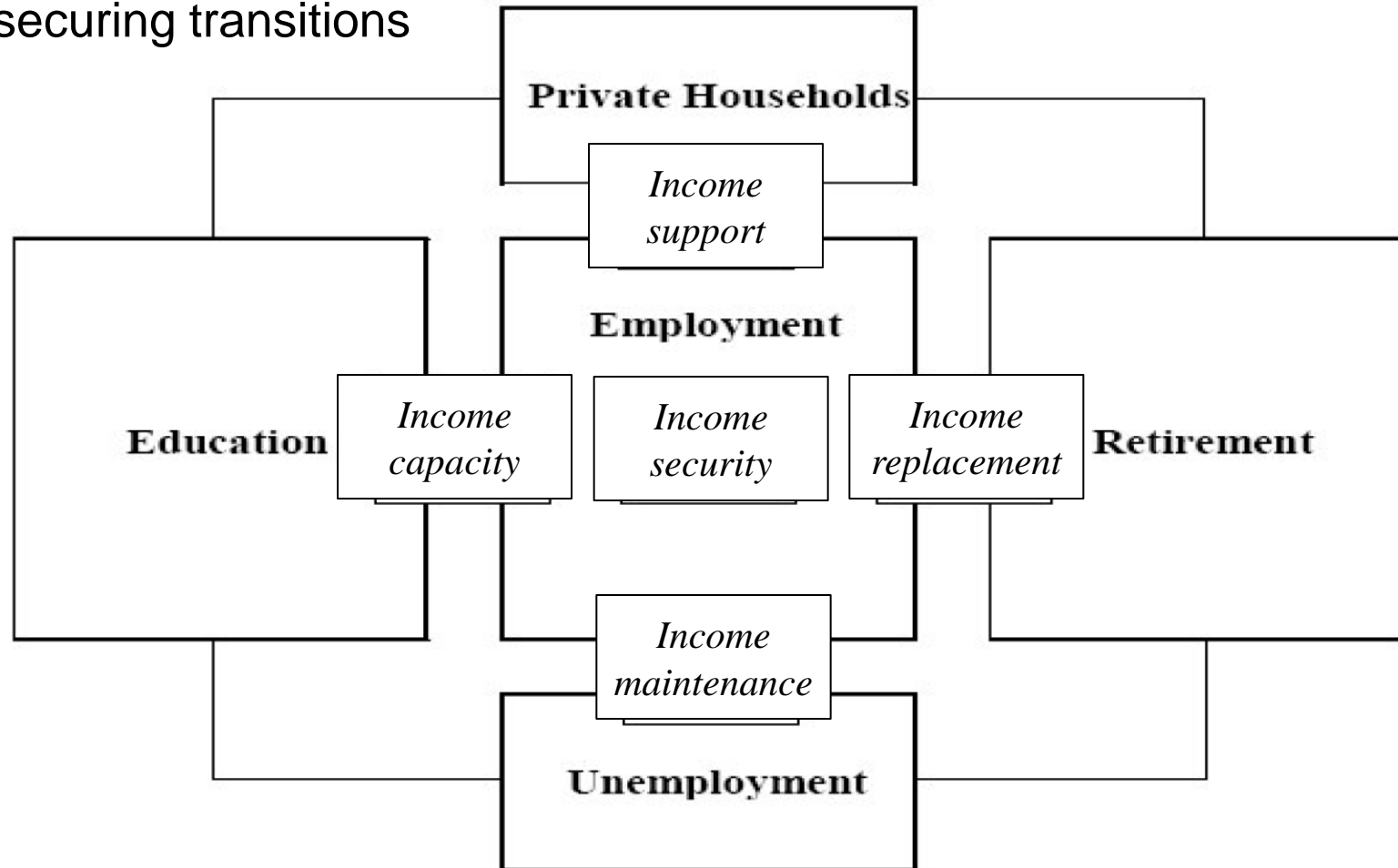
Reflexions on TLM: Transitional labour markets

complex concept, normative and analytical

- Complexity of concept: main meaning/message not so easy to grasp...
- ...a broader combination of security and flexibility (*secu-bility*)...
 - (a) *modernization* of full-employment and (b) *fundamental* reconciliation of efficiency and equity through a socio-economic perspective
 - (a) *flexibility: from static to dynamic view, focus from ,states' to ,transitions' > allowing transitions*
 - (b) *security: ,making transitions pay' by a broad set of financing and governing ideas and proposals > securing transitions*
- ...based on arrangements of *social insurance* (risk+solidarity) and *reflexive governance* (goals+evaluation)
- Problems, issues
 - some oscillation of normative/political and theoretical/analytical aspects
strength or weakness?
 - very demanding in realization for the political process
neoliberal environment, clear preference for flexibility over security
competition with ,flexicurity'-concept, more simple at first sight
- Conclusion: rather illuminating/generative than operative concept

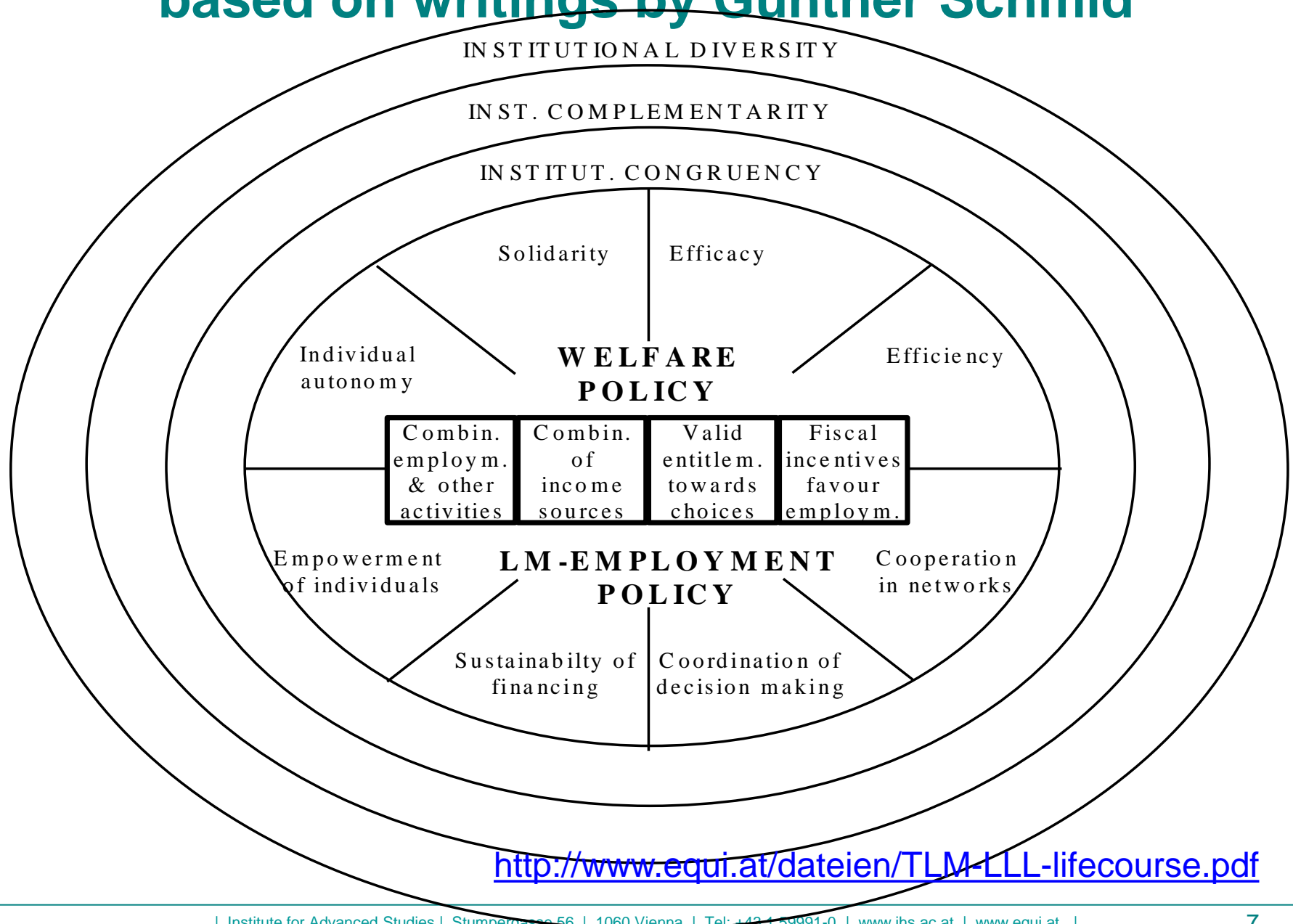
TLM, illustration of the basic framework, based on Ralf Rogowski 2008, p.11

- accepting transitions
- securing transitions

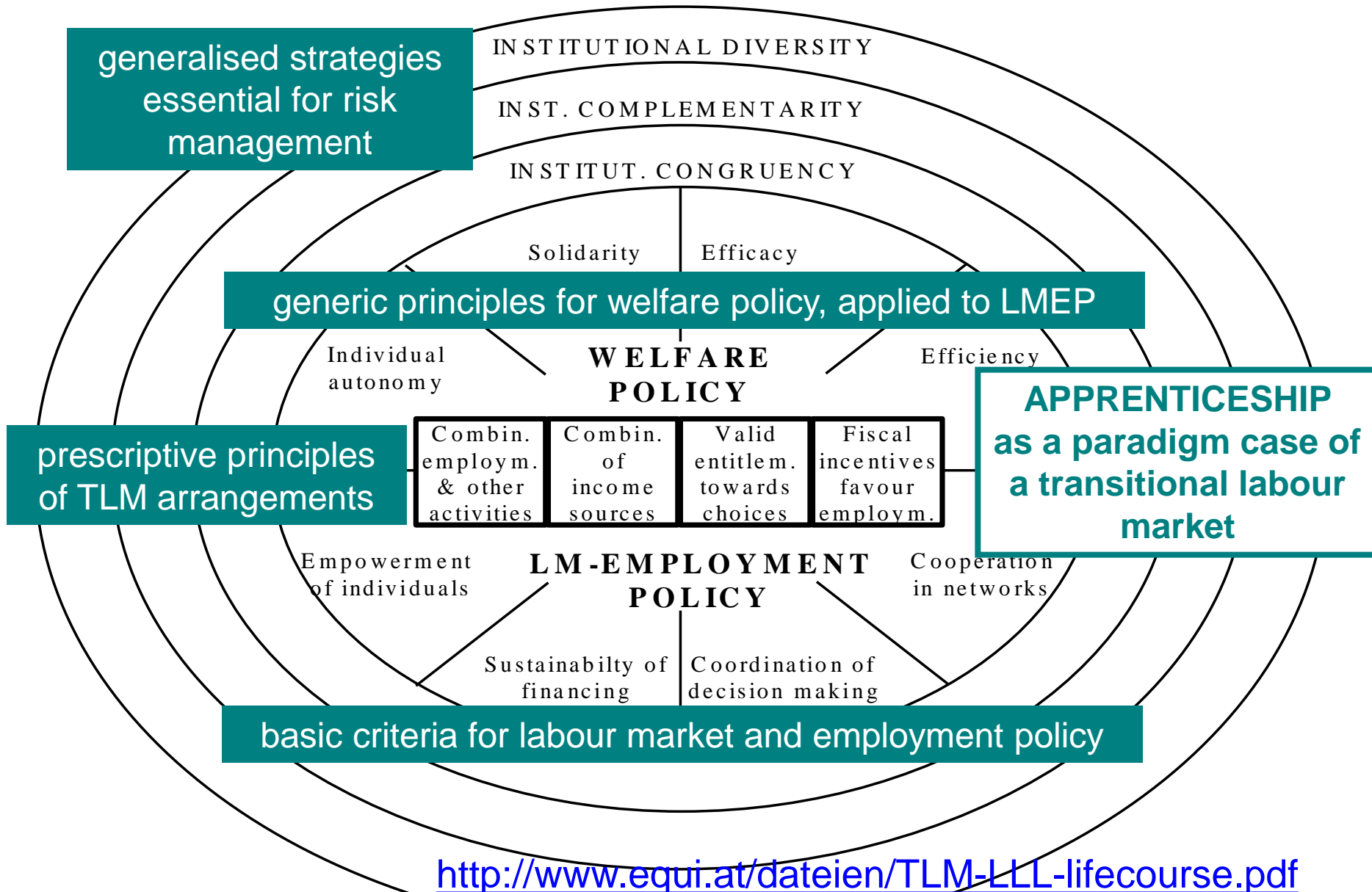


Source: Rogowski, Ralf, ed. (2008) The European Social Model and Transitional Labour Markets. Law and Policy. Surrey: Ashgate.

TLM, extended inclusive illustration based on writings by Günther Schmid



TLM, extended inclusive illustration



Understanding and embedding TLM by the THEMP project...

- ...very creative and inclusive theoretical approach...
- ...combining TLM with **capability** and extended **capital** approaches
- ...and considering the dimension of quality of work/life
- Consequences:
 - extending risk management by conversion of learning outcomes into forms of capital that can be used in employment and the labour market

Understanding the THEMP project, and points for discussion

Theory

very broad and inclusive understanding of the relationship between LLL (T/UULL) and employment and the LM

- TLM
- Capability
- Capital
- Employability and quality of life/work

Basic mechanism
conversion of learning
outcomes into capital

Priorities

Mid-life learners in university as tertiary environments

Focus on the relationship between T/LLL and employment and the LM (as mediators for quality of life)

Policy/Practice of T/UULL (inclusive checklist for structuring policy and practice at four dimensions)

LEARNERS

- LM-transitions
- capital
- access

STRUCTURES

- mission
- organisation/gov.
- management/tasks
- networking

TEACHING/ PROVISION

- certificates
- access
- RPL
- teachers
- ped.methods

RISK

- consultancy
- funding
- evaluation

Source: Materials from THEMP Project
<http://themp.eu/>

Some reflexions about basic issues of University Lifelong Learning

Some reflexions about basic issues of University Lifelong Learning

- How is university/H.E. considered in LLL in Austria? We see the separation
- some more specific points
 - status of TLLL within ET and LLL: aggravating the ‘Matthew Principle’?
 - differentiation of HE and labour market: conflicts between priorities in h.e.?
 - explorations of the ‘3rd mission’: basis for the social role of the university?
 - research results about an educational leave programme: ‘Matthew’ and weak economic outcomes – is employment and the labour market a good rationale for the support of adult education?

Policy experience in Austria about LLL and university

- Background: broad government LLL strategy, developed since 10-15 years, published 2011, partly implemented until now
 - Four ministries responsible (education, science, labour, economy)...
 - ...going through the ET-cycle from pre-primary to adult education...
 - ...10 'action lines', broken down by measures are key strategic elements...
preprimary, compulsory, 2nd chance, youth transition, new orientation and WLB, community education, work environment, adult training, retired people, NQF
 - ...basically cooperative bottom-up strategy (platform of players, task force from ministries, no money in advance)
 - ...focus on improvement/support for disadvantaged groups/positions
- University/H.E. LLL only marginally included in original structure; because of one responsible actor, proposals/measures being developed:
 - development/extension/creation of regular study programmes for employed people
exist formally in polytechnics; informally majority of university students are working
 - open access possible but not taken, development of recognition under way
 - autonomous universities are developing institutional LLL-strategies (3rd mission)

Comment on the project from the point of view of Austrian policy experience

- Some Action lines related to T/ULLL, but university not considered:
 - 2nd chance x
 - New orientation > taken up in limited way
 - Working environment x
 - Older people x
- Overall policy under **big resource constraints** (mainly PES invests considerably) > focus on the more severely disadvantaged...
 - Youth transitions, training guarantee, permeability for apprentices
 - People without or with low qualifications (literacy, vocational qualifications)
 - Immigrants, recognition, language
- ...upward mobility from mid-level positions mainly not sponsored and/or need substantial private contributions
 - ‚Maturity examination‘ for university H.E. access
 - ‚Professional‘ programmes, kinds of non academic professional grades
mostly very expensive, ‚positional goods‘ for status competition

Source: http://www.bmwf.gv.at/fileadmin/user_upload/aussendung/Strategie_zum_lebensbegleitenden_Lernen_in_OEsterreich.pdf
(in German)

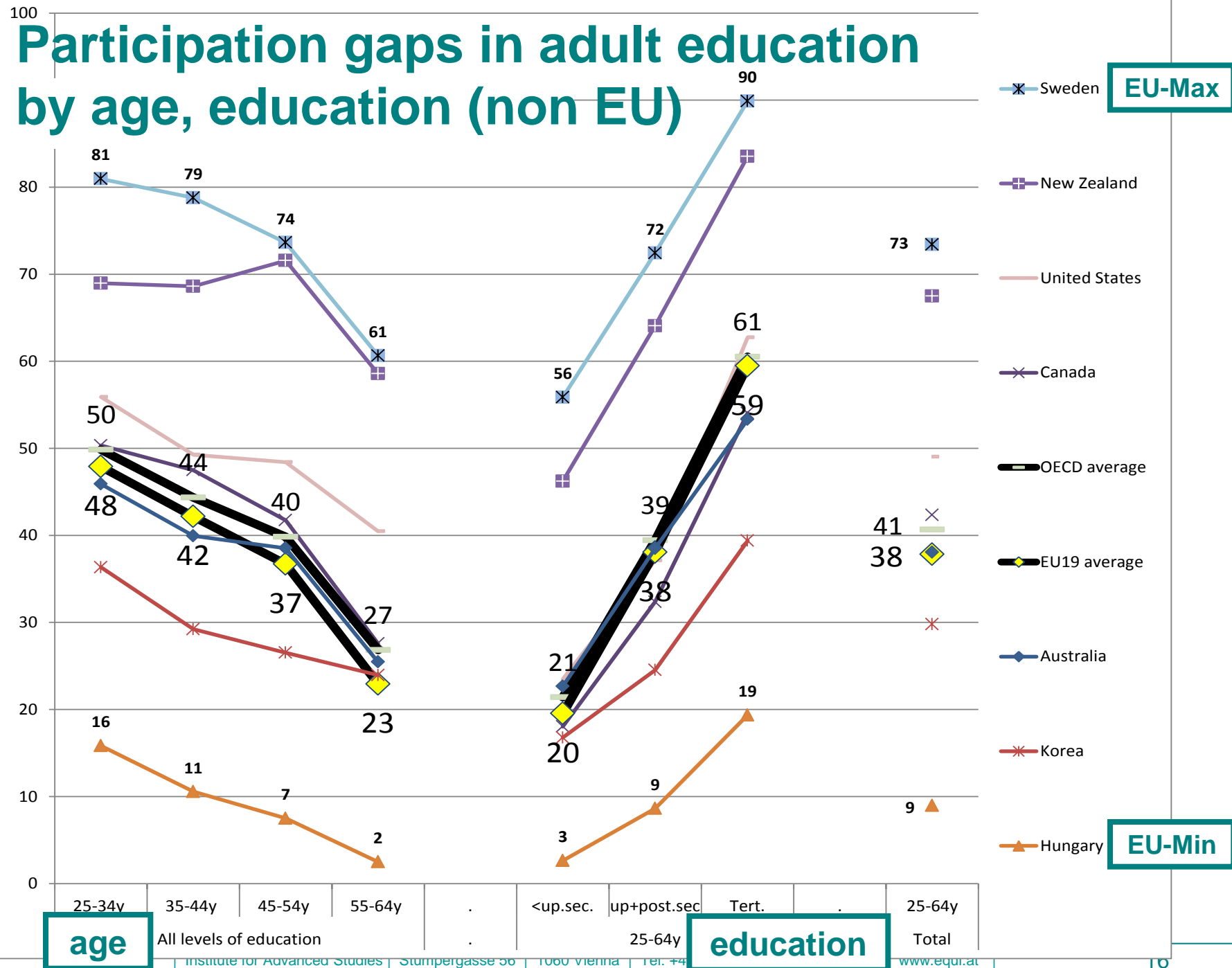
Reflexions on TLLL 1:

status of TLLL within ET and LLL

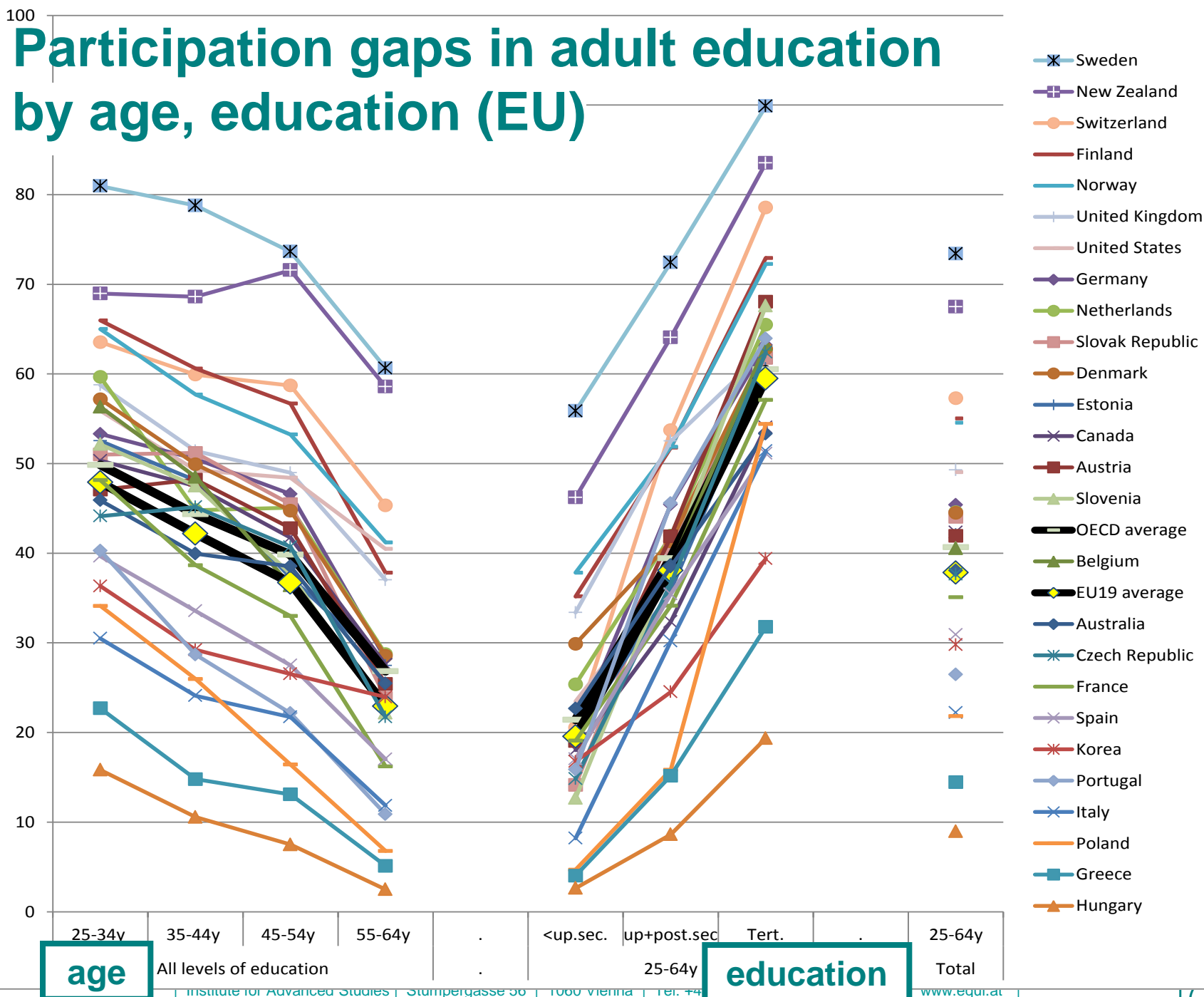
- basic propositions of TLLL
 - ageing populations, demand for lifelong learning, and tensions in employment and labour market for older people (45+, and preparation 40+)
 - support of employability and quality of work/life for mid-aged groups
 - social functions of universities
- essential points of the approach
 - going beyond a simplistic economic rationale in devising policies
 - developing measures for success
 - developing organisational/institutional models
- Questions concerning the status of TLL within overall education and training and lifelong learning
 - participation gaps in employment and et for older and lower educated people
„Matthew Principle“, aggravated by support of TLLL?
 - big neglected issue: demand for career changes and/or new orientations in mid-life

Data-Source: own calculations from OECD Education at a Glance

Participation gaps in adult education by age, education (non EU)



Participation gaps in adult education by age, education (EU)



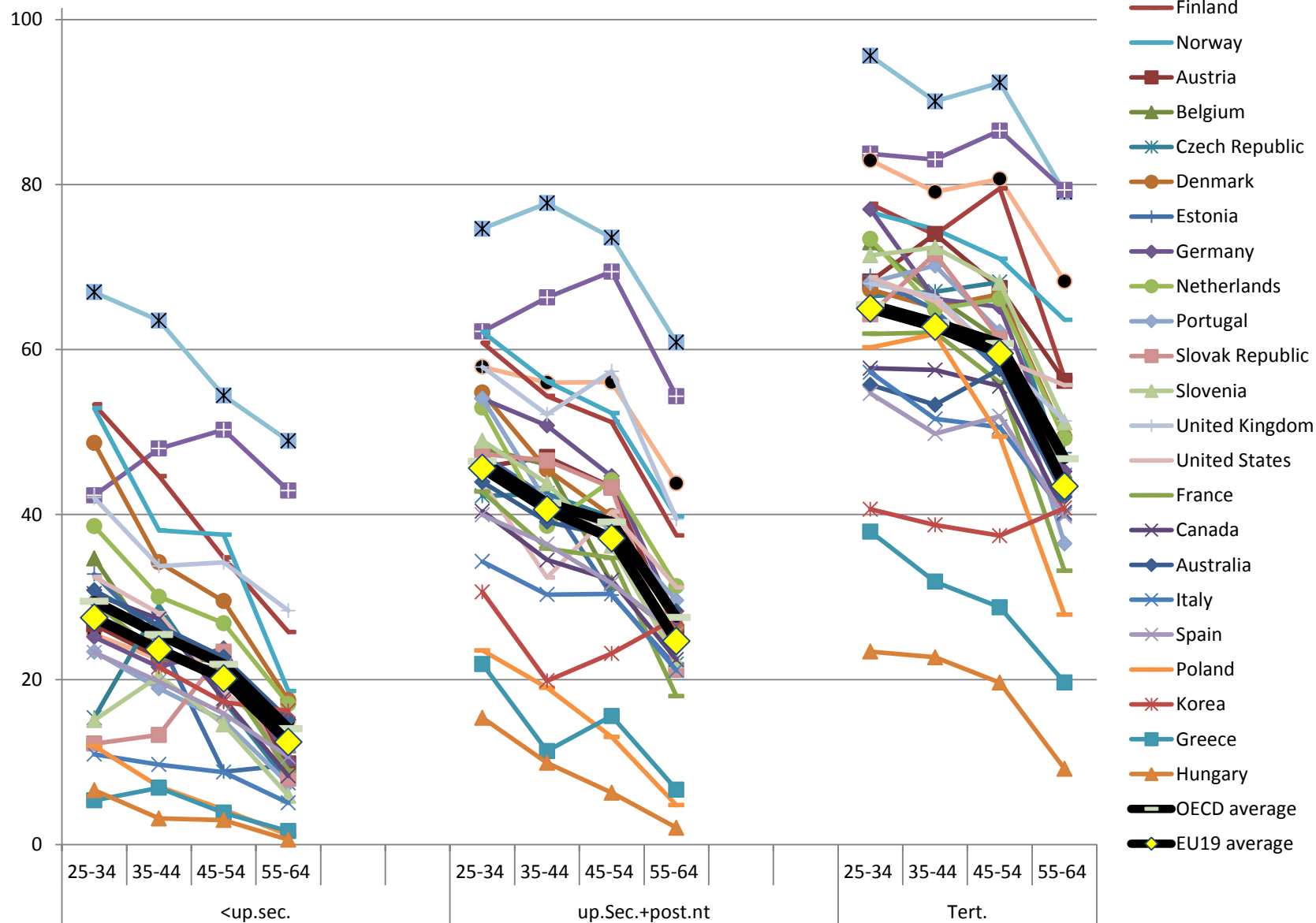
age

All levels of education

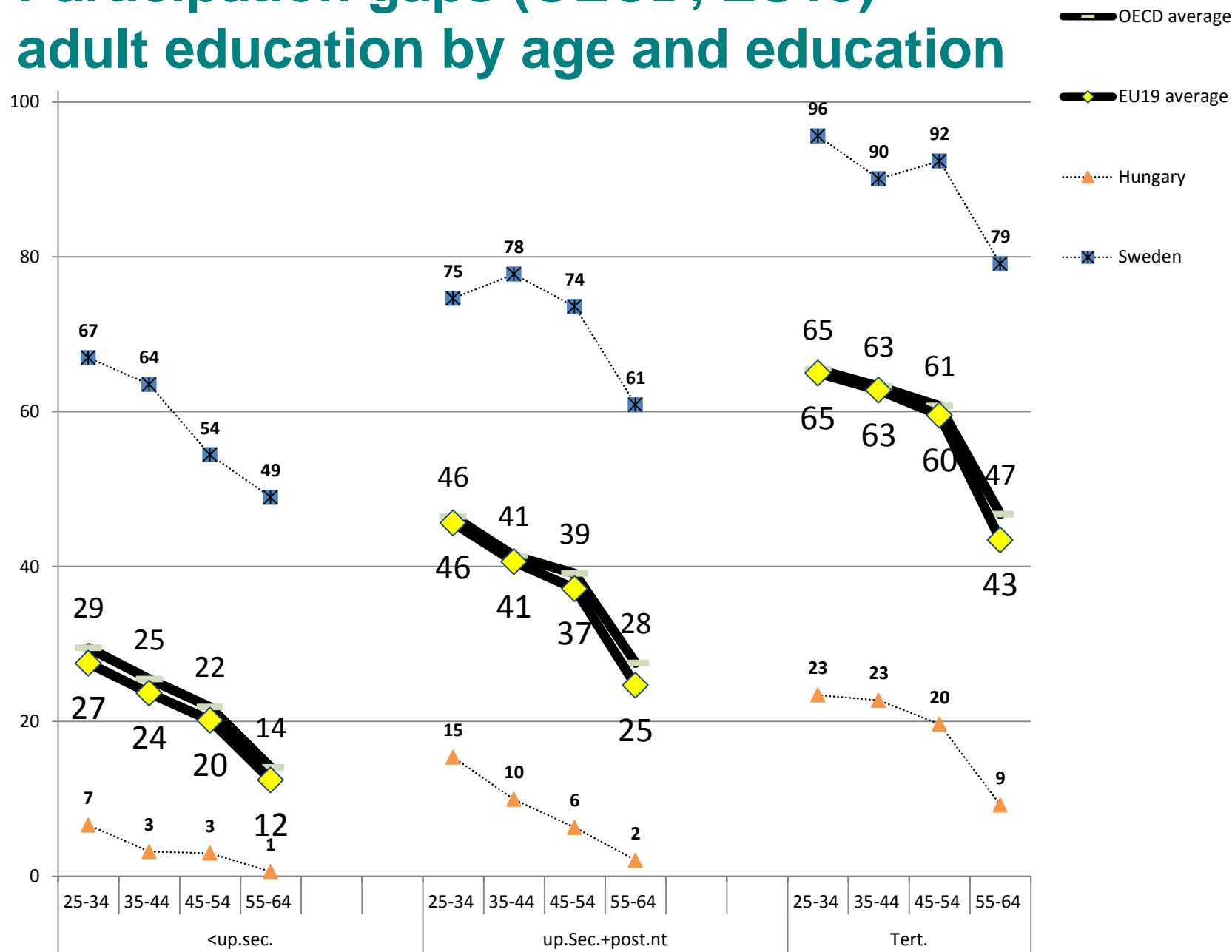
25-64y

education

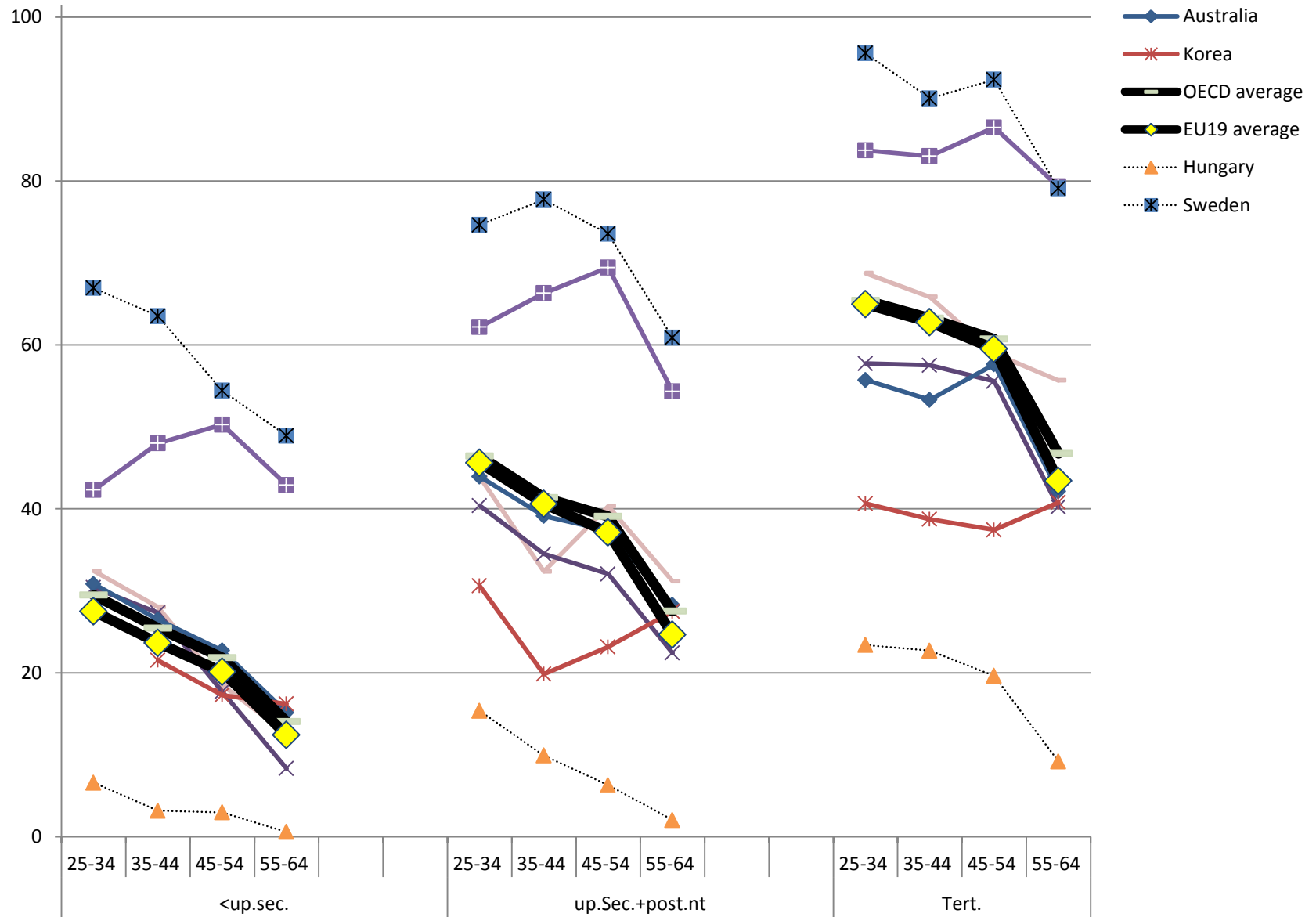
Participation gaps (EAG 2012) adult education by age and education



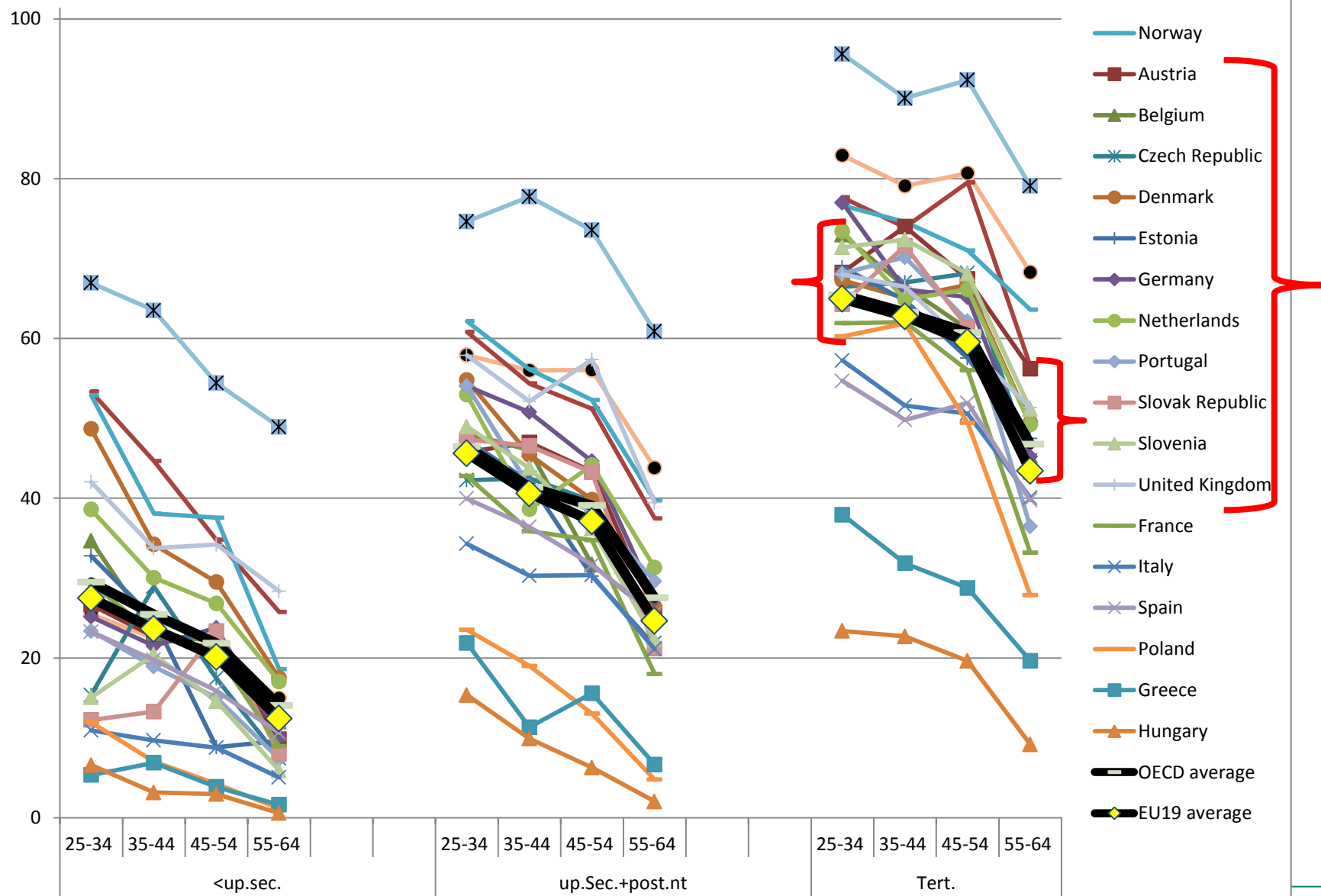
Participation gaps (OECD, EU19) adult education by age and education



Participation gaps (non EU) adult education by age and education



Participation gaps (EU19) adult education by age and education



Reflexions on TLLL 2:

Differentiation of HE and labour market

- ‚Theorem‘ of Elite>mass>universal higher education: organisational change vs. differentiation
 - [Europe] change of established institutions: ‚elite university‘ > ‚mass university‘
 - [US] different kinds of institutions evolving, change of system, elite+mass+universal h.e.institutions
research university, (4y) state university, (2y) community colleges
- Question: what does this theorem mean for TLLL?
 - is differentiation of h.e. towards different types of institutions necessary?
Rankings and ‚global research universities‘ and innovation in the the ‚knowledge economy‘
How does Bologna relate to this theorem? (1st-2nd-3rd cycle)
 - what does it mean for different functions of the h.e.system?
differentiation of research and teaching?
different forms of teaching? graduate programmes; further education programmes
 - What does this mean for the social dimension of h.e.?
different degrees of selectivity in different kinds of institutions?

Source: <http://www.equi.at/dateien/3FFF-Endb.pdf> (in German)

US Higher education, stylized view

- is this paradigmatic in the long run?
- what does it mean for TLLL?
 - counter-movement?
 - too weak?

Mass

**Uni-
versal**

Elite



Reflexions on TLLL 3:

Results about the ‚third mission‘ of university

- Two understandings of differentiation: institutions change (Europe) or differentiate (US)
- Globalisation of science and research: global research university, what are the consequences?

contribution to the global research enterprise?

- What does the 3rd Mission mean? Where is it situated?

Mode 2 of knowledge production, transdisciplinarity

DIFFERENTIATION	<i>Functional</i>	Research	Teaching	3 rd Mission
<i>Institutional</i>				
Research university, graduate school	Elite	main	main	
State university 4 yr.univ	Mass	some	main	
Community college 2 yr univ	Universal		only	

„global research universities“ beyond national scale?

- „[...] **the great research universities**. These are genuinely international institutions, educating students from around the world, contributing to the international research literature, interacting with firms and governments from many countries, and employing on their faculties internationally recognized intellectual leaders from around the world.” (Lester 2007, S. 20)
- „**5* (five star) Quality** that equates to attainable levels of international excellence in more than half of the research activity submitted and attainable levels of national excellence in the remainder.” (Day 2004, S. 7)
- „**Cambridge** has the highest proportion of outstanding research in the UK. The university submitted 2,040 staff, 71% of whose work was deemed to be world-leading or internationally excellent, compared with 70% of 2,246 **Oxford** staff's research. Both universities submitted work in 48 disciplines.“

Reflexions on TLLL 4:

Results from an educational leave evaluation

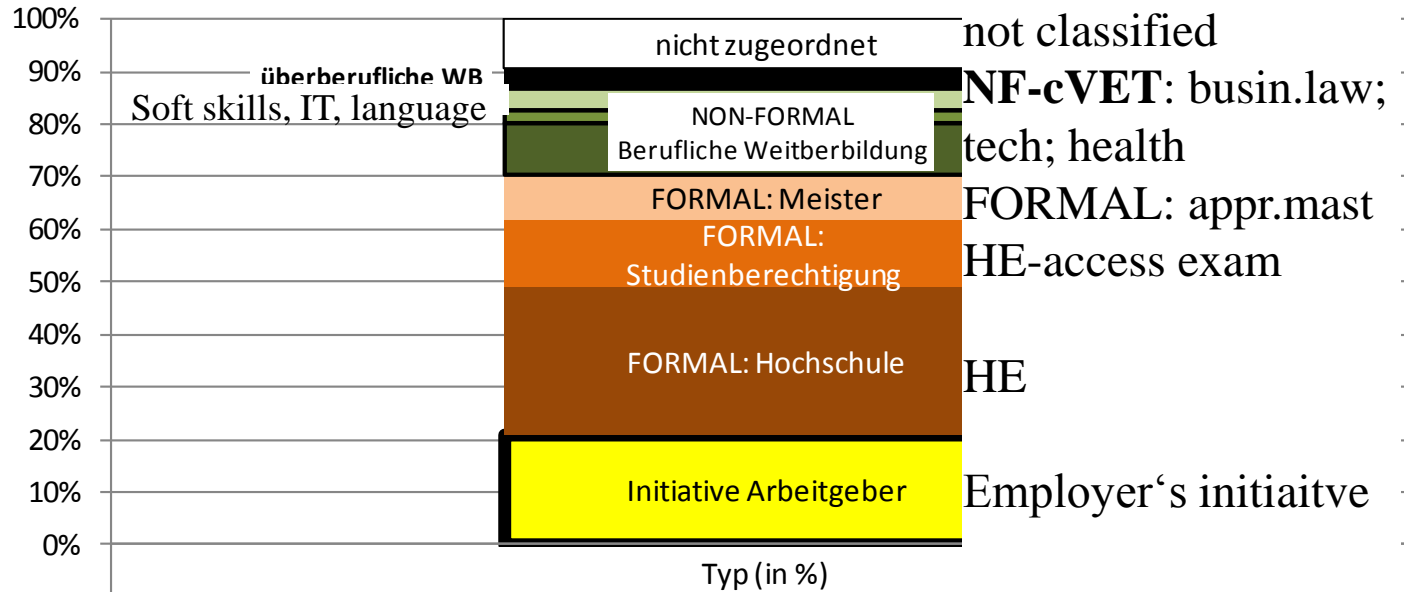
- In Austria a educational leave programme (‘Bildungskarenz’) has been created and evaluated that is quite instructive for TLLL
- For employed people, up to one year, subsidy for living expenses, training mandatory
- Originally developed for older people, and main purpose was to support low qualified employees...
- ...turned out as an important support for TLLL...
- ...however, ‘objective’ economic results disappointing, but subjective assessment very positive...
- ..conclusion: LMP-measure used as a kind of ‘study grant’

Source: presentation Engl. <http://www.equi.at/dateien/ecer-cadiz12.pdf>; report in German: http://www.equi.at/dateien/evaluierung_der_bildungskare.pdf

Heterogeneity: Typology of participation

90% classified

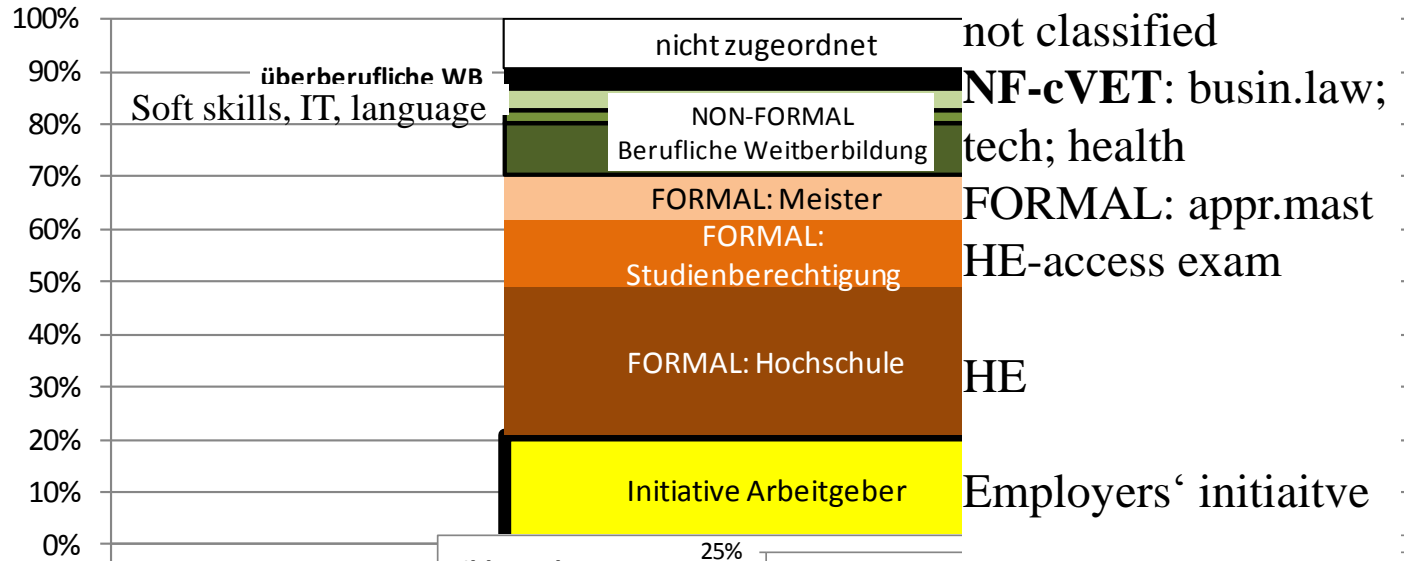
Bildungskarenz - Typologie



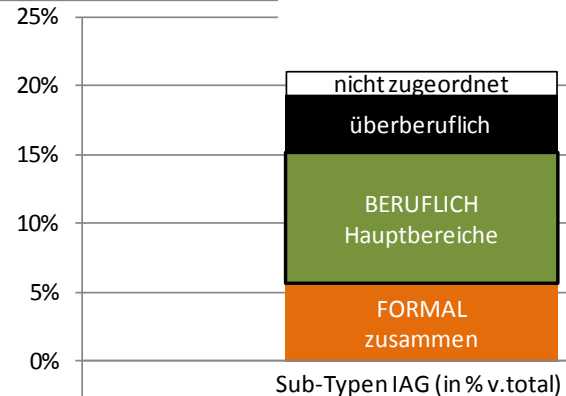
<input type="checkbox"/> nicht zugeordnet	9
<input checked="" type="checkbox"/> Überberuflich	4
<input checked="" type="checkbox"/> Beruf Wirtschaft, Recht	4
<input checked="" type="checkbox"/> Beruf: Ingenieur, Herstellung, Bau	2
<input checked="" type="checkbox"/> Beruf: Gesundheit, soziale Dienste	10
<input checked="" type="checkbox"/> Formal: Meisterprüfung	9
<input checked="" type="checkbox"/> Formal: Studienberechtigung	13
<input checked="" type="checkbox"/> Formal: Hochschulstudium	28
<input checked="" type="checkbox"/> Initiative vom AG	21

Employers' initiative

Bildungskarenz - Typologie



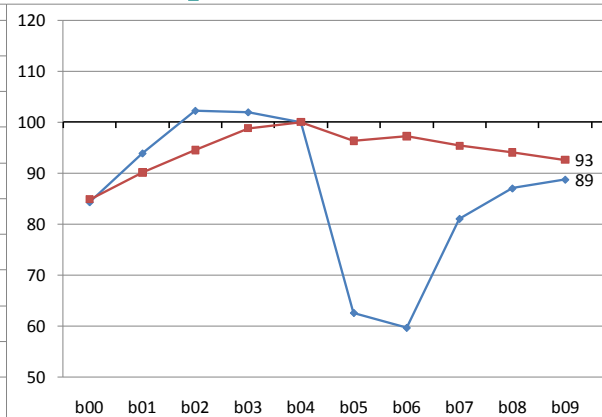
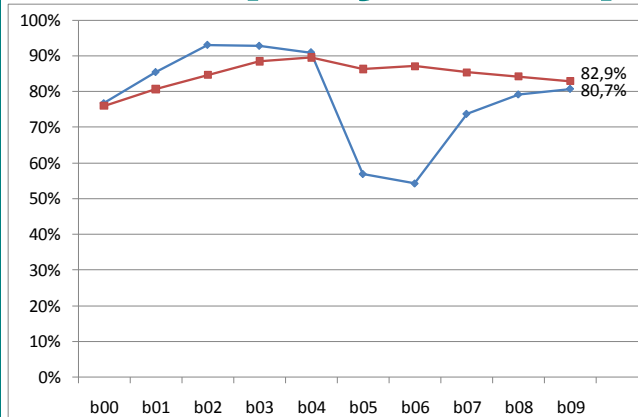
Bildungskarenz - Sub-Typologie bei Initiative der Arbeitgeber



- ☐ nicht zugeordnet
- ☒ Überberuflich
- ☒ Beruf Wirtschaft, Recht
- ☒ Beruf: Ingenieur, Herstellung, Bau
- ☒ Beruf: Gesundheit, soziale Dienste
- ☒ Formal: Meisterprüfung
- ☒ Formal: Studienberechtigung
- ☒ Formal: Hochschulstudium
- ☒ Initiative vom AG

<input type="checkbox"/> nicht zugeordnet	2%
<input checked="" type="checkbox"/> Überberuflich	4%
<input checked="" type="checkbox"/> BERUFLICH Hauptbereiche	10%
<input checked="" type="checkbox"/> FORMAL	6%

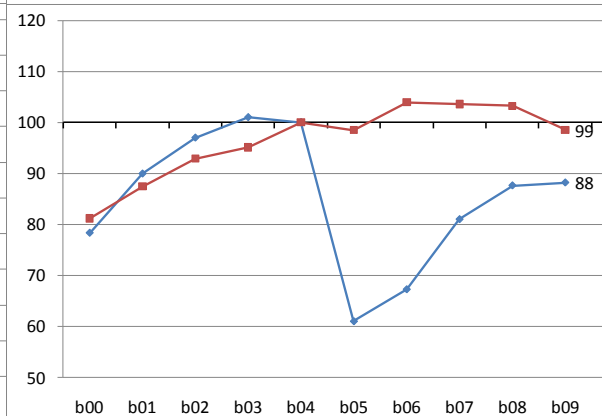
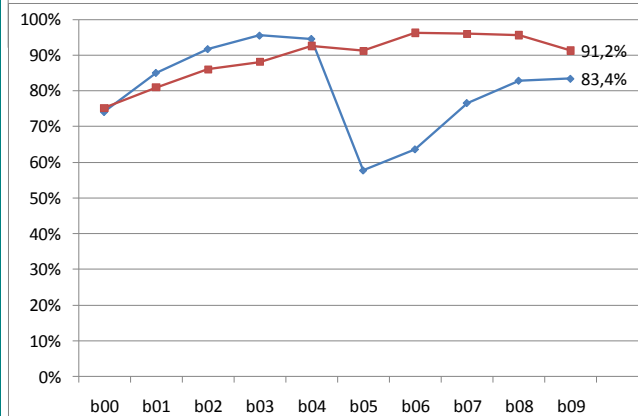
Employment participants & comparisons 00-09



2009/04
2004=100

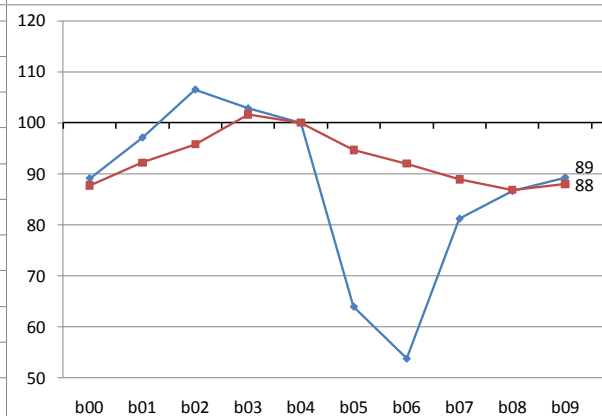
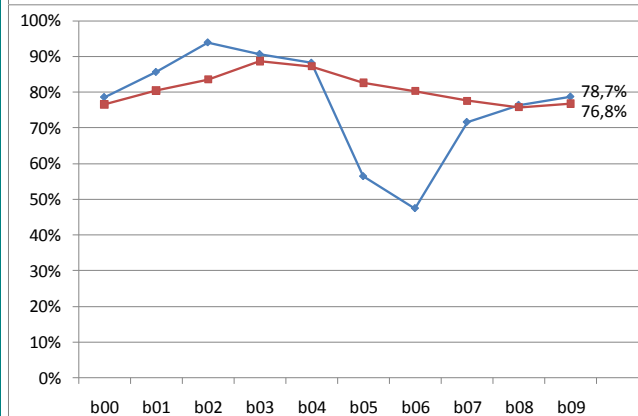
93
89

total



99
88

men



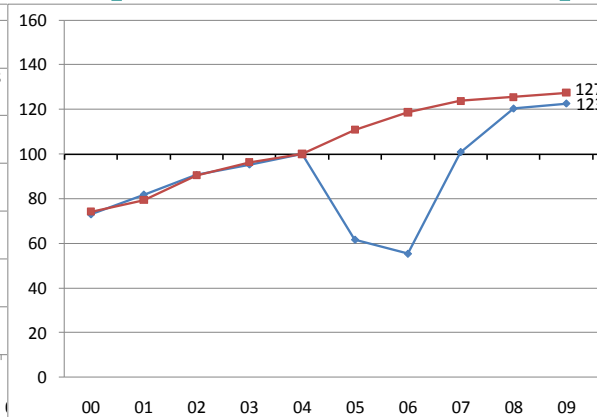
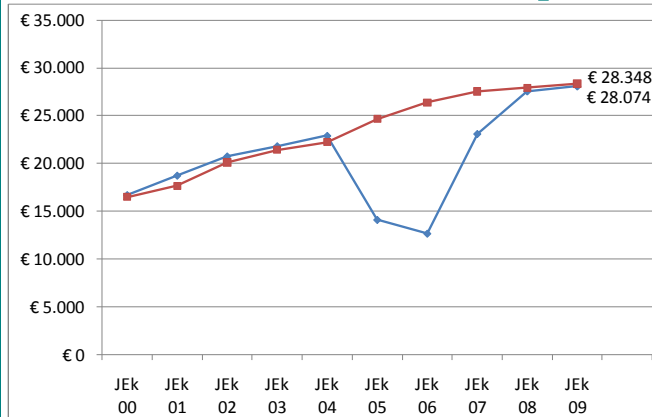
89
88

women

INDEX

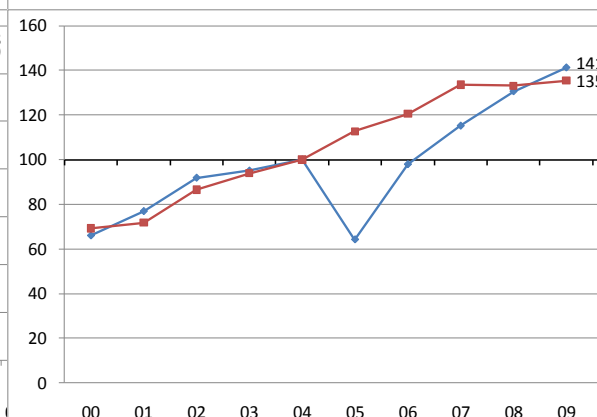
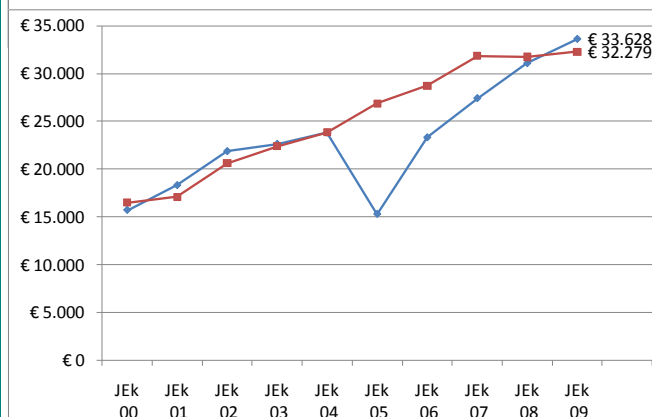
INDICATOR:
share of days in
employment p.yr.

Y.income participants & comparisons 00-09



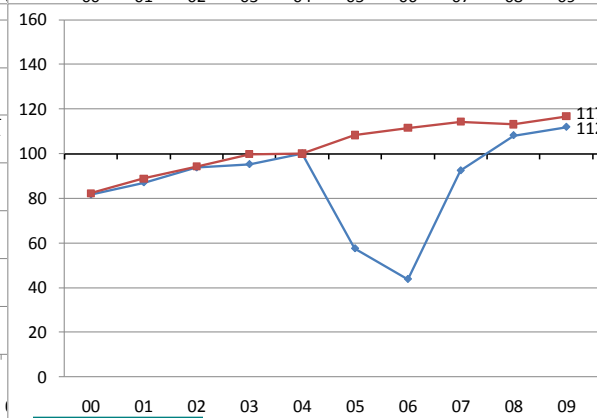
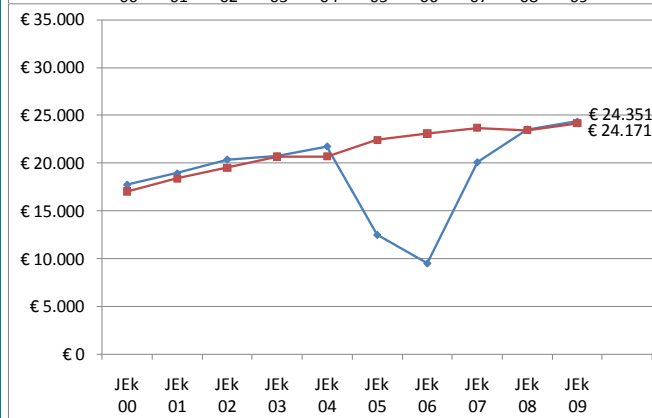
2009/04
2004=100
127
123

total



141
135

men



117
112

women

INDICATOR:
yearly income (€)

INDEX

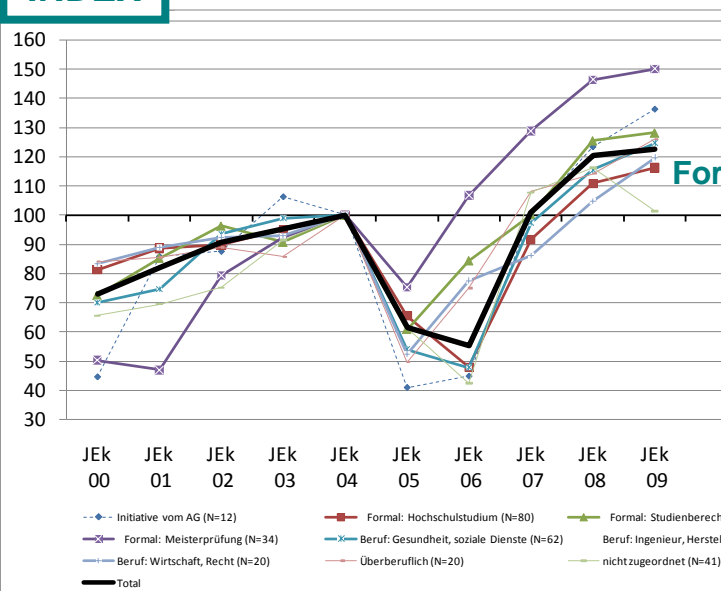
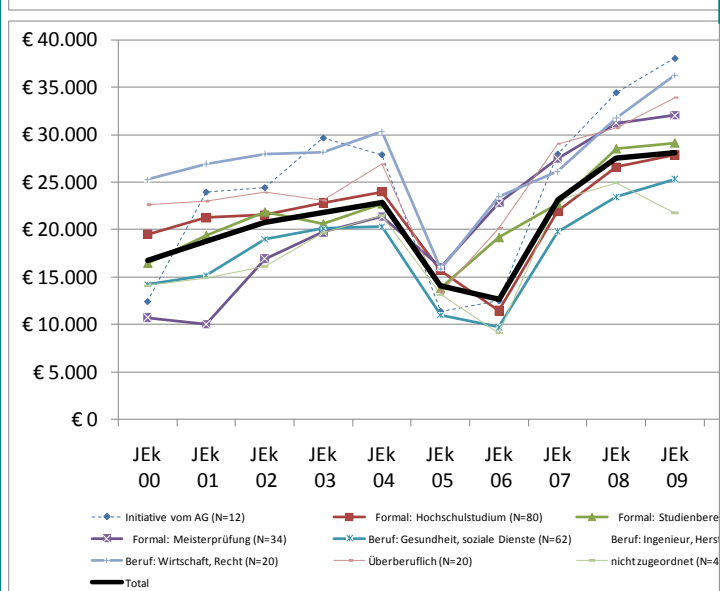
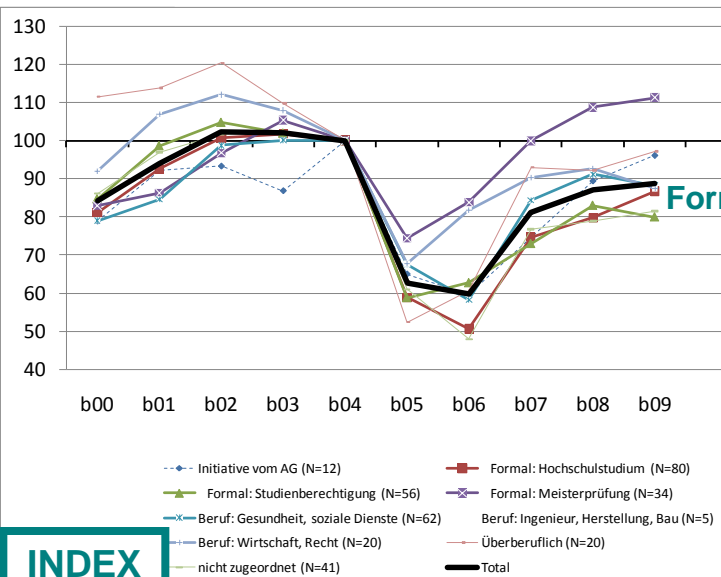
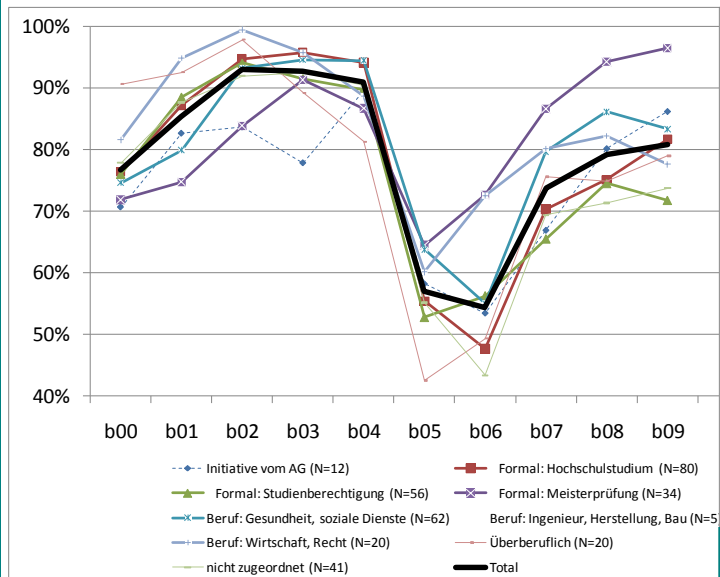
Typology: employment and income

2009/04
2004=100

Employment
Formal tert.ed.

INDEX

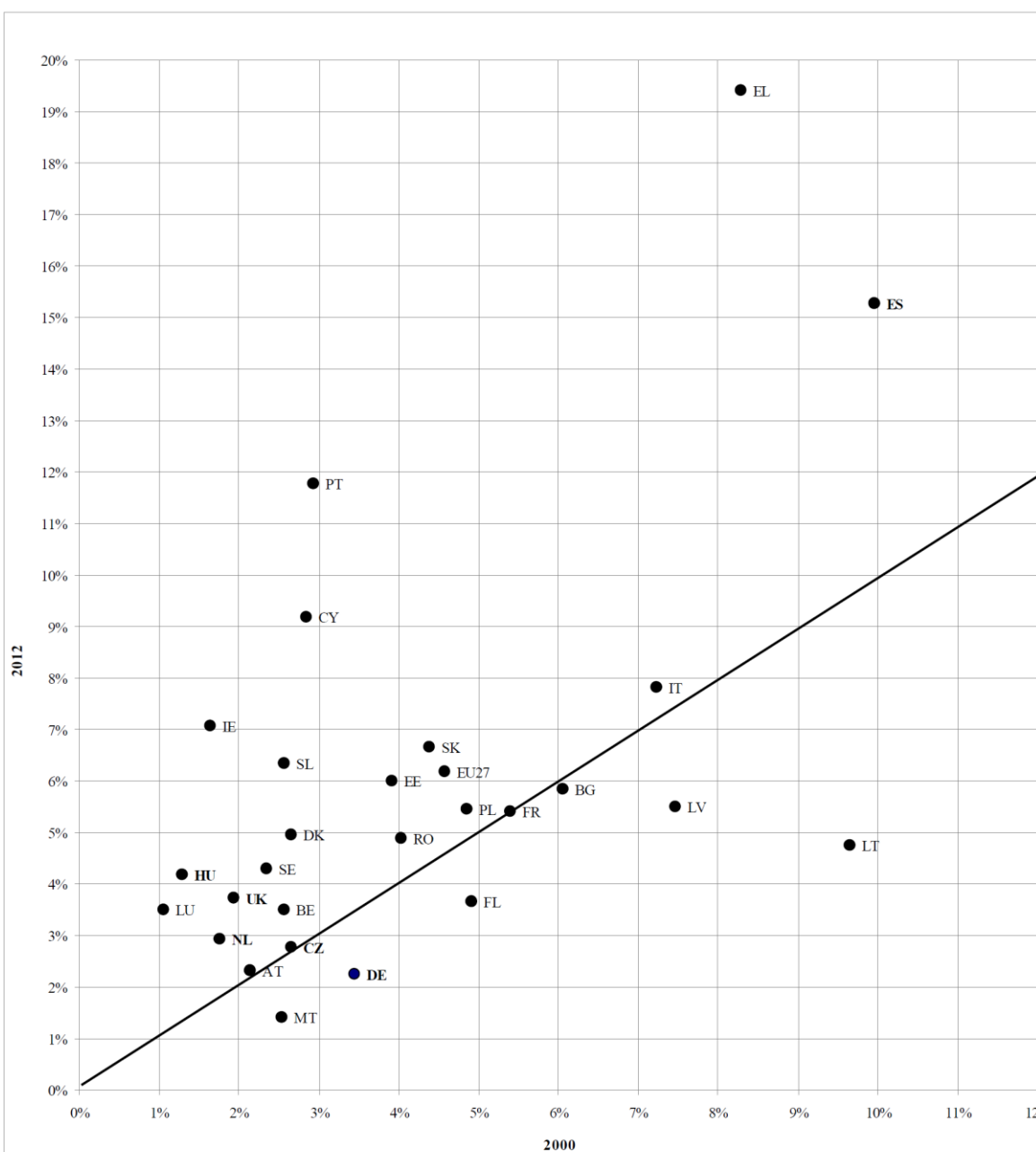
Formal tert.ed.
Income



Tentative conclusions

- Within LLL demand for tertiary learning will probably increase...
- ...however, not clear, how urgently this demand should be supported by public means
 - equity issues
 - how related to support of low educated people?
- Some rather dampening arguments:
 - Priorities high vs. low qualified: aggravation of ‚Matthew‘
 - Priorities for development of h.e. towards research quality
 - global scale might push labour market beyond the national scale*
 - Social aspect of 3rd mission might concern rather the academic core than LLL
 - role of ‚mode2‘ of knowledge production*
 - Narrow economic rationale of LLL questionable

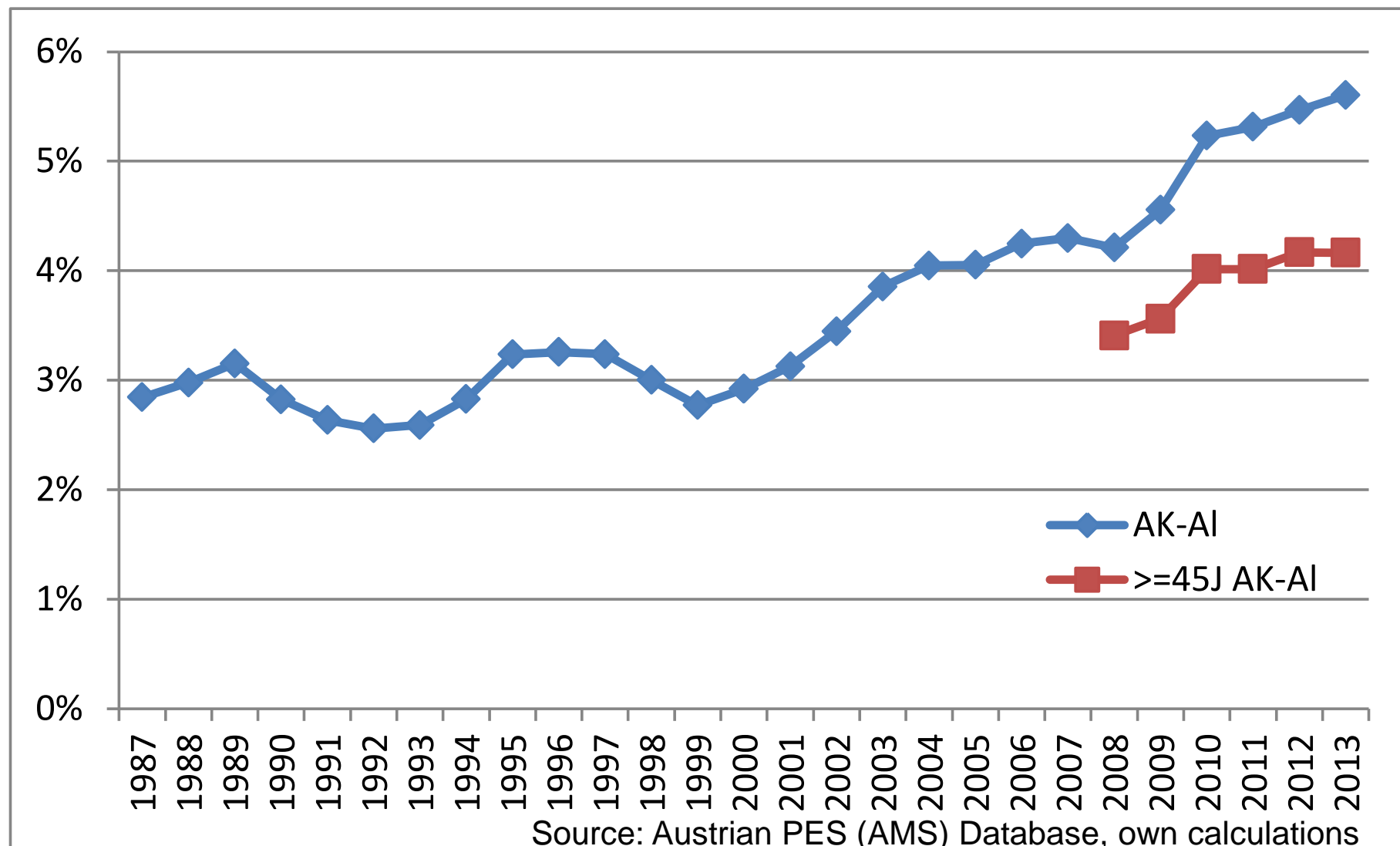
Figure 2
Unemployment rate of high educated people (2000-2012)



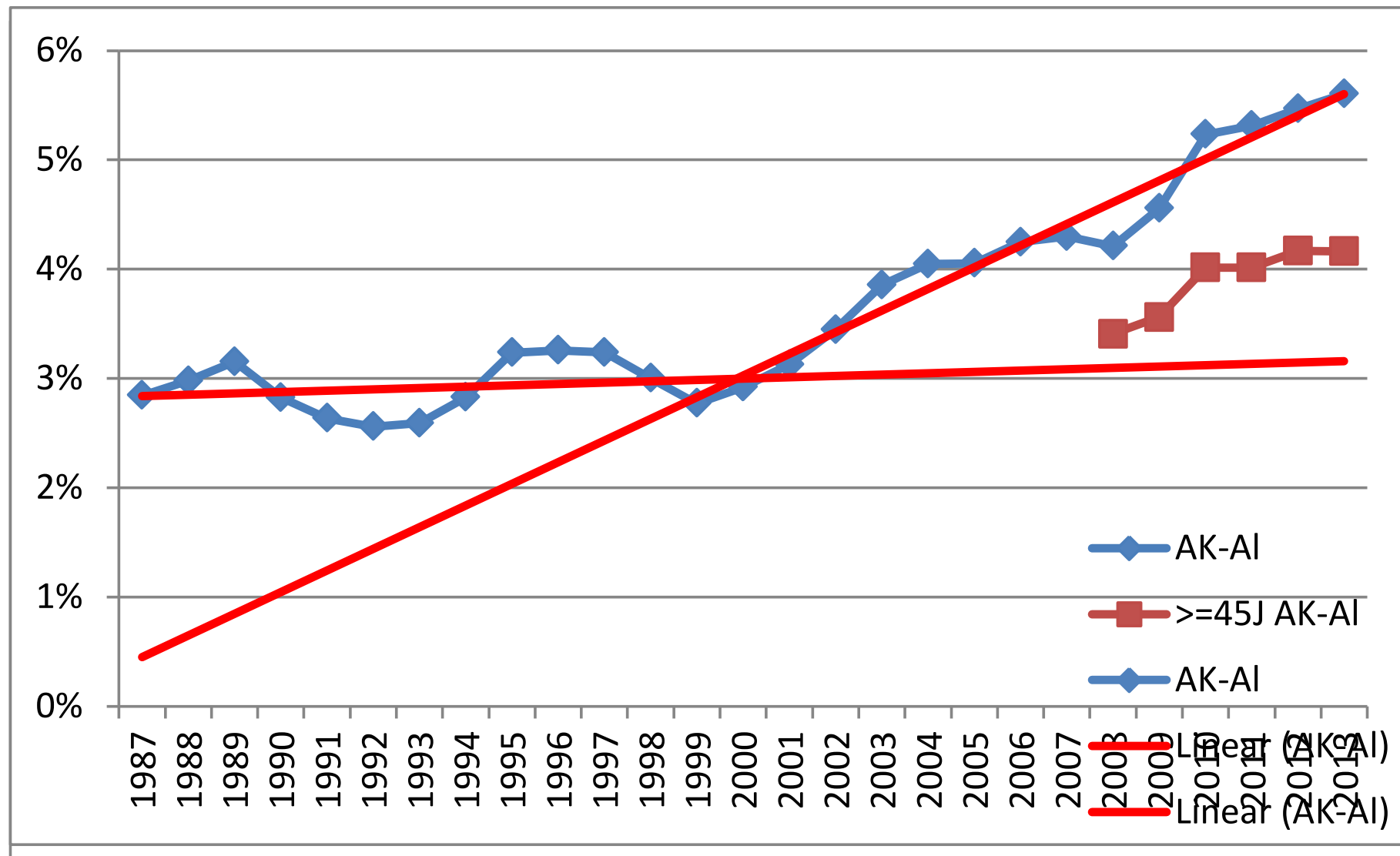
Unemployment higher education

Source: THEMP 2nd draft
 Core dimensions

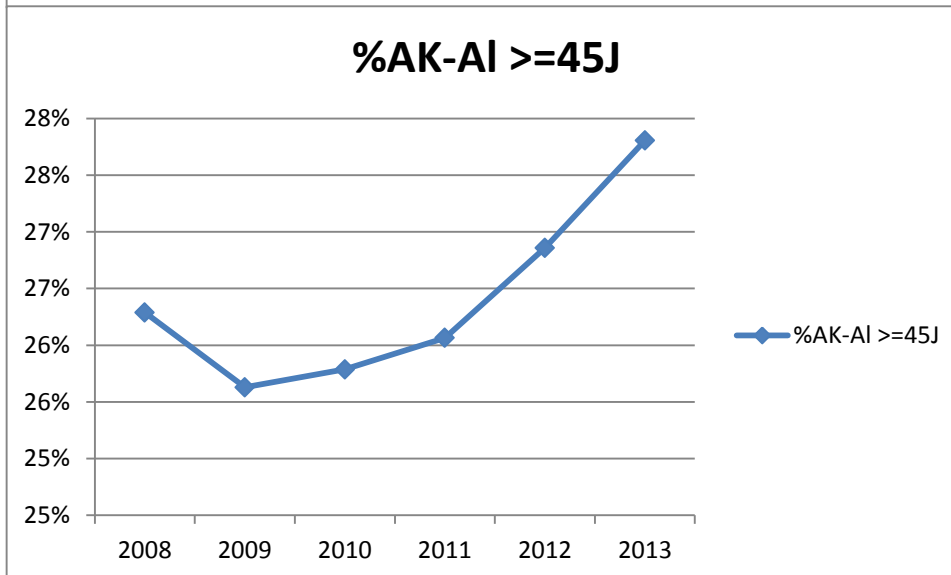
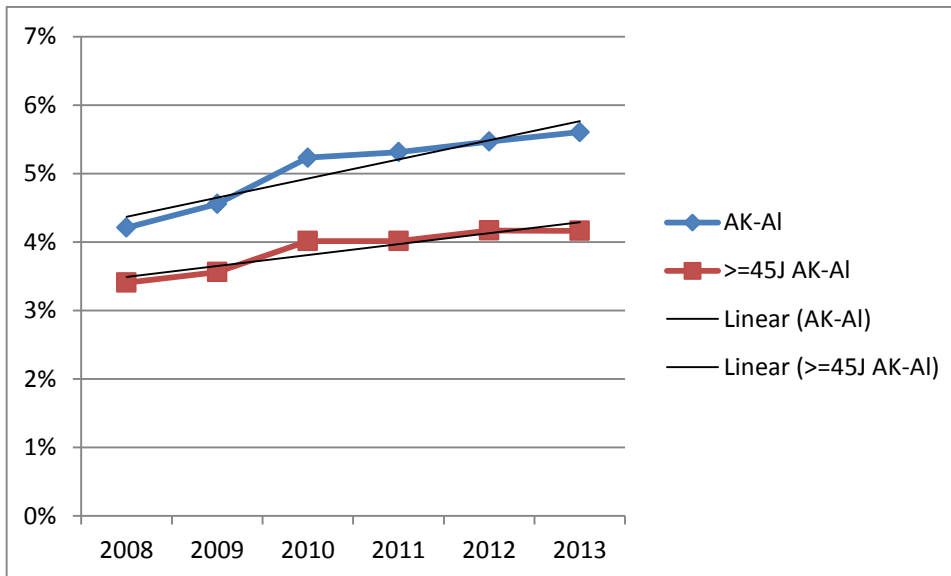
Share of H.E. graduates among unemployed in Austria 1987-2013 (Oct.)



Share of H.E. graduates among unemployed in Austria 1987-2013 (Oct.)



Proportion of older (45+) unemployed among unemployed h.e. graduates in Austria



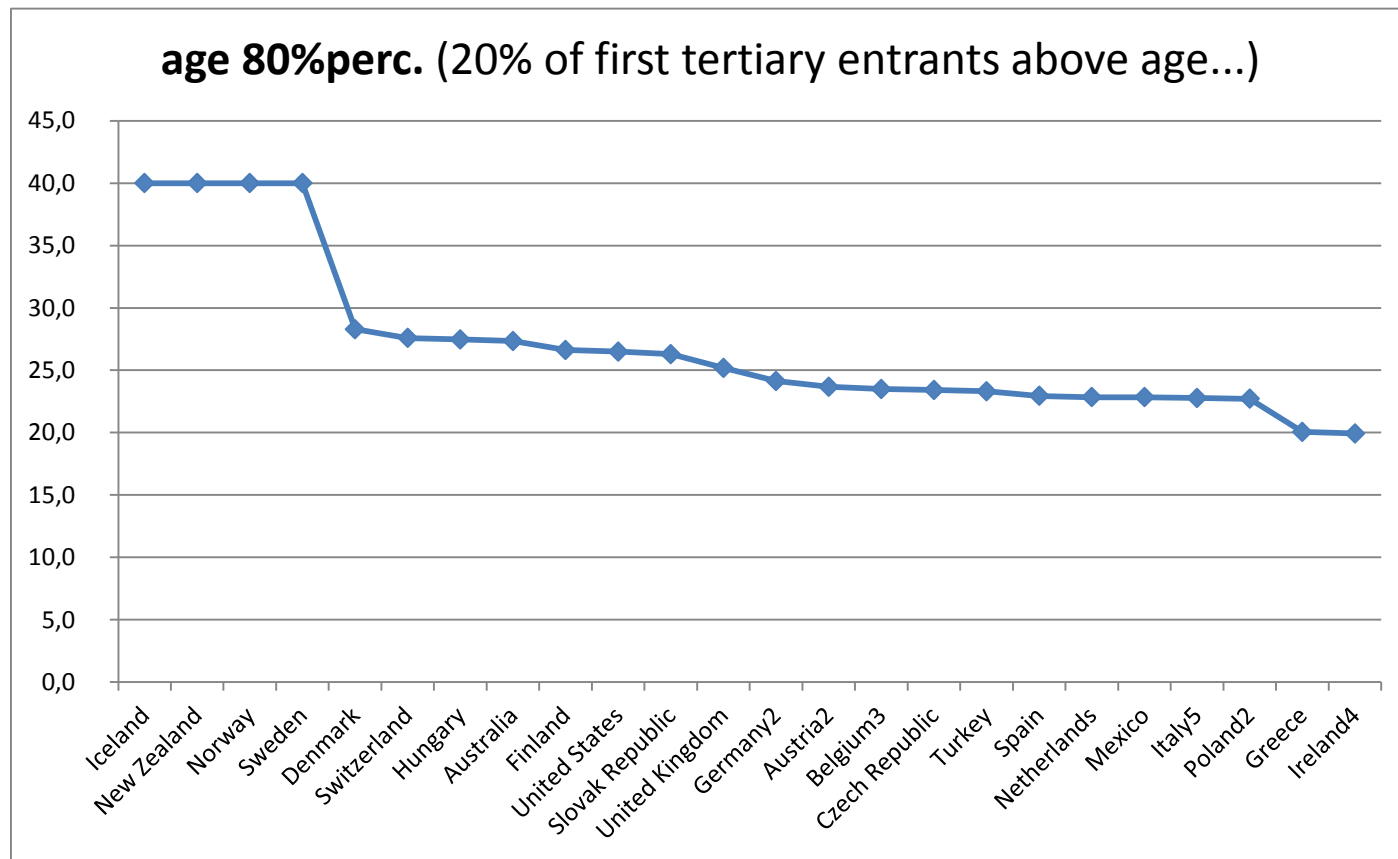
Unemployed tertiary graduates
>=45 years / all unemployed
tertiary graduates

Source: Austrian PES (AMS)
Database, own calculations

Material



ANNEX: Age first tertiary entrants



- OECD: 27,0
- EU19: 25,0

Source: OECD, Education at a Glance