

Lifelong learning, labour market policy, and “transitional labour markets”

Lorenz Lassnigg (lassnigg@ihs.ac.at; www.equi.at)



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A European Challenge“, 25 - 26 November 2004, Amsterdam

Agenda

- **Lifelong learning policy:** What does it mean in the various policy documents? What evidence do we have from different angles?
 - Are the „**transitional labour markets**“ an alternative, or a complement? What difference does this concept make for lifelong learning?
 - Some conclusions and **open questions**



Lifelong learning policy

LLL a new paradigm in ET policy, however:
gap between **rhetoric and practice**

Very little comparative knowledge about
functioning of LLL systems

- some (questionable) indicators about participation
 - lack of understanding of institutional frameworks
- some ideas about implementation and effects of policy elements

Policy recommendations very ambitious
system view, policy coordinaton, management by objectives
big question: how to implement?

Political conflicts

interests of players, **resource** constraints, questions of **governance**

lassnigg@ihs.ac.at



LLL-strategy: “the common core”

GOALS AND OBJECTIVES

Multiplicity (social, cultural, economic, individual)
Access, right, equitable
Demand orientation, diversity
Foundation function of school,
Linkages in the **learning chain**
Motivation to learn

MODES OF PROVISION

Partnership, dialogue, democracy
Policy coordination
Centrality of the **learner**
Early interventions

INPUT

Investment, resource allocation
Full cycle secondary education
Emphasis on **teachers/trainers**
International cooperation

INPUT- PROCESS

Information-guidance-couns.
Innovative **pedagogy**
ICT, distance learning

PROCESS-OUTPUT

Basic skills, language, entrepr.
Testing, excellence, **standards**

OUTCOME

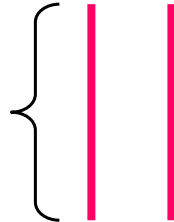
Recognition of qualifications

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LLL-strategy : “the common core”

GOALS AND OBJECTIVES



MODES OF PROVISION



INPUT



INPUT- PROCESS

PROCESS-OUTPUT



OUTCOME

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“Transitional labour markets”

Basic assumptions

- **Changes of the „standard employment relation“**, increasing number of transitions, **focus on flows**, increasing risks, new risks
- **New definition of „full employment“**: different activities, different kinds of employment, new distribution over life course
- **Social risks & risk management**: New arrangements to a **just and equitable distribution of risks and responsibilities**, application of risk management to the labour market

Core concepts

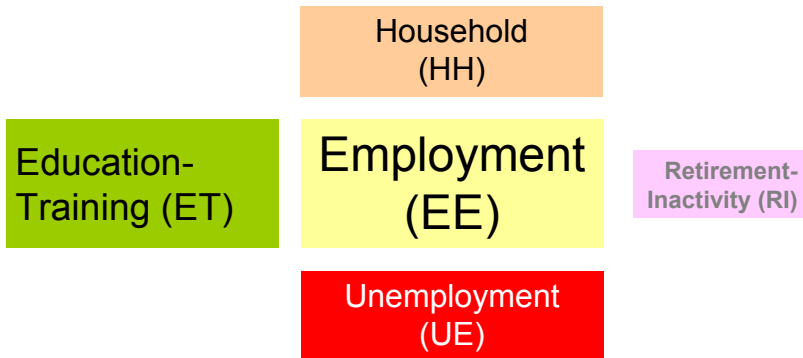
Transitions: individual movements between basic positions
TLMs: bridging institutions between those transitions

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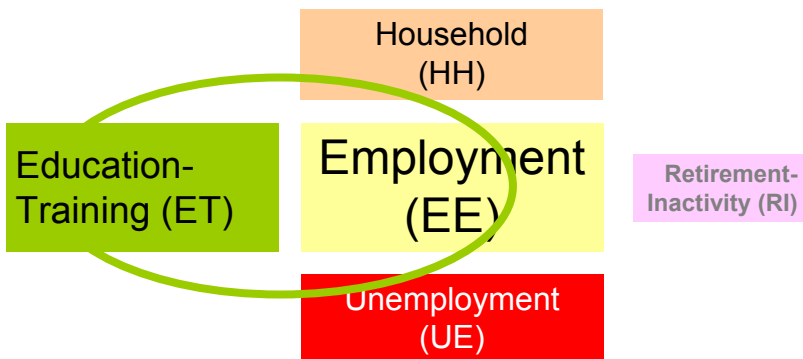
Transitions

Movements between four positions and employment



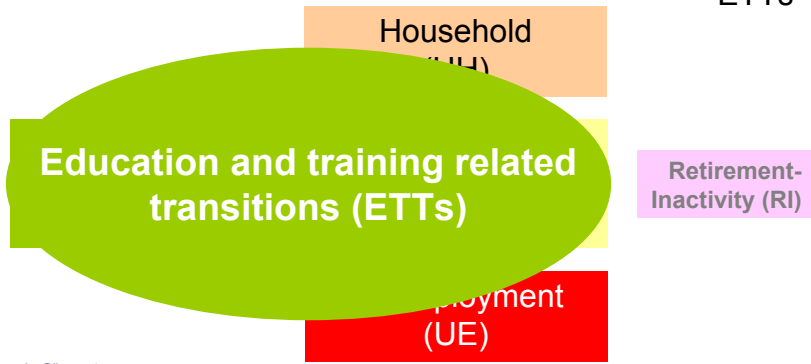
Transitions: ETTs

Movements between four positions and employment

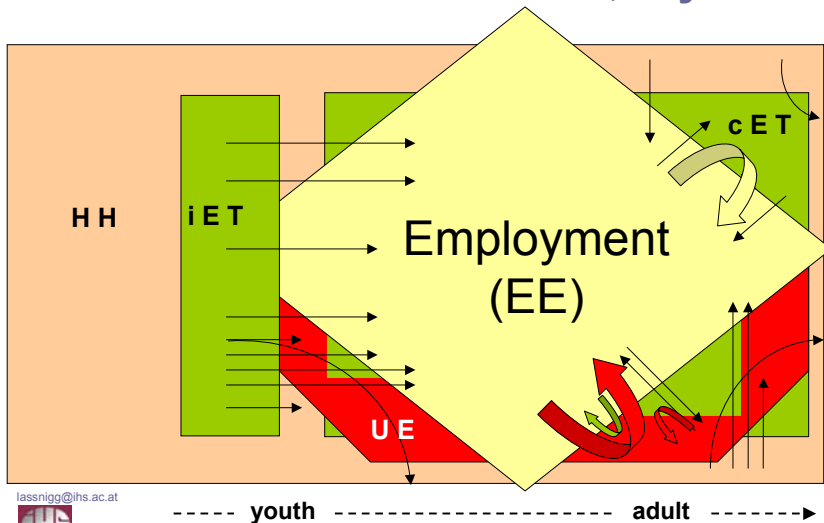


Transitions: ETTs

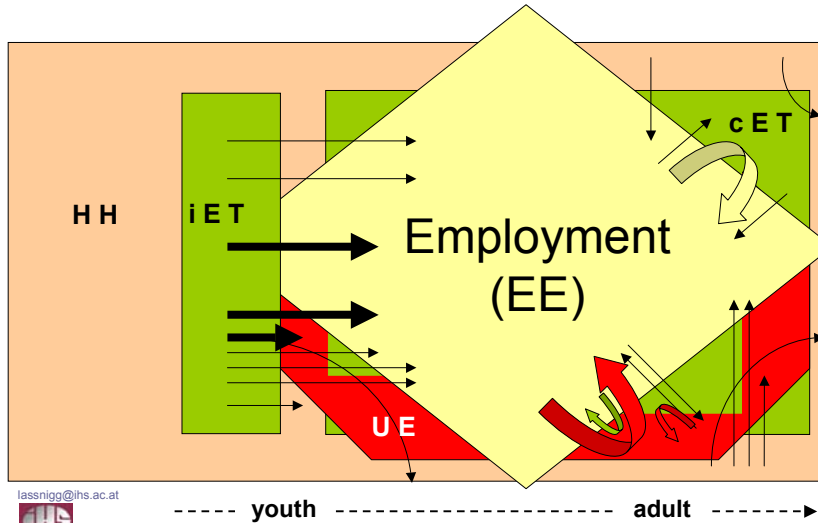
Movements: full-time/part-time ET, single/combined ETTs



ETT, stylised



ETTs: initial



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Initial ET transitions - evidence

Extended transition period: 10-15 years

differs per country from 16/18 to 25/30

Extension of 2 years during one decade

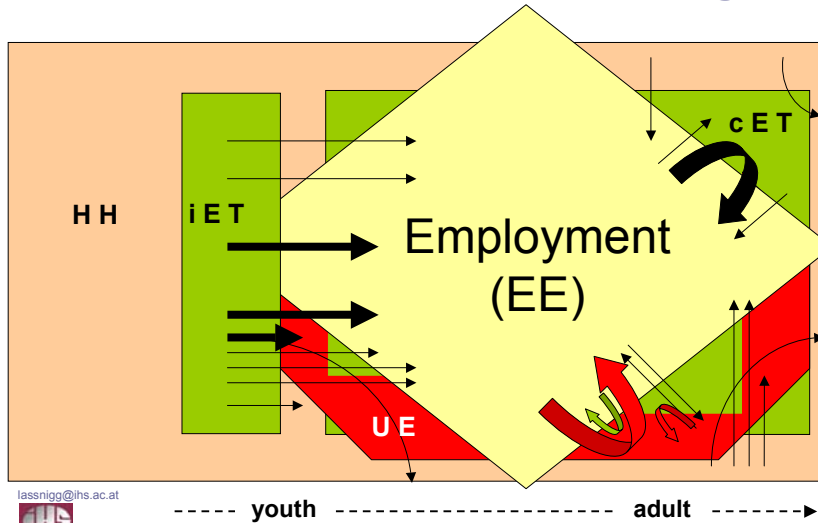
LFS-module 2000, much information about 10-years transition period

- less than half of young people smooth transition (44% < 6 months)
 - employment rate 70% to 80%, activity rate 90%
 - **non-standard employment** high: at least 15%, some countries 40-70%
- **2/5 need more than 1 year for transition into employment**
 - **¼ more than 2 years (6-45%)**
- unemployment 20% to 10% on average during the 10 years period
 - **women with children** have strong decline of activity rate

lassnigg@ihs.ac.at



ETTs: Continuing ET



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Adult ET transitions - evidence

OECD

CET participation has aggregate and individual effects

- related to **gains** in job mobility/income/better jobs/permanent jobs & to employment security/less involuntary separations/re-employment
 - **different for social groups**: younger / highly educated > income
older / lower educated > employment security

ECHP

- **Transitions into ET**: 7% during one year, going down in time (1% perm.empl./4% temp. Empl./2% non empl./1 % self-empl.)
 - going down with age: 30% among 15-25 - none among 55-64
- **Transitions from ET**: similar into employment (15%) and non employment (13%); 1:1 permanent : temporary employment
 - employment and non employment increases with age; higher education > higher permanent employment

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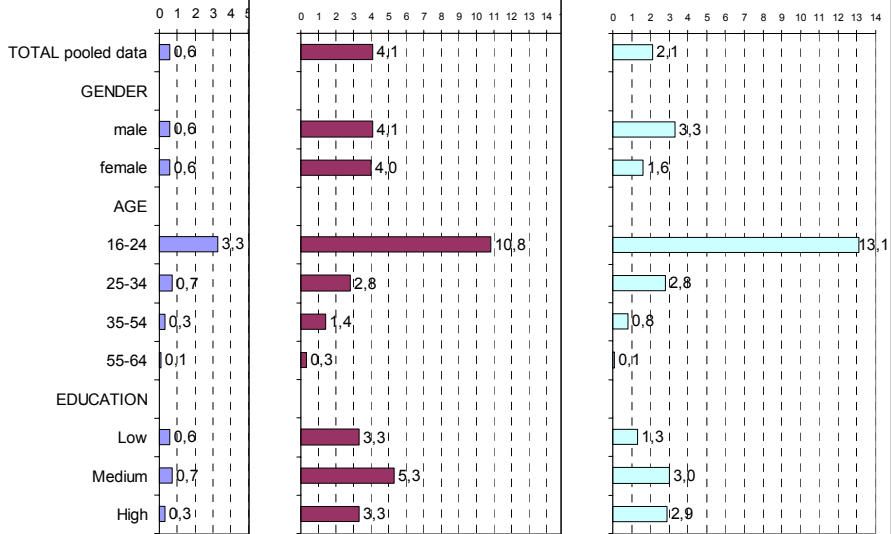


Transitions into ET from ...

permanent

temporary

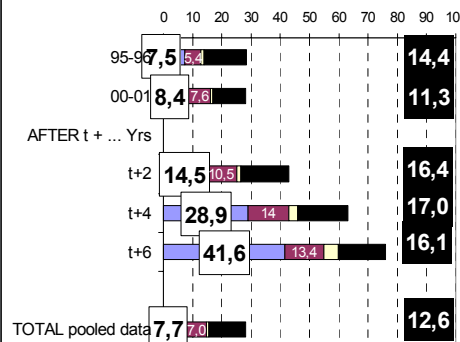
non employment



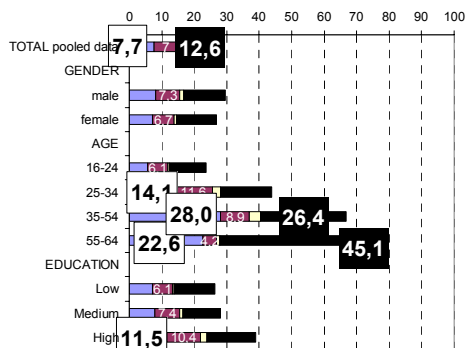
Transitions from ET into ...

Transitions from education-training into status ...
(%; ECHP-Data presented in EIE 2004, Ch.4)

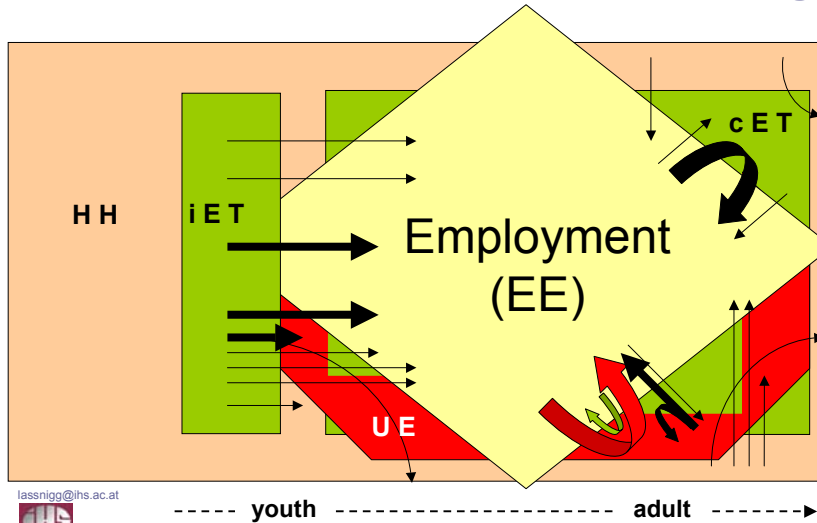
permanent e temporary e self-employment not employe



Total, Gender, Age, Education



ETTs: Labour market training



Training in labour market policy

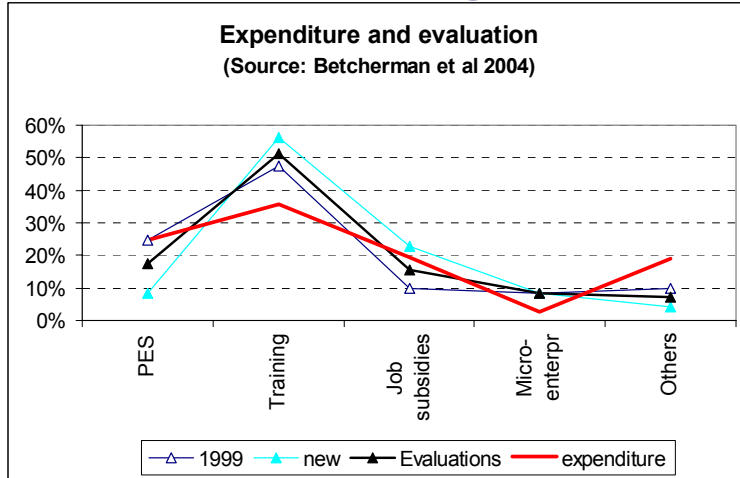
High incidence...
 $\frac{1}{4}$ of ALMP spending
 ~30 – 40% of participation

...but weak results relative to expectations

Why? Some reasons:

- High costs and low intensity of measures (goes further down)?
 - Narrow evaluation criteria?
 - Small incidence of training over the life course (initial ET: 15.000 hours; continuing ET 1.300 – 2.600 hours)?
 - Isolated and punctual measures?

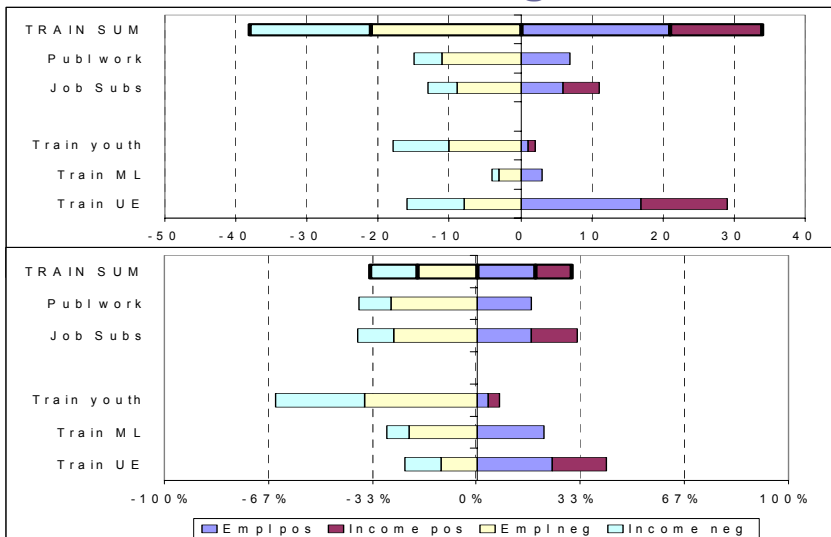
LMP training - evidence



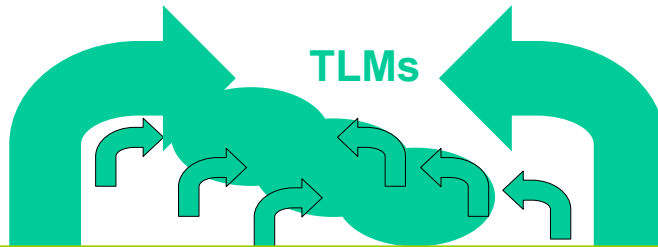
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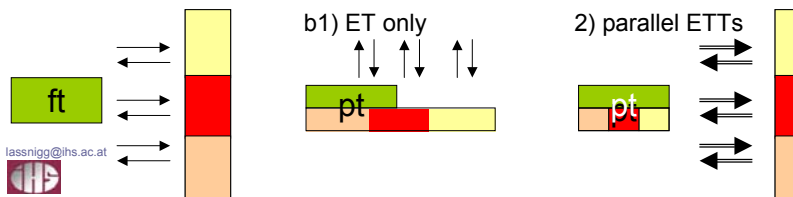
LMP training - evidence



TLMs: bridging institutions



a) full-time ETTs **ETT**s b) part-time ETTs



TLMs: bridging institutions

Principles & criteria distinguishing TLM arrangements:

Principles:

- combination of employment with other activities
- combination of income sources (e.g., wages and transfers)
 - valid entitlements geared to transitional choices
- fiscal incentives favouring employment over unemployment

Apprenticeship as a paradigm (work and ET; combined resources of individuals, firms, state; quasi-guarantee, training wage and subsidies)

Quality criteria:

- empowerment of individuals
- sustainability of financing the arrangement
- flexible coordination between levels of decision making
 - cooperation in networks

TLM: policy proposals

- **Apprenticeship**, extension to adults ?
- **Individual learning accounts**, combined with public **subsidies** for disadvantaged
- Provision of **foresight/anticipation** systems for risk assessment by actors
 - Conversion of unemployment benefits into vouchers for ET
 - rights to training leaves connected to replacement policy (job rotation)
 - obligation to periodical competency assessment/training
 - outplacement measures providing ET for redundant or mobile workers
 - modules providing addit. services (info-guid., job search, brokering)
 - help to establish self-employment via the creation of small enterprises
 - networks among enterprises (SMEs) to pool their resources for ET

TLM-policy and LLL-policy

LLL-policy

- Oriented on transitions into ET
- Little knowledge about transitions, institutions, and policy
 - Big aspirations, gap to practice
 - „neoliberal“ attitude ? Market driven, „individualised“

TLM-policy

- oriented on transitions into employment
 - complement to LLL
- social attitude: shared responsibilities, distributional aspects

Conclusions - questions

- **Weak understanding** of relationship transitions - institutions - policies, particularly in CET
 - **Big systemic approach** with unclear implementation - meso level institution building
- **LLL-policy:** How to build bridges from ET supply orientation to labour market performance?
 - **TLM policy:** does the framework really make a difference? To work out the meaning of the insurance metaphor and risk management for ET

lassnigg@ihs.ac.at



Outlook for tomorrow

- **Session 1: Lifelong learning: evidence about training behaviour and policy approaches**
Enterprise behaviour in Ireland / ICT learning provision in the Netherlands / workplace guidance in the UK
- **Session 2ab: Evidence about transitions and outcomes** (*parallel: youth and adult transitions*)
significant jobs / flexible careers / effects of initial and continuing training / re-employability / matching ET and jobs
- **Session 3: Transitions and lifelong learning: institutional and policy issues**
Youth partnerships in France / ET networks in Denmark / life course policy

lassnigg@ihs.ac.at

