



**A | P | P | R | E | N | T | S | O | D**

APPLICATION OF APPRENTICESHIP IN THE VOCATIONAL INTEGRATION OF THE SOCIALLY DISADVANTAGED YOUTH

**LLP Leonardo da Vinci project**

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# **COMPARATIVE ANALYSIS OF MEASURES, APPROACHES AND CASE STUDIES OF VOCATIONAL INTEGRATION OF THE SOCIALLY DISADVANTAGED YOUTH IN ITALY, GERMANY, SPAIN AND LITHUANIA**

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**Lifelong  
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## **1. CONTEXT OF THE PROJECT APPRENTSOD**

Socially disadvantaged young people (this category comprises different groups of youth, such as orphans, young people from socially excluded families, handicapped persons, drop-outs from general educational institutions etc.) in many cases do not have access to high quality VET (for example, to dual VET pathway in Germany) due to their failures in the system of general education which, in turn, is not always professionally prepared to work in heterogeneous pedagogical fields, lower social capital or other reasons.

Socially disadvantaged young people in many European countries suffer from high unemployment or low quality of jobs due to their social background related to characteristics influencing their school performance and level of acquired skills and qualifications. The global economic crisis and European economic decline worsened their situation and decreased chances of employment and social promotion even more. EU strategies (Europe 2020, New Skills for New Jobs) stress, that the obstacles in accessing initial VET not only enhance social exclusion, but also do not permit to use the full potential of human resources in face of demographic challenges in Europe related to ageing societies. Having in mind the current and future challenges in the supply of young workforce in Europe, these young people present important potential reserves of human capital and their vocational integration is important both from the social and economical point of view.

Therefore, enabling these young people with negative formal learning experiences to enter work and enterprise based learning environments will open new possibilities and motivation for successful learning, especially to the ‘practically gifted’ youth. These and other factors require considering apprenticeship as a potentially effective measure of vocational integration of socially disadvantaged youth. However, in some countries, as Lithuania or Spain there is a lack of experience and know-how in applying apprenticeships for vocational integration of socially disadvantaged youth.

The aim of the project is to develop sets of instruments of vocational integration of disadvantaged youth based on the innovative solutions and approaches of apprenticeship training in Germany, Italy, Spain and Lithuania. This aim will be achieved by applying policy learning approach; the design and the development of the measures and instruments are based on the comparative critical analysis of experience of the different stakeholders and institutions in applying apprenticeship for vocational integration of socially disadvantaged youth in the project partner countries.

## **2. STATE OF VOCATIONAL INTEGRATION OF SOCIALLY DISADVANTAGED YOUTH IN 4 PARTNER COUNTRIES**

In order to carry out a comparative analysis of vocational integration of socially disadvantaged youth in the 4 partner countries, a mutual understanding of the concepts and numbers (in terms of relevance) of socially disadvantaged youth is required.

Furthermore, due to the expected range of possible approaches we will have to distinguish between several subjects reported by the 4 countries involved: In order to systemise the facts and figures we subsume them into two topics: politics resp. policies and measures resp. cases.

- Regarding politics we suppose that they are based on presumptions and analyses. The latter are expected to distinguish between cause and effect.
- Regarding measures we suppose that they are based on data and descriptions. The latter are expected to distinguish between intention and function.

Concerning the topic of politics: I. e. the question on what *causes* disadvantages of young people can be answered either by an individual view on factors like health and family or by a more sociological view focussing on factors like class, region or origin. A different approach then is to ask for and analyse the *effect* of an individually or sociologically diagnosed disadvantage. In the end such effects are to be seen as any kind of being excluded from the labour market; the policies sketched in chapter 2.4. aim at tackling this issue.

Concerning the topic of measures: Subjects described might be initiatives of socially engaged groups or initiatives of a juridical background. Such descriptions have to refer to the *intentions* of measures. An alternative subject then can be described as the *function* of the initiated measures. This will concentrate on the mechanisms of integrating measures. Special respect must be given to the national context; whether a mechanism is strongly linked to educational traditions or specialities influences its transferability strongly.

Of course, we do not want to summarize by separating facts, arguments and strategies following the 2 categories. But these can help at first to answer the question what the reported measures have deeply in common so that they can be compared without only listing their disparate characteristics. It can be assumed, that they have a lot in common, but show a lot of differences as well.

There are at least 2 forms of exclusion of socially disadvantaged youth or adults of the labour market, a direct and a latent one:

- The direct exclusion is simply to be and to stay unemployed (or having only short-term contracts) because the applicants do not show qualities nearly all employers request, i.e. obsolete knowledge.
- The latent one is to be excluded from the last step towards integration into the labour market due to obstacles to enter a particular way to become prepared for being employed. The problem unsolved is the acceptance of a person by any kind of a preparing institution due to individual reasons, so the applicants has no opportunity to acquire knowledge, skills and competences.

Starting from the fact of exclusion we can recognize the different efforts of integrating socially disadvantaged youth which are reported by the partners. The existence of different VET regimes in the 4 countries affects deeply the measures which should lead to a decrease of dropouts. If there are no relevant elements beside the system of general education the analysis of cause can never come to the conclusion that a non (or weak) existing VET should be opened to even less qualified school leavers. On the opposite, a country showing a strong VET regime has in principle two chances to improve the performance of the educational system consisting as well of schools of general education as of VET schools and related facilities. These countries can try to reduce the number of dropouts leaving schools before time *and* to enhance their acceptance by the VET regime.

Closing the reflection on the range of measures we want to state that

- 1<sup>st</sup> the *starting point* to prevent and support dropouts can be chosen within a wide field of possibilities ranging from family politics to improvements of teacher education, establishing substituting institutions which take care of the unemployed school leavers or

dropouts and compensating the costs of in-company training by paying directly the employers to contract even those students they don't need as workforce.

- 2<sup>nd</sup> the *endpoint* of supporting socially disadvantaged youth in terms of a limiting factor is quite definite and leaves no chance of variation. It is the labour market itself which produces a need of a succeeding number of young qualified persons to substitute the older workforce or to extend the number of qualified employees.

The latter leads to a mix of 2 different types of disadvantage:

Social disadvantaged due to individual or group specific characteristics and the so called "market disadvantaged", who fail due to a mismatch of applicants and training places (or jobs) in a given country, region or sector.

## 2.1 Understanding of the concept of »socially disadvantaged youth« in the partners' countries

Definition of the socially disadvantaged youth in Italy, Germany, Spain and Lithuania share a lot of common points. Concepts of socially disadvantaged youth that are applied in the education, labour market and social policy making, as well as in the different related practices stress the lack of education and skills due to dropping out of formal education and limited access to vocational education, poverty and complicated social situation of families, long-term unemployment, lack of motivation to improve the socio-economic status etc. Bigger variety of concepts of social disadvantage can be found in the scientific and academic discourse and this variety originates from the differences of methodological approaches applied in defining social exclusion as well as the differences of the focus of attention to the phenomena of social disadvantage and exclusion of youth (e. g., reasons, influencing factors and driving forces, prevention, outcomes etc.).

The concept of socially disadvantaged youth seen from the policy makers' perspective in the 4 partner countries can briefly be summarised by:<sup>1</sup>

1. In **Italy** the concept of »socially disadvantaged youth« is very strongly related to the social risks of not completing school and dropping out of the system of education. In Italian cultural context the concept of »socially disadvantaged youth« can be easily attributed to youth at risk of not completing school, since school education is considered as the main aspect in the cycle of life.
2. In **Germany** every young person who has passed the secondary school level is expected to continue learning either in the area of VET or in general education. The system's design does not tolerate a lack of formal learning between the ages of 16 and 19. With such a system architecture in the background politics has to react if a relevant number of school leavers stay without an apprenticeship place. If this happens all system provisions seem to fail. An intervention becomes an imperative without diagnosing special reasons. Having no apprenticeship contract is seen as a pre-stage of further unemployment and social disintegration. Therefore sociological discourses play a minor role on the level of policy making or educational providing; here stakeholders usually refer to sub-groups, for example migrants, refugees or pupils with »attention deficit hyperactivity disorder« (ADHD).

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<sup>1</sup> A detailed discourse on the understanding of socially disadvantaged, especially from a sociologist perspective, can be found in the national reports, available on: <http://www.sodapprent.eu/>.

3. In *Spain* there is a wide range of the different concepts of socially disadvantaged youth that outline the factors of social disadvantage in holistic and systemic way by including personal, social, economical, educational, family, community factors. It is supposed that if every element of the established educational system worked as planned, socially disadvantaged young people would not exist. The list of causes of malfunctions is quite long; it includes even a factor like »institutional and teacher unease«. The analysis of causes extends even to facts like »there are also the novel teachers or newcomers that find themselves in those [‘ghettoized schools’] schools and that do not remain in them for longer than two years, with the result that they often lack both experience in these educational contexts as well as commitment with the educational project of the school.« In the end there is not one single factor remaining which causes the extensive numbers of dropouts in Spain: the lack of training culture in the production system. As their rate is nearly twice as high as the average unemployment rate, employers see no reason to qualify young people as succeeding workforce. They always find enough qualified unemployed people on the labour market.
4. Looking to the discourse of social and education policy in *Lithuania* there can not be found one single concept of socially vulnerable youth. This group of youth is characterised by the dropouts being excluded from labour market and resp. or formal education system. They are attributed as lacking of personal, social, professional competences, which are needed for the social employment and professional activity. It is stressed, that the inclusion of these young people can not be limited to employment issues, but should also consider promotion of their citizenship, enhancing their active participation in society, creation the possibilities for self-expression and chances to acquire knowledge and skills needed for employment and career. Nevertheless social and political attitudes of policy makers are not strongly influenced by the academic or expertise based concepts of social exclusion of youth. Employers, trade unions, professional organizations are also not active in the debates and discussions on the social exclusion and disadvantage of young people.

Or, to put it different, most stakeholders in the 4 countries conceptualise this issue from the endpoint; the focus lies on mismatches between applicants and places within recognised educational pathways.

## **2.2 The trends of change of numbers of socially disadvantaged youth without vocational qualifications**

Although there are some similar trends of development of the social disadvantage of youth in the all countries (youth unemployment, dropouts, etc.), there can be noticed certain specificities. One of the biggest concerns in Italy is high and growing numbers and percentage of NEETs (Not in Education, Employment or Training), especially in the Southern regions. Similar problems are faced by Spain, although there is also high impact of skills mismatches and over-qualification to youth unemployment and social disadvantage. In Lithuania and Germany the pool of potentially socially disadvantaged youth is decreasing, but in Lithuania mainly due to emigration, especially of low-skilled and unskilled young people; in Germany mainly due to demographic changes. There are still rather important disproportions in the choice between initial VET and higher education pathways amongst youth (favoring higher education), what increases the risk of over-qualification and unemployment of graduates. Initial VET plays rather important role in the vocational integration of young people with low general education attainment in the all compared countries. However, it’s

potential to solve youth unemployment and social exclusion problems is limited due different institutional features, such as link of provided training to the requirements of workplaces.

1. In **Italy**, according to the most recent data of 2012, early school leavers aged 18-24 have dropped to 758 thousand (29 thousand less than in 2011), of which 59.6% are males. In the age group evaluated, the young people who only got a Middle School Diploma are 17.6% (18.2% in 2011), while the EU average is 12.8% (13.5% in 2011). Among the 27 EU countries, Italy ranks 23<sup>rd</sup> just after Portugal. The gap with the EU average is due to the strong male component (20.5% against 14.5%), compared to the female one (14.5% against 11.0%). However, since 2006 the percentage has dropped even if this trend seems weakened in the last three years.
2. The **German** situation is characterised by two opposing trends:
  - The ratio of students with special educational needs is *increasing* (cp. fig. 1)
  - whilst the amount of participants in propaedeutic or substitute measures is *decreasing*.

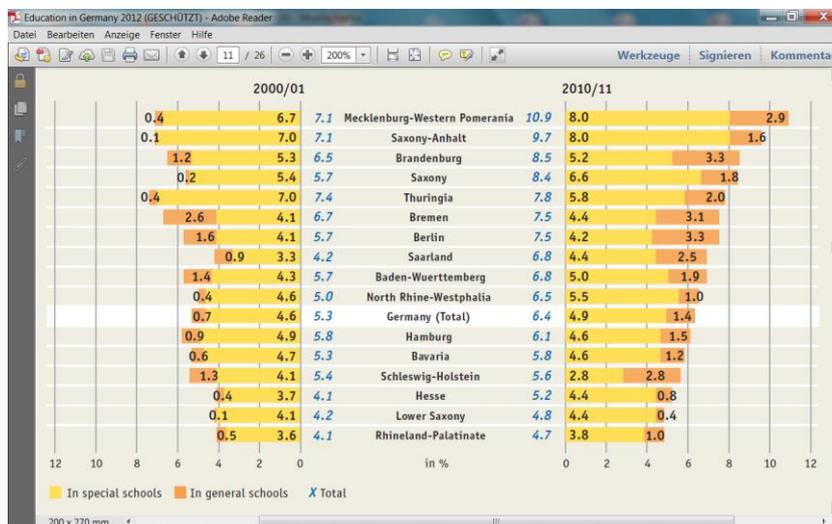


fig. 1 Dropout ratio in German general schools by regions, source: English translation (summary) of Autorengruppe Bildungsberichterstattung (2012)

The second trend is caused by the demographic development and an apprenticeship system ruled by the market, the first trend is basing on the establishing of educationally disadvantaged families. Although a migrant background is one of the risk factors (in Berlin half of the population with a migrant background lives from welfare) indicates fig. 1 that the issue of becoming (or staying) socially disadvantaged is rather a *class* than a *race* problem: The 5 federal states at the top of the statistic in fig. 1 are from former East-Germany; there the ratio of migrants is less than 3%, in Western Germany more than 10%.

3. In **Spain** the percentage of early school leavers grew between 2000 and 2009 due to the fast growing economy; particularly in the sectors of construction and tourism where companies were eager to hire non-qualified youth with low incomes, even if that meant that they had to leave school or VET a few months before accomplishing their degrees. The percentage did only start to reduce due to the financial crisis and the fast growing unemployment rate (cp. fig. 2).

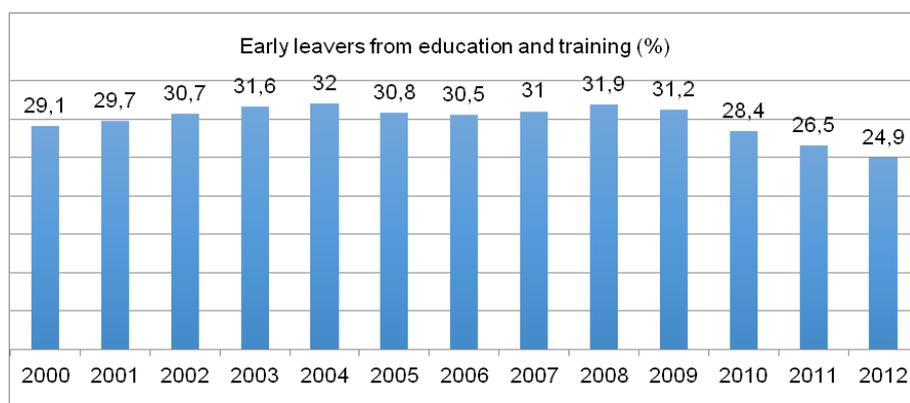


fig. 2 Early leavers from education and training in Spain.

Access to formal Vocational Education is only possible for those who have obtained the Certificate in Secondary Education during compulsory education (ESO in fig. 3). Therefore, the only chances for those not achieving it to enrol in post-compulsory education are either to do a low level 1 non-formal vocational education (PCPI in fig. 3) or to enrol in adult education once they are 18. Data below shows the poor achievement rate in either way, particularly with PCPI. The numbers, however, correspond with the tiny offer that students have, given the great demand that one might expect as shown in the fig. 3.

	2010-11	2009-10	2008-09	2007-08	2006-07	2005-06	2004-05	2003-04	2002-03	2001-02	2000-01
<b>TOTAL</b>	<b>387308</b>	<b>377795</b>	<b>360970</b>	<b>340310</b>	<b>325823</b>	<b>324214</b>	<b>326777</b>	<b>334247</b>	<b>332900</b>	<b>332529</b>	<b>341930</b>
ESO	315667	317723	321195	311922	303685	304157	309637	316970	319396	323167	341930
PCPI	11178	8627	653	459							
ADULT EDUCATION	60463	51445	39122	27929	22138	20057	17140	17277	13504	9362	

fig. 3 Spanish students who obtained Secondary Certificate by type of program (MEC, 2013)

4. In **Lithuania** the competition of low-skilled and unskilled population for the workplaces in the labour market is characterised by comparatively high supply of high skilled and educated workforce and comparatively low demand of skills in the most sectors of economy and becomes very challenging. Low-skilled and unskilled workforce can access only unattractive workplaces or to seek for unskilled employment in other countries. Another important field of concern related to social disadvantage is dropout from the further education institutions. The biggest concern is caused by relatively high percentage of drop-outs from the vocational schools (around 15 percents) in the recent years.

In the last years a slight decrease of the youth unemployment can be noticed. On 1 January 2012, 29.6 thousand young people under 25 years of age were jobless, i. e. they accounted for 13 % of all registered unemployed with the labour exchange. Youth aged 25 or less formed 6.8 % of the country's 16-25 years old population. The youth unemployment rate decreased by 2.7 pps during the year (Lithuanian Labour Exchange, cf. <http://www.ldb.lt>).

#### 1.14. School dropouts\*

Mokslo metai Academic year	Per mokslo metus išstojo mokinių ir studentų Number of dropouts over the academic year	Išstojusiųjų dalis, procentais Percentage of dropouts
<b>Iš profesinio mokymo įstaigų – Vocational schools</b>		
2005–2006	7293	15,6
2006–2007	6950	15,5
2007–2008	7014	15,6
2008–2009	7181	16,0
2009–2010	7130	14,7
2010–2011	8281	16,5
2011–2012	7731	15,7
<b>Iš kolegijų – Colleges</b>		
2005–2006	8134	14,0
2006–2007	8261	14,2
2007–2008	9119	14,6
2008–2009	9152	14,5
2009–2010	5891	10,1
2010–2011	6094	11,2
2011–2012	6495	12,8
<b>Iš universitetų – Universities</b>		
2005–2006	17253	11,3
2006–2007	17373	11,6
2007–2008	19993	13,0
2008–2009	15625	10,0
2009–2010	12818	8,6
2010–2011	13464	9,8
2011–2012	13575	10,6

\* Be perėjusių į kitas to paties tipo mokyklas.

\* Excluding students who have changed a certain school within the same type.

fig. 4 Schools dropouts from vocational schools, colleges and universities in Lithuania. Source: Statistics Lithuania, 2013

### 2.3 Institutions involved in integrating socially disadvantaged youth

Referring to governance of the provision of vocational integration services for socially disadvantaged youth in Italy, Germany, Spain and Lithuania, the following common features and specificities can be noticed:

- According to national policies should the dominant share of the provision of VET and vocational integration services for socially disadvantaged youth in all countries be played by public (or public-private as in Germany) VET providers and other public institutions, but is often delegated to NGOs.
- Provision of the vocational training and vocational integration services for socially disadvantaged youth in Italy, Germany and Spain is mainly regulated by the regional authorities, while in Lithuania it is integrated in the general pathway of initial VET and with more centralized governance.
- Involvement of the social partners in the provision of apprenticeship and VET for socially disadvantaged youth is more developed in Spain and Germany and to less extent in Italy, whereas in Lithuania social partners (especially trade unions and professional bodies) play very marginal role in this field.
  1. The main role in the fight against youth exclusion in *Italy* is certainly played by the regions, which have the task of arranging the education provided through the vocational training, as well as the planning of social policies. Of course they play this role in cooperation with the territorial divisions of the Ministry of Education (Regional Boards of Education), with the Provinces and Municipalities. The Ministry of Education has the task of updating the National Register of Students, which is the only regional register system. Aiming at an integrated system of registers between MIUR (Ministry of Education, University and Research) and Regions, the National Register of

Students can be used by:

- The Municipality, where students subject to compulsory education leave;
- The Head of the school where students are signed up;
- The Province through the employment agencies.

At the moment the register is limited to schools; young people in apprenticeship are not included in the register due to a lack of data – in Italy there are no tools to analyze the NEET (not in Education, Employment or Training) category and to conduct periodic and specific surveys. Apprenticeship is considered being a fundamental part in professional experience allowing young people aged 15–24 to enter the labour market through an apprenticeship contract, it isn't still guaranteed in all the regions.

Related to apprenticeship, the Decree n. 40/2007 of Vocational Polytechnic Schools contributes to strengthen the partnership between vocational training bodies, national school, companies and Universities, connecting the supply chain to regional vocational training.

In the end, it has to be noted that also secondary schools and qualified VET schools should be at the forefront in fight against early school leaving creating orientation and placement services that could support employment agencies.

2. Beside the constitutional principle of subsidiarity in *Germany* there is a moral as well as a traditional obligation — following Kerschensteiner's idea from 1900 — for politics to intervene if relevant parts of an age cohort of young people is about to be socially disintegrated. The politicians have in general 3 options to react on this deficit (beside initiatives to increase the companies' interest in apprenticeship):
  - To develop school-based measures, substituting regular apprenticeships.
  - Development of new apprenticeship profiles on national level.
  - Propaedeutic measures.

To concentrate on the latter: *Germany* has a long tradition in school-based propaedeutic measures, Schroeder & Thielen (2009) worked out that the region of Hamburg offered the first propaedeutic measures in the early 1900s for young unskilled migrants from Poland, mainly focussing on language skills. Nowadays still most of the measures are school-based; trying to improve the three levels mentioned above. Although authors like Beicht & Eberhardt (2013) claim that around 30% of the participants in school based measures reach a higher general school leaving-degree the reputation of these measures is disastrous, denominations like »dead end« or »waiting loop« are very common: Often the teachers are not motivated or skilled for the work with vulnerable groups, the learning venue is still a school and consequently not very attractive for youth who struggled in the system »school«, participants learn basic skills of a sector, but do not know for what profession and are consequently not very motivated, most measures have only a poor linkage to the world of work; for example only a few weeks of internships. Although these programmes often lead to »measure-based careers« (participants proceeding from one measure to the next), do they play the major role for the relative low youth unemployment rate (8.6% in 2011 for the <25 years aged) in Germany. VET-schools (as all schools in Germany) fall under the legislation of the federal states (Länder) so the measures sketched

above are run by the federal states. This is different for measures by the national employment agency (BA), (Berufsvorbereitende Maßnahmen (VET-propaedeutic measures) and Einstiegsqualifizierung (Entry Training)). Within these two measures regular VET schools or federal training centres play a minor role, main stakeholders in the measure “Entry training” (cp. German Case study) are employers or employers organisations, their involvement – normally – guarantees a certain quality of the programme; in the VET-propaedeutic measures the main stakeholders are NGOs, mainly social education workers. The beneficiary in these measures is paid (dole) by the employment agency but is obliged to fulfil the duties within the measure. Each social education worker (educational tutor) of the local NGO is responsible for a group of participants, mainly supervising, teaching basic and social skills and organising internships. Differing from school-based measures and entry training VET-propaedeutic measures are market-driven: The local employment agency tenders the amount of participants, the time frame, the preferred sectors etc. and the NGOs apply for the call. The positive aspect of this approach is that local networks with SMEs and the success of previous measures are taken into account when choosing a NGO. The negative aspects are the short time-span (1 or 2 years) of the calls and the budget. As a consequence the social education workers are paid poorly and have a great job-uncertainty; this often leads to de-motivation; it is always possible that a new NGO arises, only pretending that they have a network, and wins the call with a dumping offer. Another risk are the partly improper internships: Some SME offer internships if they have a large order with the need of a lot of unskilled work (i. e. deconstruction); contacting the NGO and pretending that they are willing to support socially disadvantaged; taking half of a dozen of participants for an internship – and send them back after the order is fulfilled with regretful words that none of them was suited for apprenticeship.

3. In *Spain* the formal VET may be offered only in schools, and there are three categories of these: public schools<sup>2</sup>, private schools publicly funded and private VET schools, of which there are very few in the country. Furthermore, municipalities are also able to offer non-formal VET level 1, so to say FPB (named PCPI until last 2014, and prior to 2007 PGS). These municipalities also offer non-formal VET in other forms<sup>3</sup> of either lower qualification or in shorter modules, which take the form of workshops of different kinds (TFIL –*talleres de formación e inserción laboral*-, TE –*talleres de empleo*-, Escuelas Taller –*Workshop schools*-, Casas de Oficios –*Trade workshops*-) and vocational short-term courses (FPE –*formación para el empleo*). There are three types of private bodies or stakeholders involved in the provision of non-formal vocational integration measures for socially disadvantaged youth in Spain. First, *non-governmental organizations* which have developed since the early 1980s, some of them before that date, addressed to do social work and provide education to young people out of schools. A few well-known examples are named in footnote 1 (*Fundación Adsis, Asociación Semilla, Fundación Tomillo, Asociación Iniciativas Solidàries*). A second type of stakeholders are *trade unions* and professional bodies (such as

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<sup>2</sup> <http://www.todofp.es/>

<sup>3</sup> [http://www.sepe.es/contenido/empleo\\_formacion/formacion/formacion\\_para\\_el\\_empleo/formacion\\_profesional\\_para\\_el\\_empleo/](http://www.sepe.es/contenido/empleo_formacion/formacion/formacion_para_el_empleo/formacion_profesional_para_el_empleo/)

*Fundación Laboral del Metal* or *Fundación Laboral de la Construcción*, *FOREM* or *IFES*) which started being involved in continuing training as soon as the early 1990s and that afterwards joined the field of initial VET, among which they have some offer for socially disadvantaged youth. A third type of stakeholders are *private institutions*, most of which evolved in the early 1980s as private academies where non-formal VET was a choice particularly in those occupational fields where there was no official VET at the time, either for the low qualification or for the recently recognition of the occupation. These institutions always saw part of their business in offering non-formal VET for young people that had dropped off the system and whose training was paid by the public administration as part of the dole.

4. In **Lithuania** there can be distinguished between several public institutions responsible for the provision of support in vocational integration of socially disadvantaged youth: institutions of the social care of children, youth schools, initial VET schools and training centres, youth centres at the Lithuanian Labour Exchange.

The youth schools aim at facilitating reintegration of dropouts to the education pathway. The National Education strategy of 2003–2012 foresees to ensure the accessibility of the compulsory education to all children and youth, including those lacking motivation to learn in schools and dropouts. The main purpose of the youth schools is to enhance and facilitate return of dropouts to education by providing them with the adapted learning environment that enhances their self-esteem and enables them to develop and to use their abilities, and skills, thus strengthening their motivation for learning and education. Recently the network of the youth schools has been reorganized and part of these schools were integrated with the schools of adults. In 2012/2013 the total number of youth schools has been 24. Amongst the subjects of general education these schools also provide vocational guidance and help their students to choose the pathways of their further education, including vocational education and training. Initial VET schools and training centres provide vocational education and training, as well as the vocational guidance to the socially disadvantaged youth. Youth employment centres are structural parts of the Lithuanian Labour Exchange providing employment and vocational guidance services for the unemployed youth. Currently there are 22 such youth employment centres. They provide information about employment possibilities, serve as mediators between young job-seekers and employers, provide vocational guidance and consulting and employment consulting for the young unemployed on the individual basis and in groups, provide guidance and information about the possibilities of the initial and continuing vocational education and training, organize the training seminars for young job seekers, meetings and contact fairs with employers, execute surveys of the employment and employability of youth.

## 2.4 Policies

Looking at the social and educational policies directed to vocational integration of socially disadvantaged youth in the analysed countries there can be noticed the following trends:

- National policies of qualification systems consider the needs and requirements of social integration and thus foresee the measures and instruments related to qualifica-

tions and certifications that would increase the access to qualifications. It can be illustrated by the introduction of minimal service standards of national skills certification system in Italy, introduction of basic vocational education and related qualifications in Spain, development of VET-propaedeutic curricula in Germany, modularization of the initial VET curricula in Spain and Lithuania.

- Increasing attention to the measures that introduce disadvantaged young people to the workplaces and real work processes. However the application of apprenticeship as policy measure for socially disadvantaged youth in the all countries is rather episodic in terms of coverage, access and funding.
- There can also be noticed the lack of systemic approach in planning and coordination of provision of initial VET and apprenticeship for socially disadvantaged youth for different reasons, beginning from the regional disparities in Italy and Spain, via an intransparent jungle of measures in Germany and ending with the short-term project based policies in Lithuania.
  1. In **Italy** the importance to adopt a national system of qualifications to guarantee citizens the usability of learning outcomes is widely recognized. It has been taken a significant step in that direction with the Legislative Decree of January 16<sup>th</sup> 2012, defining the general rules and the minimum service standards of national skills certification system. It is a further tool to increase young people attendance at certifiable training activities promoting the learning on the workplace. Even the basic education is moving towards skills development, focusing on practical experience.

There can be mentioned the following measures currently implemented:

    - Methodologies enhancing the multiple learning style, student-oriented, promoting socialization and experience sharing.
    - The methodology of work-related learning, as it's provided for in the Legislative Decree 53/03 and 77/05. This methodology is based on the collaboration between business and school systems, as claimed during the Council of the European Union of 2009: *»it is important to develop partnerships between education and training providers and businesses, research institutions, cultural actors and creative industries to promote innovation and increase employability and entrepreneurial potential of all learners.«*
    - Workshops for skills development have been established by the Decree 53/2003, but they are unevenly applied in Italian regions. They are designed for people who need in-depth courses and people not included in three-year or four-year courses, but registered to personalized projects, innovative educational pathways based on a new methodology.

The apprenticeship in Italy is regulated by Art. 5 of Legislative Decree n. 167/2011, the "Consolidated Law on Apprenticeship". However, in order to promote this education system a number of problems are to be solved:

    - unclear and incomplete regional regulation;
    - different regulations from region to region;
    - excessively bureaucratic burdens to manage the training;
    - inadequate services in supporting apprenticeship management.
  2. In **Germany** the institutional support of socially disadvantaged youth in VET-propaedeutic measures (re-)started in 1980 via small pilot projects organised by the ministry of research and education; its' first legal framework was established in 1988; since 1998 the policies are part of the German Code

of Social law (SGB).

(1) The employment agency may assist young humans in their transfer from general schooling to VET via support of vocational entry if at least 50% of the support is covered by a third party.

(2) Eligible are measures focussing on individual support of young humans with special needs which facilitate transition to the VET-system.

Measures that aim at a higher general-school leaving degree, support vocational orientation and choice, search for an appropriate apprenticeship and stabilise the contractual situation of apprentices have key priorities. “Vocational entry facilitators” are asked to collaborate with the responsible persons in general schools, with NGOs working with young humans and companies in the region.

(3) Support of vocational entry starts with the last year in general schooling and ends 6 month after the beginning of an apprenticeship. Maximum length is 24 month after the end of general schooling.

(4) Eligible are young humans, where difficulties in finishing general schooling or in finding an apprenticeship can be expected.

(5) Financial support covers the appropriate expenses by the responsible institution for executing the measure including the necessary expenses for the »Vocational entry facilitators«.

Analysis of these policy documents on a macro level reveal as a positive aspect that they are quite open, almost every institution involved in the education of socially disadvantaged youth may apply for financial support and chose between various measures. The curricula of the single measures are mainly for orientation; so each provider can chose his key activities; an example of a curriculum for one prevocational training of the measure “Entry training” is attached to the German case study on “Entry training”.

A weak aspect is the difficulty in establishing transition institutions instead of improving general schooling and lowering expectations of companies regarding the skills of the beginners of an apprenticeship. In the last years almost 1.000 “Vocational entry facilitators” were hired, mainly at VET schools and NGOs, due to the fact that the conditions (poor salaries, only short-term contracts) are not very attractive for private bodies like employers or chambers. Consequently not all vocational entry facilitators are motivated – but success of the single measures strongly depends on the engagement of all stakeholders.

3. In *Spain* the policies of vocational integration of socially disadvantaged youth are ruled by the departments of ministries: either the Department of Education (PCPI, *Formación Profesional Básica*) or the Department of Employment (*Escuelas Taller, Casas de Oficio, Cursos de formación para el empleo, TFIL*). In the case of Education, the legislation is nation-wide and it is adapted differently in each of the 17 regions. In the case of Employment, there is no nation-wide legislation about vocational integration of socially disadvantaged youth, and each of the regions states its own ones, which are, however, pretty similar. Let us have a look at the most relevant:

A Programas de Cualificación Profesional Inicial (PCPI) <sup>4</sup>.

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<sup>4</sup> <http://www.todofp.es/todofp/formacion/que-y-como-estudiar/pcpis/pcpi.html>

- B Formación Profesional Básica (FPB)<sup>5</sup>.
- C Escuelas Taller, Casas de Oficio and Talleres de Empleo<sup>6</sup>.
- D Cursos de formación para el empleo<sup>7</sup>.
- E Contratos para la formación y el aprendizaje<sup>8 9</sup>.

Three types of goals are devised in most of these measures:

A The provision of a vocational preparation leading to a vocational qualification, at least to the acknowledgement of an accredited part of the qualification.

B A compensatory role, trying to provide and/or reinforce the subjects leading to the minimum cultural behaviour that compulsory education is supposed to provide.

C To provide chances for a proper personal development and identity formation as adolescents, something that the school could not achieve and that is considered a dimension as relevant as the previous two. This personal development comprises also the opportunity to provide a social dimension to this development, either by equipping them with a social reference through the occupation they are training for or also for disciplining them in the world of work in a rudimentary industrial yet effective way.

A weak point is that funding of non-formal VET as well as PCPIs and vocational guidance (out of the school system) is based upon subsidized systems. Each of them is run on a yearly-based call. Therefore, no mid-term planning applies. As a result of this, many professionals in these measures switch among organizations and change jobs, what hinders the establishment of long-term positive relations with young people. In other cases, these professionals keep holding those relations beyond their contracts, what means that they do accompanying educational work on a free voluntary basis. Nevertheless, due to the financial crisis affecting the country, another effect is that most training providers have run programmes in 2011 and 2012, which have not been paid by the administration subsidizing them yet. Lack of conditions for proper planning is indeed the source of all other obstacles.

4. In *Lithuania* no specific social or educational policy addressing vocational integration of socially disadvantaged youth exists. This issue is tackled by several different policies.

— Policies and policy measures are implemented by the Ministry of the Social Affairs and Labour and its subordinate institutions. An example of a typical measure is: In pursuance of promoting entrepreneurship and self-employment, in the activities of the entrepreneurship Promotion Fund major focus has been made on young persons, unemployed, disabled, elderly people. As regards the use of funds of the above fund, better financing conditions for very small and small enterprises, natural entities to start their business and social enterprises to develop their own business have been created. Since 2010, 3.5 thousands persons including 2,150 youth till 29 years, older than 50 years, unemployed, disabled participated in the trainings on entrepreneurship organised by the Entrepreneurship Promotion Fund.

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<sup>5</sup> <http://www.todofp.es/todofp/formacion/que-y-como-estudiar/fp-basica.html>

<sup>6</sup> <http://www.sepe.es/LegislativaWeb/buscarInformacionLeq.do?tipo=espESC>

<sup>7</sup> [http://www.sepe.es/contenido/empleo\\_formacion/formacion/formacion\\_para\\_el\\_empleo/formacion\\_profesional\\_para\\_el\\_empleo/index.html](http://www.sepe.es/contenido/empleo_formacion/formacion/formacion_para_el_empleo/formacion_profesional_para_el_empleo/index.html)

<sup>8</sup> <http://www.boe.es/buscar/act.php?id=BOE-A-2012-13846>

<sup>9</sup> [http://www.sepe.es/contenido/eu/empleo\\_formacion/empresas/pdf/Contrato\\_Formacion\\_y\\_aprendizaje.pdf](http://www.sepe.es/contenido/eu/empleo_formacion/empresas/pdf/Contrato_Formacion_y_aprendizaje.pdf)

— Policies and policy measures implemented by the Ministry of Education and Science and its subordinate institutions. An example of a typical measure is: The modularization of the initial VET curricula is also expected to increase the flexibility of training and the choice possibilities for learners. Current legislation foresees to shift completely to the modular VET programmes in the future. Modularization of the initial VET curricula will also involve the possibilities for learners to shape their vocational competences and qualifications by assessing skills and competences acquired in informal and non-formal ways and thus shortening the duration of training, as well as by acquiring partial qualifications, that would enable their fast employment. Each module will lead to the acquisition of partial qualification approved by the certificate. Today the student, who leaves the training programme without completion receives only certificate of acquired learning outcomes, that enables him/her to return to initial VET and to recognise previously acquired learning outcomes but has very limited value in the labour market. The project for the design and implementation of the National Modular VET curricula was launched a few years ago.

However, there are number of problems and obstacles that decrease effectiveness of these measures in vocational integration of socially disadvantaged youth in Lithuania:

— Most of the implemented measures are of short-term character and aim to »extinguish the fire«. There is a lack of strategic and long-term measures for the prevention of the social exclusion and social disadvantage of the low-skilled and unskilled youth.

— Labour market training measures to enhance employability of youth very often have only short-term effect due to several reasons:

— These measures are based on the short-term funding sources and executed on the project basis. After the end of project funding many of these measures cannot be further sustained and continued.

— The involvement of employers, trade unions and other social partners in the implementation of these measures is very limited.

— Implemented measures of temporary employment, subsidised employment and employment training lack of systemic approach in defining the needs and possibilities of target groups, as well as lack of assessment of their long-term effects.

### 3. COMPARATIVE CASE ANALYSIS

In this part an overview and a comparison of cases of different measures and instruments of vocational integration of socially disadvantaged youth implemented in the 4 countries are sketched.<sup>10</sup>

Measures and instruments target different aspects and fields of application of apprenticeship for vocational integration of socially disadvantaged youth, such as:

- Propaedeutic measures and instruments targeted to the introduction of young people to the work processes in the occupational field or profession facilitating their preparation for the learning in the normal pathways of initial VET. This is the case in the personalised unstructured education and training pathways and preparatory appren-

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<sup>10</sup> Full case studies can be found on the projects' homepage: <http://www.sodapprent.eu/>

ticeship schemes in the Salesian training centres in Italy and entry training (Germany).

- Employment training measures targeted to the provision of vocational competences and qualifications that open access to employment. This is a case of the apprenticeship courses project run by the employment training centres in Lithuania.
- Apprenticeship measures targeted to upgrade and update the skills and competences of young people helping to adapt to changing requirements of work processes and workplaces. This is a case of apprenticeship courses project run by the employment training centres in Lithuania.
- Vocational and social guidance services and measures accompanied to apprenticeship measures in order to assist socially disadvantaged young people to find suitable pathways of training and employment. This is a case of Norte Jovem project in Spain and application apprenticeship measures for vocational guidance in the CNOS-FAP centres.

1. **Italy:** The »unstructured« educational programmes are particular paths aimed at preventing and recovering the plight of failing students. They correspond to a »second chance« in terms of educational rights and through services of reception, orientation and support they foster the growth of those students who have not been able to take advantage of their »first opportunity«. In order to be considered »unstructured« they should offer varied and flexible training programmes to ensure a further education opportunity, developing motivation and ability to learn the basic knowledge and the social attitudes. The unstructured paths are variable also in Salesian centres. The presented project has been created to protect children who have been discriminated on the basis of psychological and/or social discomfort elements. In effect, the Italian Preventive System of Education is suffering because of:

- weakening of social services because of cuts due to economic crisis;
- age discrimination, discrimination between those who have and those who do not have documents, who is a resident and who is not;
- teaching approach in schools, often centred on the programmes and the summative assessment, where those who can't keep up with the teaching plan are excluded;
- the slowness of the judicial systems, with reference to the Juvenile Court;
- racial discrimination in the business world: someone is not even given the opportunity of an unpaid internship just because he is a Rom or a dark-skinned person.

The project aims at helping the students to acquire a qualification, in order to facilitate a possible reintegration into the scholastic or business world. It is a challenge normally accepted because the youth are aware of the importance of a qualification for their future. Target group of this project are young people of compulsory school age, Italians and foreigners, youth subjected to alternative penal measures to imprisonment, children at risk of early school leaving coming from disadvantaged backgrounds, other schools or sent by the social services.

Children are sent to the centre by:

- social services;
- juvenile justice centres;

- the school;
- transfer of information between children themselves or families of the welcomed new students.

The Centre is based on structured interventions such as:

- Psycho-educational support through one-on-one or group discussion.
- Personalized dropout recovery programmes (literacy training, middle school course recovery) through Personalized Educational Projects (PEP) designed to obtain a vocational qualification.
- Preparation for the job market through one-year basic courses in different areas: mechanical industry (automobiles and motor-scooters), food service (chef, waiter, bartender), beautician/hairdresser, offering practical training in small companies and the possibility to get the certification of the third year as a private student. In addition, each year more training courses are designed according to needs and resources (for example: assistant electrician, gardener, warehouseman, tailoring etc.).
- Reception, orientation, job searching and educational support for those who need to be placed in the job market.
- Training internships and work experience grants:
- Socialization activities: parties, outings, school newspaper, five-a-side football, theatre, guitar, art workshops, computer lab, etc.
- Parents-teacher interviews
- Special projects on specific needs of the student

All the lessons take place in the morning from Monday to Friday from 8.30 to 13.30 on two shifts of two hours each. At the end of the ordinary activities the pupils can participate in recreational and socialization activities. All the training activities start in October and end in June with a final exam that is held in schools affiliated to us. During summer educational camps are planned for recreation and socializing. At the end of the educational path the director and coordinator meet the beneficiary, the family and the adult who sent him to the Centre to check the project and to discuss whether continuing the educational programme in the Centre or in another structure or school. In this programme transferable elements are also critical elements because:

\* The effort to create projects shared by family, social services, school and companies can be weakened by critical elements such as fragility of Salesian preventive system, discrimination, etc.

\*The destructure of the path, key element of the project, is often an obstacle for the acknowledgement of acquired skills. Therefore, to better develop this kind of projects we need a strong sharing of methodologies to evaluate/certificate skills, allowing to overcome the traditional methodology (it is possible to learn only in the classroom).

## 2. **Germany:**

Entry Training (ET) was established in 2004 by an additional clause in the German Code of Social Law (SGB § 54a Einstiegsqualifizierung). It is part of the commitment “National Pact for Apprenticeship and Young Skilled Staff in Germany” between the federal government and the head organisations of German economy, reacting on the mismatch between apprenticeship placements and applicants in 2004. In each year from 2005-2011 (no data for 2012 and 2013 available) 20000 (+/-10%) placements were offered by companies. The German chambers developed “Entry Trainings” for each recognised apprenticeship trade in order to counteract this development (~350).

Within the measure »Entry Training« no involvement of trainers or teachers is foreseen by law. In order to decrease this lack of pedagogic know-how the entry training providers often hire social education workers from NGOs for the training of general competencies for up to 60 days in classes of up to 18 beneficiaries. A formal sequence of the modules of the social training or of the content areas of the Entry Training is not foreseen.

The German VET system is strictly linked to the occupational principle; consequently no national credit system is established. But those successful participants of an Entry Training who start an apprenticeship in the same sector afterwards might shorten their apprenticeship, for the example of logistics the chamber states: »The activities of the Entry Training correspond with sections of the vocational education of a warehouse clerk or skilled worker within warehouse logistics. For a subsequent education in these professions there is a possibility for a reduction of up to six months.« Empirical analyses revealed that almost no one uses this offer; both parties (the beneficiary and the company) prefer to take the prevocational training as an extra time for the development of professional as well as individual competencies.

Each participant receives a salary of 216 € per month by the local employment agency; which is less than social welfare: 391 € + rent for (a low-cost) dwelling per month for singles. Some of the companies that offer Entry Trainings increase the salary on a voluntary base. As sketched above the support of apprentices and interns is part of the duties of the internship supervisors, no additional costs arise. If a company decides to offer voluntary additional social education additional costs must be covered by the company.

Usually no amounts are published, a rough calculation yields to 1000 € per participant for the whole period. (60 days (3 month) of work for the social education workers in classes of up to 18 participants, (overall: 25 classes); 3 month \* 5000 € (gross salary) \* 25classes = 375000 € / ~375 participants.)

Transferability of the Entry Training measure can be enhanced by the facts, that in its core there is an internship following a curriculum and a measure is not rooted deeply in the German Vocational Training Act and might be applied independently of the national VET system by other countries. Maybe piloting of a measure, derived from Entry Training in other countries might even increase the companies' interest in apprenticeships: contracting somebody for around 9 month supported by the employment agencies might be a lower barrier than offering an apprenticeship for 3 years. The main threat for transfer is the selection and the qualification of the internship supervisors, because it is quite challenging even in Germany, although the supervisors are used to work with apprentices.

### 3. *Spain:*

In the case of under aged immigrants who arrive in Spain with the intention of working, finding themselves at an age where education is compulsory (according to the LOGSE the period of compulsory education is until 16 years of age, coinciding with the minimum age to start work) they perceive themselves as »adults« given that they played an important role in their families, and they receive treatment of "underage" people. They have a migratory economic objective, and the host country has a clear preventive and training objective, as there is no coincidence between the interests of both parties, the under-aged do not adapt to the lives of the centres and many of them end up escaping and looking for a personal opportunity which suits their needs and

so they begin to work, despite the fact they are under the age stipulated by the law and they have not finished their academic training. So, this measure targets young migrants, unaccompanied migrants and drop-outs from formal education and should be easily transferrable to other countries due to its social-pedagogical approach.

Target group of the project NORTE JOVEN consists of young people coming from dysfunctional families with financial and social difficulties, who have left the educational system and do not have basic training.

The goal of the project is to promote the socio-occupational integration of disadvantaged groups through cultural and professional training.

This is an independent and autonomous programme carried out by a non-profit organization. Nonetheless, the programme goes in line with current politics of the European Union, Spanish Ministry of Health and Social Policies, and the Community of Madrid, as we see in the following examples:

There can be discerned the following specific objectives of the program:

- To offer personal, material and technical resources for the beneficiaries' learning of the job
- To promote access to the diverse sociocultural and working environment
- To promote personal and social development
- To prevent risk behaviours, racism, addictions, gender violence and infectious diseases
- To sensitize the society at large

Norte Joven has a comprehensive intervention approach that encompasses the following aspects:

- Training in professional workshops targeted to provide vocational qualification and approved by the Regional Employment Service of the Community of Madrid, where people acquire the knowledge and skills of a particular job.

- Cultural training, providing the basic training to get the qualification for the Obligatory Secondary Education (ESO is the Spanish acronym). The centres are authorized by the Secretariat of Education (Consejería de Educación) as Adult Education Centres.

- Personal and social development integrates training to acquire the necessary behaviours and skills for the adult autonomous life, as a basis to exercise social and work responsibility.

As the programme is run by NGOs and an additional offer we see no obstacles for transfer.

### ***Lithuania:***

The target group of apprenticeship courses (for unemployed youth offered by the employment vocational training centres [darbo rinkos mokymo centrai]) is unemployed people, especially the unemployed youth without any vocational qualification or in the need to change or update possessed qualification in order to be employed. There is no precise statistical data about the number of trainees in these courses. Each year, about 7000 young people (from 16 to 29 years) acquire vocational qualifications in the employment training centres. In 2010 there were about 17000 trainees in the all 11 employment training centres. Most of them – 6000 were trained with the public funding, while 5000 were trained with the funding of employers.

Employment vocational training centres were established to cope with structural unemployment in providing the vocational training to unemployed seeking to equip them with competences and qualifications needed in the labour market. Seeking to ensure high quality vocational training for unemployed and preparation of skilled workers needed in the labour market, 4 such employment training centres (in Vilnius, Šiauliai, Panevėžys, Klaipėda) started to implement the ESF funded project »Apprenticeship vocational training in the employment training centres« in 2013. According to this project they are developed and offered to young unemployed people not engaged in any form of education and training (16–29 years of age) apprenticeship schemes in the sectors of construction, construction mechanics, transport and services. There will be signed tripartite contracts between the young unemployed people, employment training centres and enterprises which will regulate rights and responsibilities of parties in the apprenticeship schemes. Employment training centres provide theoretical training and basic practical know-how, whereas enterprises ensure provision of practical training. After the graduation of the training scheme, trainees receive a certification of the acquired qualification or competences. In this project it is planned to train 900 persons until 2015. Apprenticeship schemes for young unemployed carried out by employment training centres of Lithuania are quite easily transferable to other countries due to the following reasons:

- The scheme is based on simple organisational and institutional structure with clearly divided roles and responsibilities between stakeholders. Theoretical training can be provided by any initial VET school or training centre, whereas practical training - by the enterprises.
- This scheme provides short-term apprenticeship training thus reducing the administrative and financial burden to the state and stakeholders.
- The training in this scheme is funded from the EU structural funds and national budget. Therefore implementation of this scheme does not require complex co-funding mechanisms and structures.

#### **4. CONCLUSIONS AND NEXT STEPS**

The conceptualisation of socially disadvantaged youth, the challenges of the national VET-systems and the general willingness and kind of measures to overcome the situation showed unexpected similarities between the countries Italy, Germany, Spain and Lithuania.

Unfortunately the threats and challenges also are quite similar: Poor funding, short time measures and no or low standards in curricula and pedagogical paradigms and methods are characteristic for most of the countries respective cases.

Research revealed a big difference on the level respective sustainability of policy making, ranging from nation-wide, frequently updated laws and recommendations in Lithuania to regional, traditional (due to the involvement of many stakeholders) policies and approaches in Italy.

But most measures were considered to have a high potential of transferability on the macro-level (in terms of structure, organisation and involvement); next step of the project will be an in-depth analysis of what exactly could or should be transferred in terms of organisational and pedagogical aspects. Additionally, the content will be taken into account, what kind of learning and working activities in which activity fields are suited for the target group?

Basing on 3 manuals<sup>11</sup> on

- how to describe activity fields of a profession resp. measure,
- how to decide, whether a field is suited for socially disadvantaged and
- how to analyse concrete learning stations,

work processes with a high potential of integration of socially disadvantaged youth will be identified and described.

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<sup>11</sup> Available on <http://www.sodapprent.eu/>.

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