

THE EDUCATION – TRAINING – WORK & EMPLOYMENT CONTINUUM

IN DEVELOPMENT COOPERATION

VOLUME I

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LIST OF FIGURES AND TEXT BOXES

FIGURES

Figure 1:2

TEXT BOXES

Box 1:.....6

DOES A CONTINUUM OPEN TRANSFORMATIVE PERSPECTIVES FOR THE RE-INTEGRATION OF THE EXCLUDED FROM EDUCATION, TRAINING, WORK & EMPLOYMENT? FIRST EVIDENCE FROM THE FIELD

FOREWORD

Using the notion of continuum¹ implies discontinuities between constituting entities, regardless of the scope. This Study hypothesizes that these discontinuities create all kinds of problems in the fields of Education, Training and Work & Employment if they are not embedded in a continuum - the assumption being that these discontinuities create and reinforce Exclusion and Inequality for the Excluded (out of school, drop out youth; youth without vocational training/employment opportunities; unemployed graduates; youth and adults without basic education). The Continuum should allow these Excluded to “travel” in any component of the Continuum at any time and in any order. It means that they have the open possibility to acquire values, skills and knowledge proposed by the multiplicity of public and private stakeholders belonging to the Continuum.

It consequently supposes that the Capabilities acquired during their “journey” are recognized after any further “stop overs” in the three fields of the Continuum. The objective is to allow the (re)inclusion/integration of people who are not in a position to face alone with their limited means (educational/financial/social capital), the challenges and constraints of globalisation. Only strong public policies, implemented by public and/or private bodies, can propose and implement on a large scale such a Continuum.

This reflection is timely, as similar themes appear in the SDGs with intended interactions between Goals 4 (Quality Education), 8 (Decent Work and Economic Growth) and 10 (Reduced Inequality).²SS

The following simplistic figure summarizes the perspective proposed in this Study:

¹ We use the word continuum and not sector as the latter implies the notion of silo, and hence does not reflect the interactive dimensions of a continuum. The Education, Training, Work & Employment Continuum will be referred to as “the Continuum” (with a capital C). We shall use Sector for Education, Training and Work & Employment when interactions between them are absent.

² The core of the 2017-2020 SDC Strategy for Education explicitly articulates Basic Education with Vocational Skills Development (which is not yet reflected in the presentations of these two fields on the SDC site).

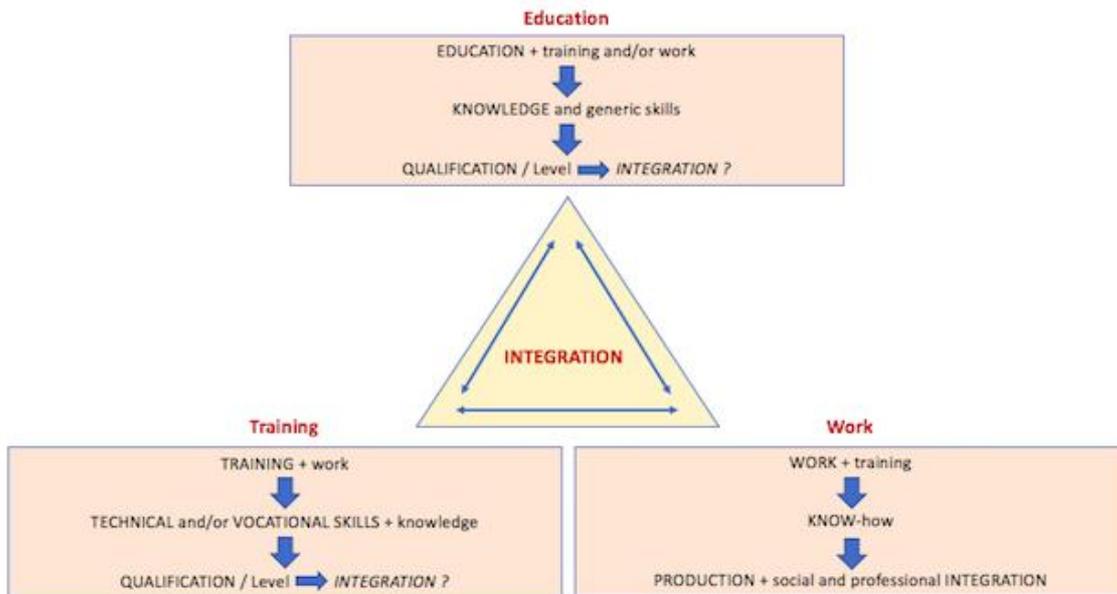


Figure 1: Schematic representation of the Continuum

The objective of this Study is to generate evidence around a Continuum perspective, through the presentation and analysis of five selected development cooperation projects run by RECI members, that might be considered to qualify as an Education-Training-Work & Employment Continuum. To this aim, the projects serve as case studies, analysed in order to develop interactions between action and reflection, draw lessons that might be used for further assessment and/or development of the presented project, and offer food for thought to actors interested in these fields.

RECI members know from experience that implementing a vision like the Education-Training-Work & Employment Continuum is difficult. Each of its constituting fields is embedded in institutions, norms and processes that tend to enclose it behind the walls of a silo with its own financial, political and technical constraints, and which is itself inclined to become a self-protecting bureaucracy.

The presented case studies aim to:

- Identify discontinuities between the Education, Training and Work & Employment fields, each field being formal or non-formal;
- Point out the steps towards achieving a Continuum, based on self (RECI members) and external (RECI Continuum Project team) analysis, reflecting on some lessons learned from these varied experiences and identifying difficulties and progress;

- Suggest innovations in order to find ways of bypassing the problems stemming from the identified discontinuities – especially Exclusion and Inequality;
- Identify potential paths to reach the main objective of the Continuum, i.e. the socio-economic re-integration of children, youth and adults affected by the lack of continuities between the fields of Education, Training and Work & Employment;
- Open a reflection on the evolution of the notion of Continuum in the context of the debates on the future of Work, Training and Work & Employment as well as on the Life Long Learning approach.

METHODOLOGY

This study may be considered as an experiment: the exercise proposed that RECI members open a debate on the missing links/interactions between the Education, Training and Work & Employment silos, which often prevent the development of a Continuum, by tapping into their own experiences and knowledge. This experiment might be successful because in analysing their own projects, members are faced not only with the grey areas that stem from the tangible, but also with informal overlapping of the three fields of Education, Training and Work & Employment, and with the specificities of each field. This study will primarily focus on exploring the innovative and transformative potential of developing further interactions between some of these grey areas.

Given the complexity and diversity of the case studies, it is out of scope to build a “model” that would identify the concrete objectives, strategies and policies that should be put in place in order to take advantage of a Continuum perspective. Likewise, the Study is not aiming at some kind of “ranking” between projects. In a bottom-up perspective, it aims solely at sharing experience and knowledge between the RECI members who had declared their general interest in the topic, had enough time and data to feed the analysis based on one of their projects, and who were ready to make these available for a selection by the RECI Project team.

This selection was based on the more or less extended degree of proximity of all the RECI members’ projects with an “ideal” Continuum, as provisionally defined by the Project team. This proximity was assessed on the basis of the

presentation of the members' projects on their websites and activity reports. The main criteria consisted of the presence of a minimum of two of the three fields (Education, Training, Work & Employment) in the project, and the potential presence of further concrete socio-economic (re-)integration instruments. A strong potential innovative/transformational dimension was an additional subjective criterion, added in the project for its own sake or as a complement to other ones (e.g. professional orientation, income generating activities). The elaboration of the case studies was based on a written questionnaire filled in by the RECI members, followed by face to face interviews conducted with the representative(s) of the selected projects. The final versions of the case studies were submitted to the concerned members for validation. This selection process resulted in five projects serving as case studies.

Three Northern-based projects were selected, under the idea that a knowledge and skill cross-fertilization process could develop from the blurring of the "North-South" ideological divide they illustrate, for instance in terms of the development of Exclusion and Inequality all around the world. This perspective is important at a time when one might fear a return of the one-way transfer / "export" of knowledge, models and skills from the North to the South. Though these terms are contested, we shall nevertheless make use of them for reasons of facility.

The first work phase ran from September 2018 to March 2019 and focused on building the case studies as well as reflecting on these experiences (Volume I). This phase included an extended consultation on the different drafts of the Study with the concerned RECI members. In parallel, a separate Volume II³ was produced as a Tool Box, detailing the methodological and conceptual perspectives used for the analysis of the case studies in Volume I.

The second phase (June 2019) consisted of a broader consultation with stakeholders in Switzerland - such as development cooperation organizations active in the fields of Basic Education and Vocational Skill Development, representatives from the worlds of Education, Training, Work and Employment, IOs, think tanks and academia. A workshop was held to discuss the final drafts of the Study. The objective was to collect reactions from these organizations and to stimulate interest for other organizations to analyse the

³ The Annex presents the Rationale and Table of Contents of this Volume II.

ways they tackle their own policies/programmes/projects through the lens of the Continuum.

Rising from these consultations and analyses, a progressive cross-fertilization based process for capacity development could then contribute to the creation of a core knowledge and skills package about the Continuum, which could be used by RECI members as well as by development cooperation organizations focused on the three fields of the Continuum. However, this objective has to be put in a broader perspective, as the information, opinions and analysis developed in this Study mostly reflect the approach of a specific category of stakeholders, i.e. the ones based in the North involved in development cooperation in the South – even though they did their best to convey the target groups'/participants' visions, analysis and perspectives about the Continuum.

That is why the Project team recommends a further exploration of the meaning and reality of the Continuum for the projects' participants in the “field” should be engaged, in order to have a larger panel of evidence for relevant decision-making – both North and South.

A final word of thanks to the following representatives of RECI members organizations for their commitment and inputs to this Study, as well as that of their colleagues and/or partners at country level: Rob van Hout, Berry A. Kralj, Michele Renaud and Zlatan Savić (Caritas Switzerland), Myriam Gallio (Enfants du Monde), Tengandé François Niada (Helvetas Swiss Intercooperation), Corinna Borer (Zurich University of Teacher Education, Department of International Projects in Education), Martina Fleischli (Swiss Federation for Adult Learning), and Ira Amin (Vivamos Mejor).

Box 1: Highlights and Suggestions for each Case Study

The presentation of each case study is followed by a list (Points X.3) of key features of the national context and of some elements of the project. Light will be shed and suggestions made – by the authors - on the selected features and elements, as they resonate with some of the key characteristics of an Education-Training-Work & Employment Continuum that are presented in Volume II (Tool Box). The proposed suggestions and highlights should neither be considered as evaluative nor to implicitly refer to an “ideal type / one size fits all” vision of a Continuum, but rather to allow the reader to draw lessons, cross fertilize the knowledge the projects bring in and develop specific relevant visions/scenarios.

The tools from the Box will be further used in Point X.4 of each chapter, to start scaling up the knowledge from each project. This will also provide an opportunity to check the degree of (un-)usefulness of these instruments as well as proposing new ones – especially at a time when the components of the Continuum are rapidly changing in an unpredictable world, potentially leading to revisit the Continuum notion to put it in a Life Long Learning perspective.

The considerations presented in points X3 and X4 of Chapters 1 to 5 will be covered in Chapter 6.

CHAPTER 1: BOSNIA AND HERZEGOVINA

Organisation: Caritas Switzerland

Project: Inclusion of Roma via Education, Employment/
Employability and Socio-economic Support (2017-2019)

1.1 BRIEF DESCRIPTION OF THE PROJECT

CONTEXT

From the end of the armed conflict and the first reconstruction activities in 1995, Bosnia and Herzegovina (BiH) went through a period of steady growth, halted by the global financial crisis that led to a period of stagnation between 2008 and 2012. The country underwent a modest recovery in 2013, followed by a series of natural disasters in 2014, when floods and landslides resulted in devastating impacts on the country's population and infrastructure.

At present, BiH faces major socio-economic challenges with extremely high unemployment rates, especially for youth. According to the ILO⁴, figures for 2017 show that the overall unemployment rate reached approximately 20.5%, while youth unemployment (aged 15-24) hit 45.8%. In 2014 and 2015, this rate peaked at nearly 63%. The share of youth Not in Employment, Education, or Training (NEET) in 2017 was estimated at 24.3% of the total youth population.

BiH has a complex governance system, with several levels of political structure arising from the signature of the Dayton Agreement in December 1995. The country is composed of two constitutional and legal entities, the Federation of Bosnia and Herzegovina and the Republica Srpska, as well as the self-governing Brcko District. The entity Federation BiH is divided into ten cantons and further into municipalities. The entity Republica Srpska has a different and more centralized structure.

The project under consideration is being implemented in the cantons of Sarajevo and Zenica-Doboj, both part of the Federation of BiH. In the Federation, the Ministry of Education exists at the entity level, but the main responsibility for compulsory and tertiary education — including budgeting and financing, management and curricula — lies with the cantons.

⁴ ILO Stat, Country Profile: Bosnia and Herzegovina, <https://bit.ly/2QrL50x>

Professional education in BiH takes place in professional schools and is mostly theory-based. As a result, many graduates are missing the necessary practical skills to find a job.

Minorities face persisting structural discrimination in employment, education, and representation. Roma are considered one of the most vulnerable groups and are subject to widespread discrimination in all spheres of life. Almost 80% of Roma children live in poverty, and their level of school enrolment is significantly lower than the national average⁵. Nearly 60% of adult Roma are unemployed⁶ and many have a low level of professional expertise. BiH has taken part in the international intergovernmental initiatives “Decade of Roma Inclusion 2005 – 2015“, and the “Roma Integration 2020”⁷, through which governments were obliged to guarantee funds for better living conditions of Roma.

Roma parents migrate frequently to other countries or seasonally within BiH to seek asylum, for begging or for temporary work opportunities. During these longer absences families usually also take their school aged children with them, even in the middle of the school year. The children’s longer-term absence from classes and also from exams often doesn’t allow them to attend the following school year.

Caritas Switzerland (hereinafter Caritas) has been present in BiH since 1993, originally providing humanitarian assistance during the conflict, then shifting to a more development and cooperation-style approach. The organization is well known and has earned a certain reputation, mainly for long-term pillar activities in agriculture, education and income generation, and more recently with projects tackling climate change.

MAIN OBJECTIVES AND BENEFICIARIES OF THE PROJECT

The project “*Inclusion of Roma via Education, Employment/Employability and Socio-Economic Support, 2017-2019*” is the continuation of a project launched in 2010 to improve the educational situation of Roma in the country. It builds upon a well-established approach for the inclusion of Roma

⁵ <https://www.caritas.ch/en/what-we-do/worldwide/country-programmes/country-programme-of-bosnia-herzegovina.html>

⁶ UNDP factsheet: <http://www.eurasia.undp.org/content/rbec/en/home/library/roma/regional-roma-survey-2017-country-fact-sheets.html>

⁷ <https://www.rcc.int/romaintegration2020/pages/4/roma-decade-and-the-eu> AND <https://www.rcc.int/romaintegration2020/home>

and other vulnerable groups in BiH through the provision of quality primary and secondary education, vocational education and training (VET), employment and socio-economic support.

In terms of needs, Caritas identifies beneficiaries by going to municipalities where there is a clearly identified marginalized group belonging to the poorest strata of the population. This is in line with Caritas' vision to eradicate poverty. The project mostly targets Roma families but is also addressed to other vulnerable groups.

The overall goal of the project is to enhance socio-economic inclusion of Roma into the Bosniak society. To this aim, the project is looking to reduce the gap between Roma (and other vulnerable groups) and the non-Roma majority population through the promotion of equal access to quality education and employment opportunities. The project is directed to three target groups: the schooling part of the project targets pupils from elementary (aged 6-15) and secondary schools (aged 15-19), while the VET part of the project targets adults. Additionally, the project capacitates teaching staff, Roma mediators and social workers involved in the project's activities.

The schooling part of the project is implemented in seven schools - five elementary schools and two secondary schools - in the Cantons of Sarajevo and Zenica-Doboj. It also includes the monitoring of eight primary schools from previous project phases. The focus is placed on increasing enrolment of vulnerable children in elementary and secondary schools, while paying particular attention to the transition from elementary to secondary education and early orientation for later professional education. After having finished school, the beneficiaries should be in the same position as other children, and have equal chances for accessing the job market.

The idea is that besides academic skills they will also have acquired new social skills that will empower them and enable them to interact with the majority of society in a meaningful way. Support is mainly provided through scholarships, additional tuition classes, professional orientation training, provision of school material, and provision of food and hygienic packages for the most vulnerable families.

The VET part of the project is aimed at young adults without a professional education or who cannot find jobs in their field of education. Opportunities for

accessing the labour market are created through support in prequalification and provision of certified practical trainings.

For a better outreach to the targeted Roma households and their community, Roma mediators and social workers are working in close cooperation with the collaborating schools. Being usually ethnic Roma themselves, the mediators are well familiar with these communities and understand their needs. They facilitate communication and exchange between the different stakeholders involved: they help to build trust, mediate conflicts, raise awareness for the importance of schooling and address socio-economic challenges within certain families. They also address particular issues that might prevent school attendance – such as missing civil registry documents or insufficient hygiene practices at home. A campaign for raising awareness on human trafficking has also been included in the project, as children of vulnerable families are particularly prone to become victims of criminal activities.

While various groups are facing discrimination in BiH, discrimination against Roma may be the most frequent and visible. But a midterm evaluation of the project demonstrated that the activities implemented had significantly contributed to enrolling and retaining more Roma students in the schooling system. As a result of the additional classes, students' self-confidence had increased and they achieved higher grades. Parents' attitudes towards schooling had become more positive and cooperation had improved.

PARTNERS

Caritas implements the project with two local NGOs:

- Center for Educational Initiatives Step by Step in Sarajevo Canton
- Association for Development LEDA in Zenica-Doboj Canton

In addition, the following stakeholders are involved in the implementation of the project:

- State level: Ministry for Human Rights and Refugees;
- Cantonal level: Ministry for Education, Science and Youth of Canton Sarajevo and Pedagogical Institute Sarajevo, Centre for Social work of Canton Sarajevo; Ministry for Education, Science and Culture of Zenica-Doboj Canton and Pedagogical Institute Zenica-Doboj Canton;

- Municipality level: Partnering schools and other institutions such as Centre for Social work of Zenica, Centre of Social work of Kakanj, Centre of Social work of Zavidovići.

1.2 THE PROJECT THROUGH THE CONTINUUM LENSES

CONNECTION BETWEEN EDUCATION, TRAINING AND WORK

The notion of Continuum can be illustrated at different levels within the Caritas project. The first one is within the schooling itself. One of the project's goals is to have higher enrolment and reduced drop-out rates of Roma pupils. To this aim, a special focus is put on kids who dropped out, but who are ready to attend school again. Through collaboration with the directors of the schools, and based on national and state legislation, they try to find the best solution to re-enrol children and, after re-enrolment, to provide students with support to catch up, such as additional tuition lessons.

Social workers and Roma mediators also provide assistance with getting to know the school environment and to enhance the children's understanding of their rights and responsibilities as students. This could be defined as an "intra-school Continuum", aiming at securing for all children the best conditions to progress in the Education - Training - Work & Employment track.

A second layer looks at improving the employability of the target population. The term employability refers to the pre-conditions allowing for future employment. In the regular schooling system, the approach is to provide holistic support to keep Roma children and children from other vulnerable groups in education, to facilitate the transition to professional training and to support them in finding an employment afterwards. Parallel to this, the Roma mediators and partnering NGOs pay close attention to what is going on in the municipalities. For instance, if there is a young adult who has returned or been expelled from a "Western" country they will seek to include him/her into the regular school system, VET formal or non-formal activities, or other ongoing activities – reflecting the high level of flexibility between the different components of the project.

Finally, the notion of Continuum is envisaged in an integrated approach that goes beyond the project. Caritas seeks to make its activities interact and avoid functioning in silos. One specific example here relates to the VET part

of the project. One of Caritas' flagship activities in BiH is the support for smallholder farmers. Without going into too many details, this income generation project initially targeted the most marginalized strata of society in structurally weak regions of BiH and regions that had been particularly affected by the armed conflict.

The logic had been to identify a sector of activity that could not be replaced by automation and which did not require much input in terms of resources. The choice fell on the cultivation of raspberries as soil conditions were good, it entailed manual work that could not be replaced by mechanization, there was no need for education and it offered the possibility to train people in a very short time, and to secure a relatively good income with relatively small input. The project started small, targeting the poor. It succeeded in creating more than 2,000 jobs, and has now become a business project whose initial beneficiaries have become small entrepreneurs.

Production of pickled cucumbers, which follows the same logic as berries, has been developed. However, the Roma population has not benefitted from this project to date. One attempt was made but had to be aborted rapidly. So, Caritas' idea now is to look into possible ways to engage the Roma families most in need in the project. About eight beneficiaries have been engaged in the production of pickled cucumbers since 2017. This example illustrates how a project addressing Exclusion of a vulnerable group can be envisaged through education, skills development and income generation components. It is a way to concretely connect the beneficiaries with the producers for their training, and then employment, in order to relate the "world" of work with the education and VET "world".

Here we need to emphasize that these different layers are functioning in parallel. It is not necessarily the same children who benefit from the various components that are included in the project. This is not a closed approach: pupils and young adults can enter and exit different components of the project, depending on their life situation. It happens that some families suddenly leave, and nobody knows where they went, not even the Roma mediator. Tracer studies and monitoring data exist and help Caritas to keep track of figures⁸.

⁸ Keeping track of children and youth trajectories is not always possible. In practice, the school management is not always familiar with the reason why an individual child left school. This happens when parents just decide to leave, and with the lack of conscious about the child's future, they don't think it is necessary to explain why and

Furthermore, Caritas recently added an additional Continuum component by launching a preschool education project with the objective of preparing children from vulnerable Roma families for entering school⁹. By adjusting to the mobility dimensions of the Roma population life, the project reflects the Life Long Learning dimension of the notion of Continuum: it allows beneficiaries to (re-)connect to education, training and/or work at any time. This is a significant difference from the linear vision that imposes the progressive passing from education to training and work as a pre-condition for quality and efficient employability.

GOVERNANCE / SCALING UP / SUSTAINABILITY

The project fosters cooperation between the above-mentioned ministries, the cantonal and municipal centres for social work, the pedagogic institutes, the municipal services and the targeted schools. At the national level, Caritas has developed a solid working relationship with the Ministry for Human Rights and Refugees over the years. This cooperation translates into two elements: the Ministry has become a co-founder of Caritas project, and Caritas is consulted in the process of drafting national action plans for the inclusion of Roma, by receiving and being able to comment on the drafts. This situates Caritas not only as a provider of aid and assistance, but also as an actor in advocacy and policy work.

At cantonal and municipality levels, the project foresees the inclusion of the position of Roma mediator in the schools' staff structure and payroll, as an integral part of the Cantonal Pedagogic Standards. The Memorandum of Understanding with the cantonal authorities planned for an initial financing of the Roma mediators by Caritas, with the idea that the local authorities would then take over the financing by including the positions into their staffing plan.

This was the initial exit strategy for a sustainable enhanced participation of Roma children in the Bosniak school system. However, some mediators are established and are in the payroll of the cantons but not all, and not in the numbers Caritas had expected. Moreover, the positions of mediator are provisioned on a yearly basis, which is rather inefficient as the process has to start again each year. One reason to explain this deficiency is the impact of the financial crisis on both the state and cantonal budgets.

where they are going. They also don't inform centers for social works. Roma mediators and project social workers then go to the field and try to find reasons for drop-out from school.

⁹ Primary Education for all Children (PEACH), launched over the summer of 2018.

However, the positions have been re-introduced in the new Education National Strategy and in the revised Action Plans on Educational Needs of Roma in the Cantons of Sarajevo and Zenica-Doboj. Caritas has strongly advocated for these positions as they are key in improving the inclusion of Roma. Furthermore, once these plans of actions are adopted, they should be framing the municipalities' — as well as Caritas' — actions. In fact, one of the first obstacles in terms of governance and sustainability is to transform political will into concrete actions, and not only as declaratory will. Municipalities and schools where mediators have been included in the planning and payrolls show that some cantons/municipalities are really invested in the project and want to succeed.

1.3 LESSONS LEARNED, QUESTIONS AND HIGHLIGHTS

NATIONAL CONTEXT ISSUES PERTAINING TO A CONTINUUM

- Natural disasters, armed conflicts
Highlight: In spite of the importance of Education and Training for the development of a country, these fields are often neglected in crisis/ disaster contexts, as they are considered low priority compared with survival issues → Necessity to be innovative!
- High youth unemployment, including an important share of NEETs
- Child poverty and discriminations (not only Roma)
- Parents and children migration and mobility (not only Roma)
Highlight: Mobility is a universal problem, for which LLL is becoming one potential answer.

KEY SPECIFICITIES OF THE PROJECT

- Project builds on lessons learned from a previous project
Highlight: Projects with expected interactions between components are even more lengthy and complex to put in place and manage than «block» projects. Hence the relevance of building on lessons learned.
- Decentralized governance (Cantons) of compulsory education
- Title of the project clearly reflecting an integrated Continuum perspective with an explicit socio-economic dimension.

RELEVANT INNER CHARACTERISTICS OF THE PROJECT

- Identification of target groups through needs analysis, including for dropouts

Suggestion: Would be useful to detail whether it is an analysis of the aspirations or of specific demands from the “target groups”

- Social and confidence skills building
- Promotion of equal access to education and training programmes as well as to employment opportunities
- Transitions possible between primary and secondary education & TVSD
- TVSD for young adults’ prequalification

Highlight: Education-Training organizational continuum as a subcomponent of a Continuum ► building blocks for next steps

- Market analysis in view of proposing appropriate vocational skills for non-automated economic production

Suggestion: Developing an income generation dimension would be an interesting perspective, for the sake of youth integration and/or self-financing of the project

- Flexibility/Mobility for entering and exiting the project’s components according to life situations of children and parents (Life Long Learning perspective with tracer studies as monitoring instrument)

Suggestion: As flexibility and mobility are becoming universal issues, it would be useful to draw lessons that could be transferred from the project to situations that tend to be the rule for the majority of people.

- Capacity development (CD) of local agents (Mediators) ► influence on parents’ and communities’ attitudes

Highlight: CD of local/national staff is a key success element for any project

IMPORTANCE OF GOVERNANCE, SCALING UP, SUSTAINABILITY

- Ministry of Education is now co-founder of the Project with Caritas for advocacy and policy work
- Mediators are now in Cantonal Pedagogic Standards

Highlight: Reflective of a relevant scaling up perspective dating from the beginning of the first project in 2010

- Some TVSD activities are now certified

Suggestion: As certification is usually the first step towards official recognition, some scenarios for mid-long-term Recognition of Prior Learning (RPL) would be an asset.

- Developing financial crisis in the country

Suggestion: As the return of a financial crisis might be expected, some self-financing possibilities would be interesting to further develop and combine a) through diaspora remittances? b) with private national resources? c) with private international resources?

KNOWLEDGE PRODUCTION

- Tracer studies

Highlight: Costly, but with more dynamic medium-long-term perspectives than the ones provided by an impact evaluation

1.4 STRATEGY AND POLICY DIMENSIONS: LOOKING FORWARD

REDUCING DISCONTINUITIES AND DEVELOPING INTERACTIONS IN A CONTINUUM: VIA A PROJECT OR A PROGRAMME?

Reducing discontinuities and envisioning an evolving perspective for the interactions between the actors of a Continuum – be they from its stakeholders “Offer” side (e.g. the state) or from the beneficiaries “Demands” side (if any, e.g. disadvantaged youth) – needs quite some time to kick-off, because of the heaviness of the discontinuities between the numerous structures, stakeholders and processes involved in a Continuum.

Consequently, having clear global objectives in that direction as well as some open-ended scenarios for the evolution of these objectives – including an exit scenario – is the base line for potential success. That is why the progressive qualitative and quantitative development of interactions between the components of a multi-faceted Continuum is a challenge: this challenge can be better dealt with through a Programme – a term that reflects the potential flexibility that a Project usually does not allow. Such a perspective questions

the Project approach that “traditional“ development cooperation organizations have been using for decades.

EXCLUSION, INEQUALITY AND THE CONTINUUM: FROM THE “SOCIAL” SILO TO AN INTEGRATED SOCIO-ECONOMIC PERSPECTIVE?

Similar to Education, we cannot narrow down the Continuum objectives to a “social” self-standing issue linked to Exclusion and Inequality. The Continuum should rather be grasped as a set of interconnected national and even transnational economic, political and value-related variables.

The attempts of educationists, between the 60’s and 90’s, to build some “Education and Training +” Continuums (See Tool Box) with some Work & Employment related appendices in order to tackle Inequality, did show a limited impact on socio-economic integration — of youth for example. It has taken some time before these same educationists started acknowledging the relevance of opening their reflection — by conviction or realism — towards socio-economic realities. While on the other side, it seems even more difficult for business to open up to consider education from a broader perspective than the general education-related “soft skills” buzz words. Reflecting and acting in terms of a Continuum can’t be done without including the ongoing debate of the excessive (according to education) or insufficient (according to business) “vocalization” of societies.

ARE INCOME GENERATING ACTIVITIES THE APEX OF THE CONTINUUM?

An illustration of the previous debate about the “vocalization” of societies lies in the recurrent emergence of projects, programmes and policies aiming at integrating — from the outset — Work & Employment in one or two of the other fields of the Continuum (Education, Training). This approach is different from the ones which consist of putting in place some transition instruments aiming at creating interactions between the Education, Training and Work & Employment fields as a reaction to the problems stemming from the silos these fields are locked in.

In the field of Education, quite a few countries in the “South” have developed ambitious projects such as School Production. They consist of workshops or gardens aiming at combining general education (from primary level) with basic trade or agricultural skills.

In the field of Training, the dual/alternated training systems are based on variable shares of education/training and work (with more or less employment type income generating activities – for trainee and/or production unit/training centre).

In the field of Work, depending on the national TVSD governance policy in which they are embedded, some “modern” firms develop their own Training/Education facilities in different financial/technical public/private partnerships.

A common point between these scenarios lies in their never-ending balancing between an education/training perspective focused on the learner’s needs and the increasing concerns for the financing of education/training.

CHAPTER 2: COLOMBIA

Organization: Vivamos Mejor

Project: Education, Work and Peace: Promising opportunities for young adults in Soacha

2.1 BRIEF DESCRIPTION OF THE PROJECT

CONTEXT

With the signature of the Peace Agreement in November 2016, Colombia took a large step towards ending an internal conflict raging for over 50 years. It is estimated that the armed conflict has produced over seven million internally displaced persons (IDPs)¹⁰, the majority of them displaced from rural areas to urban environments. Despite its classification as an upper middle-income country, Colombia is a highly unequal country as shown by its Gini coefficient of 50.8 (2016)¹¹. According to the ILO, the unemployment rate as a percentage of the total labour force stood at 8.9% in 2017, while youth (aged 15-24) unemployment stood at 17.8%¹². The share of youth not in employment, education, or training (NEET) in 2017 was estimated at 21.8% of the total youth population, fuelling consistent problems with gangs and drugs.¹³

The project is implemented in the municipality of Soacha, neighbouring the capital city of Bogotá. Soacha's population is characterized by a large percentage of inhabitants living in extreme poverty, and the highest percentage of IDPs in the department of Cundinamarca¹⁴. Figures indicate that the local unemployment rate reaches 15.4%, clearly over the national average, while approximately 59% of the employed population work in the informal sector¹⁵. Young adults aged between 14 and 29 represent the majority of the population, but estimates show that only 33% of young adults have access to public education, and the majority do not continue further

¹⁰ <http://www.internal-displacement.org/countries/colombia> (end of 2017 figures).

¹¹ <https://data.worldbank.org/indicator/SI.POV.GINI?locations=CO>

¹² ILO Stat, Country Profile: Colombia, <https://bit.ly/2RGNoNH>

¹³ Idem.

¹⁴ Figures describing the situation in Soacha are based on Vivamos Mejor's document.

¹⁵ Vivamos Mejor considers as informal any employment that doesn't include social security, that is not formalized with the state, and where workers do not fill any tax return documents (i.e. undocumented labour). Informal work can be for a company.

schooling. Soacha used to be an industrial centre and today the municipality has 10,446 registered companies, of which 35% have specific programmes for people with special needs. There is a clear potential for job opportunities in the municipality.

IDPs in Soacha live in a highly violent environment. They have experienced fights and violence, not only at their places of origin but also in their host areas. These are marginalized zones with high levels of violence and the presence of drug gangs. The project features a peace component mainly driven by the local partners, aiming at training young adults as “peace multipliers”. We chose not to address this point in the present case study as it does not strictly relate to the Continuum approach.

MAIN OBJECTIVES AND BENEFICIARIES OF THE PROJECT

The project is aimed at vulnerable young adults aged between 18 and 25 from the south-eastern part of the municipality of Soacha (communes 4, 5 and 6). These young adults either do not work at all, or work informally, which means that they do not have labour contracts nor social security, and earn a salary below the minimum wage. Many of them work as flying vendors or participate in waste and garbage activities, and at least 60% of them are registered as IDPs.

The project’s objective is to enable beneficiaries to access formal vocational education and training (VET), and then to help them get a job in the formal market to obtain at least a minimum wage and social security benefits. This project builds on the results of past projects implemented in neighbouring Bogotá¹⁶.

The project provides beneficiaries with one-year, tailor-made VET complemented by soft-skills trainings (SST), psychosocial support (PS) and integration into the formal labour market. The project takes advantage of the existing well-functioning Colombian VET system, which allows private institutions to issue state-recognized professional certificates¹⁷. VET offerings are defined and adapted each year to match with local labour market needs. In the current project phase, running between January 2018 and December 2021, 120 young adults will benefit from the integrated one-year VET, SST,

¹⁶ «Work for Internally Displaced Women» (2012-2014), «Vocational Training for Young People» (2014-2016), «New Perspectives for Young on the Run» (2015-2017), and «Fit for the Job» (2017-2019).

¹⁷ Through the ‘Servicio Nacional de Aprendizaje’ (SENA).

PS and LMP components, while 60 young adults will benefit from a shorter VET training (including SST, PS and integration into the labour market components), since some of the beneficiaries cannot afford to study throughout a whole year as they need to earn money more quickly.

The shorter crash courses are also complemented by SST and PS components and the beneficiaries receive support for job placement. Examples of such courses include security guard training and training in assistance to ambulance and hospital staff delivered by the Colombian Red Cross.

One feature of the project is its rather selective recruitment process, also due to financial restrictions. It starts with a local announcement. Young adults can then submit a form with their documents and motivations. This step is followed by an interview process and a visit to their families, to ensure they have the backing needed to help them complete the programme. In order to be eligible for the programme, beneficiaries must have completed secondary school, but would not normally have access to formal VET, so they can read, write and have the basic skills to enter VET. They also have to show their motivation to change their own situation.

Once they have completed the VET training, beneficiaries receive a nationally recognized diploma. They are directed to ASOCEDT, the local partner employment agency that will connect them with employers and support them into entering their first formal employment experience.

PARTNERS

The project is implemented by *Fundación Apoyar*, the direct partner of Vivamos Mejor in Colombia. The foundation is well known in the area of Bogotá and Soacha, and its work is recognized by the local population. The project is delivered in cooperation with a variety of local, national and international partners:

- Centro de Educación para el Trabajo y el Desarrollo Humano (CEDEP): private VET institution providing VET training and nationally recognised certification.
- Servicio Nacional de Aprendizaje (SENA): Business supported organization, implementation of soft-skill courses and workshops.

- ASOCEDT: Local social job placement agency in charge of the portfolio of companies that will provide first formal employment opportunities to the beneficiaries.
- Soacha City Youth Council: The municipal youth council is a consultative body to formulate and execute public policies at the municipal level.
- “Casa de Igualdad de Oportunidades”: A local structure from the Ministry for Women that runs workshops for participants about women's rights and sexual health and offers shelter in cases of domestic violence.
- Hospital Mario Yanguas: state hospital performing health checks and offering psychological therapies.
- “40 Mil Primeros Empleos”: The Ministry of Labour’s programme encouraging young adult’s work integration with the takeover of 6 monthly wages when a young adult with no work experience is employed.
- “Mesa de empleabilidad”: A mechanism where governmental institutions, UN bodies and civil society actors (including Fundación Apoyar) discuss labour integration policies for vulnerable young adults in Soacha.
- The Department of Economics of Universidad de los Andes and the Faculty of Business and Economics (HEC) of the University of Lausanne: Collaborating to conduct the planned impact study.

2.2 THE PROJECT THROUGH THE CONTINUUM LENSES

CONNECTION BETWEEN EDUCATION AND TRAINING

This project is aimed at young adults who have completed secondary education but who would normally not have access to formal VET. In addition to the schooling fees, one of the barriers the project seeks to overcome is the physical access to training facilities. The VET institute is located in the city centre of Bogotá, and beneficiaries do not have the financial means to commute. Moreover, they live in highly violent areas and it would be dangerous for them to go back home after class in the dark. Vivamos Mejor

negotiated with the VET institute to send their teachers to the project area, and to deliver the training in Soacha.

CONNECTION BETWEEN TRAINING AND ENTRY TO THE FORMAL JOB MARKET

The project works with one VET institute, the CEDEP — a private institute that normally delivers a wide range of training programmes. In the case of this project, only a selection of programmes is open to the beneficiaries. This selection is based on a market study performed each year by the social job placement agency ASOCEDT, under the supervision of Fundación Apoyar, to assess the kind of VET course that would bring potential job integration. Practically, the analysis is done through a review of the national labour statistics of the Ministry of Labour, as well as interviews with employers who already participate in the project as future employers for these young adults, in order to understand what their needs are and what skills they are looking for in employees.

Based on the assumption that the beneficiaries have experienced high levels of trauma, which may impede their ability to learn and pull through a whole year of VET course, and that young adults who do not have a future-oriented perspective may find it difficult to finish what they start now, the project provides psycho social support (PS). This is a concrete way to address potential trauma without going too far into the psychological aspect. This is done through the elaboration of a plan called Proyecto de Vida.

In this approach, beneficiaries attend workshops parallel to the VET course where they work on elaborating a five-year plan for their future. They work on soft skills issues, on their own competencies, on what they are feeling and on experiences they have gone through in order to set goals and identify means to achieve them. The objective of this component is to work on the beneficiaries' soft skills in order to be attractive for an employer. The partner providing the workshop is also engaged in expectations management, to ensure the plan will be realistic and consistent with the means and skills of each beneficiary.

To address the specific context and needs of post-conflict situation and IDPs, these interactions are complemented by the provision of courses on developing and strengthening the beneficiaries' soft skills, such as reliability and punctuality. Specialists carry out workshops where young adults discuss the issues of self-competence, social behaviour, feelings of self-worth and

dealing with negative feelings. Psychologists also identify participants who are not able to deal with their traumatic experiences and refer them to public institutions, Casa de Igualdad de Oportunidades or the Hospital Mario Yanguas, that offer one-on-one psychological support.

Once beneficiaries finish their VET course, they get their diploma and are referred to one of the project's partners, ASOCEDT. As a job placement agency with a social orientation, ASOCEDT works with a portfolio of companies where beneficiaries will be placed. The agency supports the young adults in their application and interview process. It is interesting to highlight that ASOCEDT was founded by a former beneficiary of one of Vivamos Mejor's projects out of her motivations to help young adults living in vulnerable areas.

As present in this project, the Continuum is not linear in the sense that beneficiaries also have the possibility to continue their studies after achieving their VET degrees, but on their own account. Yet, what the project provides is the first stepping stone into a first formal professional experience with a diploma and a work certificate at the end.

Monitoring data shows a high success rate of the project as over 90% of the beneficiaries have found a job where they stay at least for the first 6 months after completing their VET course. These achievements can be attributed to a range of factors including the thorough selection process of beneficiaries and the yearly job market analysis described above. It seems also that the strong integration and engagement of the project partners in the social and economic fabric of the area plays a significant role. For instance, if a beneficiary is not present, a follow-up visit is made to her/his family. No monitoring data is available to assess the evolution of the young adults in a longer term. While Vivamos Mejor is aware of some success stories, an impact study has been planned with the objective of examining the medium-term effects of their intervention, and identifying the decisive elements.

It is also important to underline the time factor in the Continuum approach of the project. The solid connection between training and work is a process that developed over time, based on the success of former (similar) projects implemented in the Bogota area since 2012. This resulted in a good visibility of Vivamos Mejor's projects and Fundación Apoyar's activities locally. What

they are currently missing is an entry point to become visible at national level.

GOVERNANCE / SCALING UP / SUSTAINABILITY

At local level, the project rests upon a well-functioning articulation of the main partners, ensuring an effective transition between the identification and selection of beneficiaries, the provision of hard-skills technical VET and job placement for a first 6-month entry job in the formal sector. In addition to CEDEP and ASCODET, Fundación Apoyar is well known in the area, has a good overview of the social and economic situation of the local communities, and the ability to build trust with the families and “enter their home”. It implements and monitors the project on the ground.

Lastly, Vivamos Mejor is currently looking at several aspects in terms of sustainability and scaling up. One option is to foster sustainability of the project through advocacy and lobbying at national level, as Colombia has put in place mechanisms and initiatives to support economic development and equal opportunities in the education and labour market.

A comprehensive cost-benefit analysis will be integrated to the forthcoming impact study with the aim of gathering sensible information for lobbying with policy makers. A second aspect is to ensure ASOCEDT’s financial independence through direct financial contributions from the employers, as Vivamos Mejor is still contributing to about 20-25% of their budget.

2.3 LESSONS LEARNED, QUESTIONS AND HIGHLIGHTS

NATIONAL CONTEXT ISSUES PERTAINING TO A CONTINUUM

- Internal conflicts with 7M of Internally Displaced Persons (IDPs)
- High level of inequalities (Gini coefficient: 50,8)
- Important youth unemployment (+ gangs and drugs)
- National policies for economic development, good opportunities for accessing education and labour market, recognition of certificates in VET

Highlight: Positive balance – for the time being – between negative trends and positive dynamics → a “dream story” from the Continuum point of view. At the same time, the unpredictable rapid changes that

societies are faced with make it necessary to develop “no harm” contingency plans and exit scenarios.

KEY FEATURES OF THE PROJECT

- Extreme poverty, importance of the Informal sector, 60% IDPs
Suggestion: Considering the economic and political importance of the “informal sector”, a strategic reflection on the going debate about the formalization of this sector would be interesting to share with all the project’s stakeholders
- Majority population not continuing in further education
- 10.000 companies offering 35% of their jobs as opportunities to population with special needs, such as for IDPs
Suggestion: An exploration with business’ partners, of the Corporate Social Responsibility that¹⁸ is developing in Colombia would be interesting to launch
- Project builds on lessons learned from previous projects in Bogotá since 2010
Highlight: Same multi-year pre-investment – same as in Romania – → good sustainability perspectives
- Title of the Project clearly reflecting an integrated Continuum perspective

INNER CHARACTERISTICS OF THE PROJECT

- Objectives: access to formal VET programmes for young adults who have completed secondary education but who would normally not have access to formal VET, and help to get a job in the formal market
- Selective recruitment: secondary education & motivation to change
- Selection of programmes based on job market analysis by placement agency
- Five-year individual plan for future elaborated by students (incl. expectations management)

¹⁸ Lindgreen, A., Córdoba, J-R., & Mendoza, J. M. (2010). Corporate Social Responsibility in Colombia: Making Sense of Social Strategies. *Journal of Business Ethics*, 91(S2), pp. 229-242. <https://link.springer.com/article/10.1007/s10551-010-0616-9>

- Facilitated physical access to training facilities
 - Highlight:** The spatial dimension of the Continuum, often ignored in projects' design → added value
- Provision of soft skills for IDPs (incl. training of Peace multipliers)
- Project = 1st steppingstone into formal prof. experience with VET diploma and work certificate
- High success rate (90% of beneficiaries found job) for 120 full program and 60 shorter program participants
 - Suggestion:** An interesting development would be to organise a mid-term tracer study on the next employment stages following the first job inclusion, in a life long learning perspective

GOVERNANCE, SCALING UP, SUSTAINABILITY

- Connection with employers via local partner employment agency
- Collaboration with private training programme providers
- Vivamos and numerous national partners recognized by local population
 - Highlight:** Good articulations and complementarities with public and private partners
- Necessity of increasing advocacy and lobby at national level to take advantage of above-mentioned national policies
- Necessity of ensuring financial independence through employers contributions

KNOWLEDGE PRODUCTION AND CAPACITY DEVELOPMENT

- Research dimension by Universidad Los Andes and Université de Lausanne (impact analysis)
 - Suggestion:** Assessing the scientific partnership between the two universities would allow considering some other relevant collaborations, that are important for the quality of such complex projects.

2.4 STRATEGY AND POLICY DIMENSIONS: LOOKING FORWARD

CAN WE UPSCALE A CONTINUUM, WHILE KEEPING THE RICHNESS OF ITS COMPLEXITY?

Developing a Continuum in a fragile context (armed conflict, drugs, violence, youth unemployment, ...) where, at the same time, stimulating economic situations are booming, social tensions (post-conflict, inequality, ...) are expanding and a vibrant civil society is developing, is a challenge.

This would have led in the 70's to an "integrated development" perspective. At that time, development planners, NGOs, and social engineers did try to conceptualize, outline and sketch "integrated development 2D projects" – many of them including participatory processes for demands and needs analysis as well as qualitative self-assessment instruments. Some projects of that type (e.g. in rural development) were run on different continents, but were difficult to put in place and to get impact because of the never-ending complexification of the picture, and therefore of these projects' objectives and means. More than 40 years afterwards, it seems that some Continuum programmes can cope with their embedded complexity as well as securing quality. Securing the same quality when scaling up becomes a policy demand which is a challenge that might put at risk the very nature of the Continuum notion.

BUSINESS AND THE CONTINUUM: A MUST, AN OPPORTUNITY OR A RISK?

Educationists have realized / accepted / bet / feared that business involvement in a Continuum was a necessity / must / challenge / threat, keeping in mind that the Continuum is depending on the interactions between Education - Training - Work & Employment.

For instance, Corporate Social Responsibility can either be understood by educationists as an opportunistic mantra for communication purposes, or the signal of a process of ideological change by Business (potentially with vested interests). In an opposite way, the same behaviours can be expected from Business vis a vis. Education, with Education being considered either an unavoidable evil or a human (capital) development instrument. Hence the importance of governance arrangements, which need to be progressively put in place in order to define the crossed interests of each (potential) stakeholder. This could lead to, step by step, defining management

instruments based on explicit compromises reflecting a minimum level of trust between actors, who could then accept what has been called, in Latin America, a mid-term Pact¹⁹.

THE CONTINUUM AS A COMPONENT OF A LEARNING CITY?

Four major phenomena are at work in the world today: cities are faced with a demographic boom, an accelerated urbanization (linked to demography and migrations), and an increasing level of poverty and of Inequality. Facing this situation, different initiatives have been taken, such as the UNESCO Global Network of Learning Cities hosted by the UNESCO Institute for Life Long Learning²⁰. This approach might be compared – to a certain extent – to the 70's integrated development perspective that was mentioned above, as today's Learning Cities perspective includes such concepts as equity, inclusion, decent work and entrepreneurship as well as the call on local and regional (educational) planning as an implementation instrument. These objectives reflect, with a “globalized” wording, the other side of the same objectives' coin as in the 70's – but mostly in reaction against problems and not so much as an action for “development”.

Today's difficult urban situations that are developing, especially for youth, on every continent and which are sometimes worse than in rural settings, are not yet sufficiently taken into account when reflecting on the Continuum. Lessons could here be drawn from the experience of the 70's rural “integrated” development.

¹⁹ Tedesco, C. (1997). *The New Educational Pact: Education, Competitiveness and Citizenship in Modern Society* UNESCO, Paris. <https://www.gcedclearinghouse.org/sites/default/files/resources/110663eo.pdf>

²⁰ <http://uil.unesco.org/lifelong-learning/learning-cities/learning-cities-and-sdgs-guide-action>

CHAPTER 3: NIGER

Organization: Enfants du Monde (consortium with Swisscontact)

Project: Alternative education programme for young people
(Programme d'Education Alternative des Jeunes - PEAJ)

Enfants du Monde and Swisscontact, the two organizations driving this project, are associated in a Consortium. At this stage of the study, the case study has been elaborated based on Enfants du Monde's perspective. Therefore, the below text focuses on the educational aspects of the project (textbooks, teaching methodology, training of trainers of education supervisors and teachers) that fall within the competency of Enfants du Monde.

3.1 BRIEF DESCRIPTION OF THE PROJECT

CONTEXT

Ranking at the 189th position in terms of human development²¹, Niger is considered as one of the world's least developed countries. The landlocked country has a history of political instability, natural disaster events amplified by climate change, and chronic food insecurity. The economy is heavily dependent on uranium export, while the majority of the population lives on subsistence farming and artisanal trade, mainly in the informal sector²². Its economy is characterized by low levels of diversification and competitiveness, and is essentially based on the primary sector. Parallel to this, Niger has a young population: 50% of the population was under 15 in 2018, and the fertility rate of 7.1 remains one of the highest in the world²³.

While significant progress in terms of access to education has been made in recent years, a substantial number of children remain out of school: the primary education gross enrolment rate grew from 56% in 2008, to 69% in 2012 and 75% in 2017²⁴. 2018 figures show a gross enrolment rate of 24% for secondary school, and 2% for tertiary education²⁵. The quality of

²¹ <http://hdr.undp.org/en/countries/profiles/NER>

²² https://www.ilo.org/integration/themes/mdw/map/countries/WCMS_170055/lang--en/index.htm

²³ <https://www.unfpa.org/data/world-population/NE>

²⁴ <http://www.hdr.undp.org/en/indicators/63206#>

²⁵ <http://www.hdr.undp.org/en/indicators/63206#>

education remains low: according to the results from PASEC²⁶, 85% of the students who completed primary school do not have the skills to read and understand texts. One might then hypothesize that many families and communities do not consider education as relevant to cope with day to day realities, so that a significant percentage of children have to contribute to economic activities of the family. Data from the Human Development Report 2018 estimate the percentage of child labour at 34.4%²⁷.

MAIN OBJECTIVES AND BENEFICIARIES OF THE PROJECT

In this context, the Alternative Education Programme for young People (PEAJ) aims at providing quality education to children and youth with no schooling at all, and early school leavers aged 9 to 14. The main objective is to set up an education that fits with the social and economic realities of the beneficiaries, and that will help them to rapidly (re)access the labour market. The project is implemented in the areas of Maradi and Dosso, where 200 Community Centres for Alternative Education for young People (CCEAJ) were established. Each of these centres can host about 30 students, mobilizing a total of 200 teachers who have all been recruited by the state and trained through national institutes.

The project endeavours to create pathways towards further schooling in formal education, access to vocational and training centres or entry to the job market, depending on beneficiaries age, capacities and expectations.

The duration of schooling within the CCEAJ varies according to the beneficiaries' background. Depending on their level and previous schooling experience, they will remain in the Centre for one, two or three years. The vision is a balanced bilingual education, with French and local languages – namely Fulfulde, Zarma and Hausa – being taught as both subject and means of instruction. Classrooms are multi-grade.

The first phase of the project ran between 2015 and 2018, and provided schooling to 11,600 children in ten municipalities (initial objective 12,000). While most beneficiaries are living in rural communities, CCEAJ are also implemented in urban settings, and in areas where settled, nomadic and cross-border populations live together.

²⁶ http://www.pasec.confemen.org/wp-content/uploads/2017/01/PASEC2014_Rapport-Niger_Final.pdf

²⁷ <http://www.hdr.undp.org/en/countries/profiles/NER>

Funded by the Swiss Agency for Development and Cooperation (First phase: CHF 4 million) Swisscontact and Enfants du Monde are associated in a consortium to drive the project. They collaborate closely with the Government of Niger which is in charge of the operationalization of the PEAJ, for an amount equivalent to the Swiss one (teachers' salaries and infrastructure costs).

Enfants du Monde brings its expertise in quality education, focusing on the pedagogical aspects of the project. Swisscontact has a solid experience in the fields of skills development and income generation, and brings know-how on issues linked to community mobilization, local governance and capacity building of local and state actors, use of practical activities (like school garden plots) in the learning process and the “professionalization” of the beneficiaries.

PARTNERS

International:

- Donor: Swiss Agency for Development and Cooperation (SDC)
- Consortium of implementing organizations:
 - Swisscontact (lead), Suisse
 - Enfants du Monde, Suisse

National:

- Ministry of Primary Education, Literacy, Promotion of National Languages and Civic Education (Ministère de l'Enseignement Primaire, de l'Alphabétisation, de la Promotion des Langues Nationales et de l'Education Civique):
 - Direction Générale de l'Alphabétisation et de l'Education Non-Formelle: In charge of the elaboration of the curriculum and the study programme.
 - Ecoles Normales d'Instituteurs (ENI): In charge of initial training of teachers for formal and non-formal education.
- Institut de Formation en Alphabétisation et Education Non Formelle (IFAENF): Training supervisors and teachers in charge of literacy and non-formal education (national institute).

Regional:

- Direction Régionale de l'Enseignement Primaire (conseillers pédagogiques): Pedagogical supervision of the CCEAJ at regional level and delivery of continuing training to teachers

Local (municipalities and communities):

- Comités de Gestion de l'Education Non Formelle (CGENF) - municipality level: Role includes selecting communities that will host a CCEAJ, social mobilization of actors, data collection and monitoring of CCEAJ, continuing training of teachers.
- Comités de Gestion des Etablissements Scolaires (COGES) and Association de Parents d'Elèves (APE) at community level: Role includes building of classrooms, mobilization of parents, day-to-day monitoring of CCEAJ (including equipment), defining of school year calendar and schedule, monitoring of teachers and students' attendance.
- School directors: Administration and supervision of the school and the hosted CCEAJ.
- Village communities are also playing a role in the implementation of the PEAJ. They are, for example, involved in the identification of children and young adults entitled to take part in the PEAJ. Their participation has been highlighted as a positive element in the evaluation of the first phase, which was conducted in 2018.

The PEAJ is included in the National Education Sector Plan 2014-2024. Eventually, it should be taken over by the State, which will be in charge of scaling up its scope to cover the whole country.

3.2 THE PROJECT THROUGH THE CONTINUUM LENSES

CONNECTION BETWEEN EDUCATION AND TRAINING AND ENTRY TO THE JOB MARKET

The project illustrates an original approach to the Continuum. The donor had clear expectations and criteria in terms of the type of project they wanted to support, with the overall objective of developing relevant education opportunities for the beneficiaries in order to facilitate pathways to vocational training and income generating opportunities. The developing connections

between Swisscontact and Enfants du Monde via a consortium enhance their ability to develop and implement a project based on the quality of the pedagogical approach and on community mobilization and appropriation, as preconditions to facilitate pathways to training and work for its beneficiaries.

This systemic vision is enhanced by the existence of another project implemented by Swisscontact in the same areas of Dosso and Maradi: the FOPROR (2017-2021), or Programme d'appui à la Formation professionnelle rurale au Niger²⁸. FOPROR provides vocational training programmes to rural youth with limited or no schooling in key activities of the local economy such as agriculture, livestock, poultry, auxiliary veterinary, gardening, and jobs related to hydraulic and rural mechanics.

It provides one of the pathways beneficiaries can follow after they have completed the programme within the CCEAJ, depending on their skills and motivation. Incidentally, the current FOPROR phase (2017-2021) is extending its training offer in geographical areas where CCEAJs are available, with the aim of providing short term professional training opportunities for PEAJ beneficiaries after they exit the programme. The rationale behind this articulation is to avoid transportation and accommodation issues, which are major obstacles for young adults to pursue further training, in particular for girls. The project is also supported financially by the SDC.

Moving to another sub-level of the Continuum, which we can consider as “intra educational”, two elements can be emphasized. The first element is spatial. The CCEAJ are located within the premises of formal schools. This allows not only for the centres to use existing infrastructure and logistics²⁹, but also to build bridges between formal and non-formal education. The actors taking care of the administrative and educational monitoring of formal schools and the CCEAJ are the same. Moreover, some continuing training modules are run jointly, bringing together teachers from formal education and from the CCEAJ. Over time, the objective is to capitalize on these connections to foster skill transfers from the non-formal to the formal sector.

²⁸ <https://www.swisscontact.org/nc/en/projects-and-countries/search-projects/project-finder/project/-/show/rural-skills-development-support-program-in-niger-foprор.html>

²⁹ Separate classrooms are built for CCEAJ students in formal schools premises, but use of lavatories for example is shared.

The second element relates to educational methodology and textbooks, and will be developed in the second phase of the project. In this new phase, a revision of the existing textbooks used for the PEAJ is planned. In accordance with Niger's learning system based on a situational approach, one goal is to acquire literacy and numeracy learning through the study of themes related to a selection of jobs.

The objective is to move away from learning methods that involve repetition, and opt for situational exercises that should help beneficiaries to better understand their environment. For instance, mathematics could be trained through situations linked to gardening, while this topic could also foster discussions and exercises on the protection of environment, land issues, etc. Besides, the use of pedagogical methods fostering the active participation of the beneficiaries should help to develop qualities such as autonomy, critical thinking and problem-solving skills which will be instrumental in building their professional future.

GOVERNANCE / SCALING UP / SUSTAINABILITY

At the governance level, the PEAJ is based on the approach characterizing Enfants du Monde's projects: the organization supports the Ministry of Education in revising and implementing national policies and practices in education and learning. To this aim, Enfants du Monde seeks to step in at every level of the chain of education actors, starting from the ministry level down to the school level, directly or indirectly. In the case of the PEAJ, Enfants du Monde trains education officers who are in charge of developing and implementing training programmes for teachers, inspectors and pedagogical advisors. Enfants du Monde is also strongly involved in the process of revising the PEAJ curriculum and textbooks, in collaboration with, and through capacity building of, national level officials.

This ongoing collaboration with the national and local authorities in charge of education should facilitate a future scaling up of the PEAJ. A second phase was launched in January 2019, and will run until December 2022. In this new phase, the scope of the project should be extended to 15 municipalities, aiming at providing schooling to 15,000 children and revising the existing PEAJ textbooks (acquisition of literacy and numeracy through study of themes related to a selection of jobs). The Swiss contribution to this 2nd phase is 50% higher than during the 1st phase. It is expected that the national

contribution would confirm the very positive signals given during the 1st phase.

3.3 LESSONS LEARNED, QUESTIONS AND HIGHLIGHTS

NATIONAL CONTEXT ISSUES PERTAINING TO A CONTINUUM

- LDC & political instability, climate change, food insecurity
- Economy: uranium export; dominant primary sector (subsistence farming & artisanal trade - informal sector)

Suggestion: It would be interesting for a wider public information about the project, to summarize the visions/strategies of stakeholders (government, NGOs, CSOs, donors) for the economic development of the country's young population (2018: 50% under 15 years of age)

- Young population (2018: 50% under 15 years of age)
- GER: Primary education 75% (2017); secondary 24%
- 85% of students in primary school can't read and understand texts
- Child labour = 35%

KEY FEATURES OF THE PROJECT

- Objective: Relevant quality education for unschooled children and youth, and early school leavers (9 to 14) — depending on beneficiaries age, capacities and expectations — to facilitate pathways to vocational training and income generating opportunities.

INNER CHARACTERISTICS OF THE PROJECT

- Duration of schooling varies according to the beneficiaries' background
- Most beneficiaries in rural communities, and urban settings
- PEAJ as an "intra-educational": activities in schools, sharing of administrative facilities, interactions between informal and formal education (teachers, modules) aiming at skills transfers from Non Formal Education (NFE) to Formal Education (FE).

Highlight: "Intra-Education" continuum as a subcomponent of a potential Continuum ► building blocks for next steps

- PEAJ as a development aid – national stakeholders partnership

Highlight: political and financial partnership feasible in one of the poorest countries in the world!

GOVERNANCE / SCALING UP / SUSTAINABILITY

- Funded by SDC, which had clear expectations and criteria in terms of the type of project they wanted to support

Suggestion: In the context of a complex multi-stakeholder project, it would be interesting to explicit the government's, parents', communities', business', other donors' understanding of the notion of Continuum

- Numerous partners at national, regional and local levels (government, regional, municipal, school)
- Close collaboration with the government who is in charge of the operationalization of the PEAJ

Suggestion: Stimulate the national parties to “publicize” their technical and financial partnership in a promising project, that is developing in a Continuum perspective through the EDM-Swisscontact consortium

- Systemic vision of the objective enhanced through developing cooperation via the consortium EDM – Swisscontact (SC), during the 2nd phase of EDM's and 3rd phase of Swisscontact's projects

Highlight and Suggestion: illustration of aid complementarities ► It would be interesting to engage with Swisscontact to have a more complete picture of the FOPROR articulations with the PEAJ. In particular, a better understanding of the role and involvement of the economic stakeholders and of the communities would probably shed light on the linkages as well as the possibilities for securing the feasibility, sustainability and impact of a Continuum in the future.

- PEAJ in the National Education Sector Plan 2014-2024: the project should be taken over by the State for national scaling up (a programme?)

Highlight and Suggestion: State commitment for 2nd phase = good news ► Stimulation at looking for a diversification of the external

support including for national capacity development (private funds, other bi/multi cooperation, GPE...)

3.4 STRATEGY AND POLICY DIMENSIONS: LOOKING FORWARD

FROM AN ALTERNATIVE TO A COMPLEMENT, AND A CONTINUOUS WAY TO CONSIDER THE LINKS BETWEEN EDUCATION, TRAINING AND EMPLOYMENT & WORK: ANY PROGRESS?

Between the mid 60's and mid 70's, a debate was open about the ways to position Non Formal Education (NFE) vs. Formal Education (FE): either NFE was an alternative³⁰ to / a revolution against FE, or the two fields had to be linked / articulated. 50 years later some progress has been made thanks to the notion of Continuum. If the notion of 'alternative' refers to two elements between which a choice has to be made and the notion of 'revolution' implies that the choice of one leads to the destruction of the other, the notion of Continuum carries in itself the possibility to move in a continuous – possibly non-linear – sequence, between adjacent elements that are not perceptibly different from each other, but the extremes are quite different. For example, one can refer to an “intra-education” continuum when FE and NFE are interacting and when, independently of the sequences' order, the values, knowledge and skills acquired along the followed pathways are cross – recognized. Such a situation can be considered as a potential initial step towards a full-fledged Continuum. That is the case for the EDM Programme.

CREATING A PRODUCT OR STIMULATING A PROCESS: WHAT ABOUT THE CONTINUUM?

A Continuum can be compared to a continuous organic development process, the stages of which can't be planned. That is why a Continuum can be proposed as the output of a conceptual reflexion, but it can't be put in place following a top down decision disconnected from its context and stakeholders' visions, representations, problems, demands, objectives and actions in the fields the Continuum is supposed to facilitate interactions.

Therefore, the “launching” of a Continuum can stem from initiatives being taken by any category of potential stakeholders (teachers/trainers, parents, local/national administration, public/private sector, NGOs, CSOs, employers,

³⁰ One sometimes says: «Choosing between two alternatives; taking the first/second alternative». Only one alternative can exist, composed of two elements.

professional associations, ...) who consider that creating/developing interactions between Education, Training and Work & Employment might contribute to solving some of their problems (e.g. NEETs, illiterate adults, unqualified apprentices' masters, unemployed graduates, ...).

Such a process, based on specific demands/needs, often needs to be supported to stimulate representations, knowledge and objective-sharing between the concerned stakeholders (e.g. employers are not very familiar with the world of education and the opposite), as well as a series of trial and error stages. This is why external supports (for conception, objectives definition) of a potential Continuum have to be co-created with directly concerned stakeholders, in order to secure empowerment and ownership of a Continuum programme. These steps would allow to align their meanings of the notion of Continuum for the directly concerned actors with the ones of their internal and external supporters.

CAN A MATH TEACHER AND A CARPENTER DEVELOP A DIALOGUE PLATFORM AS A BASE FOR A MICRO-LEVEL EDUCATION AND WORK CONTINUUM?

Developing connectivity between the micro, meso and macro levels at which the different categories of potential Continuum stakeholders might possibly be involved, is a key instrument for testing the feasibility of a Continuum.

For example, if the collaboration between a teacher and a craftsman may sound to "experts" as a positive for kids' development, this practice might be considered as irrelevant by parents for whom schooling is an instrument for gaining social status and not a way to initiate children to a craft, or by teachers who may undervalue craftsmen's skills. This is why many vocationalization and school production programmes in the 80's and 90's failed — because of the ignorance of the contextualized social demand for education.

At the other end, some other "experts" try to incentivize artisans to "go (back) to school" and pupils to "work" with artisans. These examples of expert knowledge, which fails to recognize or take into account the social representations of the topic they address, reflect the same patterns of «siloed» knowledge which the Continuum approach seeks to connect. It is key to draw both on expertise and on the social contexts and beneficiary perceptions to obtain impact.

CHAPTER 4: ROMANIA

Organization: Zurich University of Teacher Education (PHZH) –
Department of International Projects in Education

Project: Job Orientation Training in Businesses and Schools
(JOBS)

4.1 BRIEF DESCRIPTION OF THE PROJECT

CONTEXT

The Job Orientation Training in Businesses and Schools (JOBS) project was implemented in Romania in 2009³¹, in a period of important changes in the economy and in education. The country had been in the process of transitioning from a communist regime to a democratic system for twenty years. Romania submitted its application to join the European Union (EU) in 1995. The country instigated a number of reforms throughout the 2000s to prepare for the accession to the EU, including the consolidation of its democratic systems, the institution of the rule of law, the acknowledgement of respect for human rights, the commitment to personal freedom of expression, and the implementation of a functioning free-market economy. Romania became an EU member state in 2007.

These changes called for a modernization of the country's education and training system. The Education Law of 1995 was the first attempt in this direction, which marked the beginning of a continuous process of reformation. The educational system is regulated by the Ministry of National Education (MNE). Each level has its own form of organization and is subject to different legislations. The duration of compulsory education is ten years. Higher secondary education encompasses theoretical, vocational (sports, art, theological etc.) and technological pathways. This technological pathway includes vocational schools providing programmes between six months' and two years' duration, and technological high schools providing four-year programmes. Higher education is aligned with the European higher education span.

³¹ The first phase of the project was launched in July 2012, following a pilot phase held in two schools between January 2009 and June 2012. See <https://phzh.ch/en/Services/IPE/Projects-and-Mandates/Romania/> and www.highlight.jobsproject.ro

The accession of Romania to the EU has changed the job-related perspectives of students: in transitioning from a planned economy to a market-based economy, the demand for skilled workers and trained professionals increased. School and teaching have had to adapt to this situation. Qualified workers are needed who have competences and skills in the management and implementation of projects, and who can apply their knowledge and skills in a variety of situations. Workers also have to be ready to constantly develop their skills during their lifetime.

Technical high schools and vocational schools have rather low prestige and are usually picked as second choice options. As a result, they have become institutions for less successful students. Therefore, one important goal of the JOBS project is to show students that technical high school represents a valid alternative to the more classical and theoretical pathways. Students can learn a profession that could not only provide a regular income but also give them access to the European labour market. On the other hand, while the number of university graduates increases worldwide and the chances for these young academics to find a job diminishes, there is a lack of well-qualified craftsmen in many European countries.

Figures from the Global Education Monitoring Report 2019 indicate that the share of technical and vocational education in Romania accounted for 28% of the total enrolment by level in 2017³². In 2016, the government approved a national strategy for vocational education and training covering the period 2016-2020. The government also implemented a JOBS Unit and Training Centre, which is now part of the MNE. However, the political system is prone to frequent changes with a high turnover of Ministries, hindering operational steps toward the implementation of the dual system in the country.

In other words, the government started from job orientation at basic education level to come to vocational education and training, through the elaboration of the 2016-2020 Strategy for VET. Although the process is still at an early stage, the document looks into the introduction of the dual system in the country, starting from the education side. Yet, there is no connection with the private sector at this stage, a disconnect that is accentuated by a general mistrust on the government. In contrast, in neighbouring Bulgaria, another project financed by the SDC is supporting companies and vocational

³² UNESCO. 2019. Global Education Monitoring Report: Migration, displacement and education, Paris: UNESCO. See Statistical Tables (PDF): <https://en.unesco.org/gem-report/report/2019/migration>

and education schools in implementing a dual system³³. It uses another entry point, starting on the business side, and students are not prepared for job orientation and career choice. Knowing that the introduction of a dual system is a long-term process, these examples illustrate interesting questions related to the various entry points (education or VT) of the Continuum, and to the challenges of connecting the worlds of education and business.

MAIN OBJECTIVES AND BENEFICIARIES OF THE PROJECT

The JOBS approach links basic education with the world of work by bridging the gap and developing the skills needed for today's labour market. The approach helps students to prepare for the demands of the working world, not with the primary aim of counselling towards the “right” career but by improving and exploring one’s own competences and job opportunities.

JOBS is preparing students for life and the jobs world by helping them learn how to gather information, share experiences, explore the labour market and to step out and gain their own experiences. The approach includes the development of self-competences and life skills, such as teamwork, communication skills, empathy and critical thinking. The JOBS learning and teaching approach is cross curricular and can be applied to different subjects.

Within the project frame, 180 schools participated in four regions of Romania, across rural, semi-urban and urban areas. The project is implemented at the level of basic education, targeting in particular youth aged 14-16 years, and at the level of general or vocational secondary education (post basic-education) in Technical Colleges (general upper secondary level). Financed by the Swiss Agency for Development and Cooperation (SDC), the project began in 2009 with a pilot phase and is due to finish in June 2019.

PARTNERS

Implementing partners:

- In Switzerland: Zurich University of Teacher Education (PHZH), Department of International Projects in Education (IPE)

³³ See the Domino Project, also financed by the SDC: <http://dominoproject.bg/en/>

- In Romania: Ministry of National Education (MNE), JOBS Unit and Training Centre at the National Centre for Technical and Vocational Education and Training Development (NCTVETD)
- Foundation Go for Jobs, Bucharest: The foundation, established by the MNE and PZH/IPE, provides technical assistance for the implementation of the project
- Swiss Agency for Development and Cooperation (SDC) in Bucharest and Bern

Other partners:

- 180 schools offering the JOBS project to their students
- Teacher Houses in Romania
- University in Brasov: Partner of the research component, and upcoming provider of JOBS training as part of their programme for future teachers (as of 2019)
- University of Bucharest: Research partner

The MNE is responsible for all areas and stages of education regarding educational policies, programmes, curricula, financing of education, management of education, national and international educational initiatives as well as legal issues and human resources. Within the Ministry there are several General Directorates responsible for the various stages or content areas of all educational issues.

The Romanian Ministry of National Education in cooperation with the Department of International Projects in Education at the Zurich University of Teacher Education implemented the project co-financed by Switzerland through a grant from the Swiss Enlargement Contribution (total budget CHF 2.4 million). Additional in-kind contributions such as e.g. working hours of teachers in partner schools and universities, of project management as well as of authors for the material development were made by both partner countries and institutions. The project began in 2009 with a pilot phase and is due to finish in June 2019.

4.2 THE PROJECT THROUGH THE CONTINUUM LENSES

CONNECTION BETWEEN EDUCATION AND TRAINING AND ENTRY TO THE JOB MARKET

The Continuum approach is tackled through the development of students' ability to be conscious of their strengths, their abilities and their wishes, and to prepare them for their future training and job orientation choices. Students are growing into the society, where all of them will enter the world of work — formal or informal — and will contribute to the country's economy. Therefore, the JOBS project seeks to develop, through basic education, knowledge and competences that can be linked to the needs of the labour market. Such competences are relevant to all areas of life: they include accepting challenges and finding solutions, searching for opportunities, analysing the environment, critical thinking, making decisions, communication, teamwork and empathy.

A second entry to the Continuum is the connection with the local job market. Businesses are considered as key actors in the project: students are required to go to and explore a job in their local environment. It is not about finding a job or finding a training after school, but about getting to know themselves and gaining experience in working life. This is a central element as the students go into the businesses, gain their experience, go back to the class and discuss this experience. The idea of exchange is at the basis of the project: it is about exchanging what they have seen, what the jobs are like, what are things that they like, or don't like.

Concretely, students start by preparing themselves at school through self-reflection in order to discover their own strengths. Then they prepare the visit: this entails tackling questions such as how to call a business, how to write an application and what to wear. The next step is to contact the business, a step which pupils have to take by themselves. Originally, the project had planned for a three-day training but this could not be implemented with the companies.

As a result, the experience varies between a one-week work experience during the summer break to a one-hour class visit to a big company. Some students also spend two days in small businesses, such as bakeries, flower shops, restaurants, hairdressers, nail businesses or cleaning businesses. This approach ensures that students get an insight into the real-life labour

market, collect the necessary information themselves, and therefore acquire and train the necessary life-skills. In this sense, JOBS links basic education and vocational training by developing skills and self-competences that are needed for a self-determined life and career choice.

Parallel to this, implementing JOBS as a school subject or even as a transversal teaching approach demands a shift in teaching framework, teaching structure, and lesson design. The tasks aim at experiencing knowledge and skills as well as reflecting on individuals' perspective shared in discussions and searching for solutions. In this process, the focus is not on right or wrong answers, but on logical argumentations, based on different facts and experiences. Students learn to present their insights logically and comprehensibly and to discuss them within whole-class discussions. As a result, the teachers' job is to stimulate students with encouraging and pertinent questions in order to foster further reflection. This method of teaching demands a change of perspective from the traditional classroom roles of students and teachers.

Regarding the pedagogical resources, the project is based on the idea that students receive individual material. The approach is embedded into six booklets plus a Tool Box and teachers' brochure. A student "evaluation" is included at the end of each chapter within the booklets, based on the following logic: students give themselves self-feedback and teachers give feedback to each student. However, in the reality, teachers sometimes assist students in their self-evaluation process or teachers' feedbacks is missing. Moreover, most schools do not have the means to print individual material. To overcome this issue, the JOBS project team produced a JOBS book of tasks that schools can put in their library, as well as an e-version that can be downloaded and printed.

GOVERNANCE / SCALING UP / SUSTAINABILITY

At the national level, the MNE implemented a JOBS Unit and Training Centre which was incorporated into the NCTVETD, and is now an office within the Ministry. In addition, the MNE has integrated the JOBS approach into the national curricula of compulsory education and of the technical gymnasias. This is based on JOBS's many years of teaching and learning material development, professional training of teachers in schools and intensive cooperation with the MNE and the NCTVET as part of the curriculum

revision. The JOBS Unit and Training Centre took over the JOBS teacher training, extending its scope to all regions of Romania. While the training is not mandatory, interested teachers can apply to participate.

FAMILY INVOLVEMENT PROCESSES

An additional outcome of the JOBS project is that it contributes to opening the discussion about training and career expectations within the family. As part of the programme, students have the task to discuss with their parents, relatives and others about available opportunities, gather opinions and collect information on their professional experiences. Traditionally, parents have a strong influence on the job orientation process. However, it is not usual for families to talk about budget, labour market, expectations and wishes, especially in the case of minorities such as Roma families.

Lastly, in schools hosting minorities – such as Roma communities – and disadvantaged young people/vulnerable groups, some students have difficulties in understanding the tasks proposed by the JOBS project. This resulted in the launch of a new project named Families and Children in Education (FACE), which aims at improving the self-competences and life skills of vulnerable children³⁴. PHZH developed training material for kindergarten and primary schools: the teaching materials for 4 to 12-year-olds support this development by enabling them to show their pre-existing competences at school. This material is also tackling soft skills development, such as how to play with each other or how to communicate, but is based on games. The project was originally designed for vulnerable children, but it is now used by schools more widely.

KNOWLEDGE PRODUCTION

A team from the University of Brasov was engaged in the JOBS project, including in the research aspect. This team is now implementing a pre-service teacher training, which they established with the help of PHZH/IPE. A pilot phase of 14 weeks was accredited and piloted up the end of project will be launched at the beginning of 2019. This initiative can be considered as a third element of sustainability, as the University of Brasov will be training new generations of teachers.

³⁴ <https://phzh.ch/en/Services/IPE/Projects-and-Mandates/europe-wide-projects/Self-competence-and-life-skills-for-Roma-children/>

4.3 LESSONS LEARNED, QUESTIONS AND HIGHLIGHTS

NATIONAL CONTEXT ISSUES PERTAINING TO A CONTINUUM

- Transition period: political, economic and educational – from planned to market economy
- High demand for skilled workers and technicians in the country and in Europe
- Modernization of the Education and Training system
- TVET = 28% of total enrolment in Education
- National Strategy for TVET (2016-2020)
- Difficult prospects of developing a dual system because disconnect with business and mistrust on the government

Highlights: In many countries, changing the image of TVET is economically "imposed" and politically desired but difficult to make it accepted by directly involved actors. Situation to be compared with Romania.

- Debates on the dual system introduction reflect the various entry points (Education or VT) of the Continuum, and the challenges of connecting the worlds of education and business.

KEY FEATURES OF THE PROJECT

- Objective is not to counsel for the "right" career, but to help students in constructing their own pathways and gaining their own experience

Suggestion: A reflection on the ways to secure the right balance between "imposed" and autonomous student's decision for professional future, in a quickly changing world, might be interesting to engage.

- Business is the key actor of the project as it is in connection with the local job market.

INNER CHARACTERISTICS OF THE PROJECT

- Combination between skills for an enlightened professional future decision and skills for social life

Suggestion: Lessons might be learned (?) from the vast literature and numerous projects around the world on how to “teach” critical thinking, decision making, communication, teamwork, empathy ...

- Links between basic education and VT by developing skills and self-competences needed for a self-determined life and career choice.
- JOBS as a school curriculum subject

Suggestion: The universal and timeless debate on the primacy of Practice = Work on Theory = Learning, might be re-opened with teachers and project’s organisers about the preparation (via work or not), readiness/interest of teachers for JOBS and cross-fertilization of the dimensions of JOBS.

GOVERNANCE / SCALING UP / SUSTAINABILITY

- Institutional and pedagogical integration of JOBS in MNE
- New project Families and Children in Education (FACE)
Highlight: Articulating scaling up and diversification ► increased sustainability prospects

KNOWLEDGE PRODUCTION

- Applied research project with Brasov University, leading to teacher training programme
Highlight: Managing the complexity of a Continuum needs to be supported by action research

4.4 STRATEGY AND POLICY DIMENSIONS: LOOKING FORWARD

WHO IS RESPONSIBLE FOR EMPLOYABILITY: THE INDIVIDUAL AND/OR AN ORGANIZATION?

Vocational/Professional guidance has been for some time the main public or private instrument to help individuals to make decisions about their initial professional activity. The limits of such an instrument were reached when the rapid transformations of Work & Employment revealed the gap between what was offered by guidance and the needs stemming from these transformations.

The various “Education and Training +” scenarios that were proposed in the 80’s and 90’s attempted, based on guidance, to reach integration, inclusion or employability as the output of the use of transition instruments between Education, Training and Work & Employment. Some debates were run around these terms, all proposed by Education and Training stakeholders. The word employability appeared interesting as it suggests, better than integration and inclusion, an explicit connection of the worlds of Education and Training with Work and Employment.

Nevertheless, Employability implies that it focuses first on individuals’ responsibility, then the Education and Training organizations and finally, indirectly, on the enterprises that provide the contents they deem necessary for making people employable. In that sense, the individual’s decision to go for a specific Education and/or Training pathway relies entirely on her/his own perceptions, representations and knowledge of the world of Work. Proposing to people, in connection/collaboration with the world of Work, different supports and instruments aimed at acquiring soft skills and at facilitating self-determined career decisions is an interesting approach that goes beyond the single standard professional guidance.

THE CONTINUUM: AN EXTENDED INTERGENERATIONAL VISION?

Since the launch of EFA and MDGs (2000-2015) and even more with the SDGs (2015-2030), early childhood care and education has become a key concern at the international, regional and national levels. This rising preoccupation is explicitly related with the booming phenomenon of Exclusion and Inequality in different fields: Employment, Income, Water, Land etc., especially in the South, but increasingly in the North too. Many strategies and policies have been put in place to cope with these situations for the benefit of more or less large segments of the population, including in the field of Education. Unfortunately, the before-school age / 6 years old children are only indirectly concerned by the benefits of these sectorial measures.

Recognition of the potential for increased risk from Exclusion and Inequality for vulnerable populations if not granted special attention during the early childhood period has led to some Continuum supporters to put in place parallel projects to address the issue. These are specific, multi-purpose projects targeting child-care and socialization on the one hand, and

association/integration of parents in an intergenerational perspective on the other hand – possibly with an ad hoc Continuum dimension also targeting parents with education and training needs.

It is then expected that the champions of “pre-school” projects would not only go for school preparation but will take advantage of the existing experience and lessons in Continuum type post pre-school programs for un/de-schooled kids – i.e. by avoiding creating institutionalized discontinuities between early childhood activities and basic education.

THE CONTINUUM: A CASE FOR THE “POLICY MAKING / KNOWLEDGE PRODUCTION” NEXUS?

Debates around the use of research-based knowledge for decision making – whatever the level (macro, meso, micro) and the field, have been on for ages. These debates have to be enlarged as research is not the only knowledge production mode. There are different types of knowledge:

- Research-based knowledge
 - It can be of a scientific-academic nature, produced in a supply-driven perspective by researchers offering – in principle – better autonomy guarantees than demand-driven one. But this type is often too far from the objectives and constraints of decision-makers – at any of the above mentioned levels – in terms of timescale and coverage.
 - It can be policy-oriented, using systematic methods to examine problems for formulating and implementing strategies. Public bodies as well as different types of organizations (NGOs, CSOs, ...) can order consultancy-based knowledge production, which can be less autonomous than the previous type but is often closer to the demands of decision-makers.
- Project and programme knowledge
 - This type of knowledge is generated during the development of projects – as in the case of JOBS – with a view either to monitor progress or to generate solutions to a problem. Knowledge producers can either be the staff of the project or external bodies from the academic and/or the consultancy worlds. The issue of autonomy, in relation with potential vested interests between

knowledge producers and knowledge based change implementers – as raised for the previous category of knowledge production come then under scrutiny as a consequence of the power games at work in any project.

- Participatory knowledge
 - Participation of people in policy processes is a standing topic in the development field. Participation is instrumental as experiential knowledge can provide an important perspective on issues, and local understanding is crucial to effective interventions. But these objectives can be hindered by power relations that undermine the development of autonomous discourses concerning policy making.

Faced with such a variety of knowledge and of their production conditions, the only conclusion that can be drawn is that the use of the word research has to be carefully monitored by any project's stakeholder, and that ad hoc combinations of specific types of knowledge production have to be put in place for securing the greater quality and efficiency of the decision being taken on that basis.

CHAPTER 5: SWITZERLAND

Organization: Swiss Federation for Adult Learning (SVEB)

Project: ON-D-GO – Developing the Employability Skills of Displaced Persons

ON-D-GO is a transnational project addressing the question of economic integration of migrants in European societies. While the project is implemented in seven European countries, the present case study focuses on the activities developed in Switzerland. However, a brief contextualisation of the project at European level is included as an introduction to set the frame.

5.1 BRIEF DESCRIPTION OF THE PROJECT

CONTEXT

ON-D-GO was conceived in the aftermath of the so-called European migrant crisis which peaked in 2015. Based on the assumption that a successful integration of migrant communities into civic and political life is essential to achieve a cohesive and inclusive society³⁵, ON-D-GO aims at promoting basic and entrepreneurial skills of migrant and refugees. To achieve this goal, the project is focused on the development of learning and teaching materials to support entrepreneurship education of adult migrant populations and the professionalization of national trainers in this field. These materials will be proposed to the ON-D-GO organizations who will then adapt them to their national context and engage some of their experienced partners for implementation.

ON-D-GO is driven and implemented by a consortium of seven organizations located in seven European countries:

- Austria: BEST Institut für Berufsbezogene Weiterbildung und Personaltraining GmbH
- Cyprus: Centre for the Advancement of Research and Development in Educational Technology CARDET
- Great Britain: Small Firms Enterprise Development Initiative Limited
- Ireland: Meath Partnership

³⁵ See <http://learnonthego.eu/en/about>

- Italy: Oxfam Italia Onlus
- Lithuania: Vytauto Didžiojo universitetas
- Switzerland: Swiss Federation for Adult Learning (SVEB)

The project runs between September 2017 and September 2019 (Modules to be ready by that time). It is part of the European Commission (EC) Erasmus+ programme and is co-financed by the EC and the Swiss national agency for Exchange and Mobility (Movetia), which supports the participation of the seven organisations, including SVEB, with a budget of CHF 51'000 for each one.

The transnational nature of the project results in the need to cater for different contexts. In addition to the development of general resources – based on general standards and the greatest common denominator between contexts – each partnering organization will elaborate country-specific material to fit the reality of their labour market.

As already mentioned, this case Study focuses on the implementation of the project by SVEB in Switzerland – i.e. the production of teaching and learning material.

In Switzerland, it is estimated that foreign nationals accounted for about 25% of the permanent resident population at the end of 2017³⁶. This rate varies significantly across cantons. Looking at refugees and asylum seekers, figures for 2017 indicate that the number of applications for asylum in Switzerland represented 2.5% of total applications on the European territory. At the national level, the proportion was estimated at 2.2 applications per 1,000 inhabitants³⁷.

Asylum seekers are forbidden to work during the first three months following their arrival in the country. Once this period is over, it is up to the cantons to implement their own regulations. Some extend this period to six months, other cantons grant work permits for selected areas of the labour market. As a result, the situation of asylum seekers and refugees with regards to employment differs from one canton to another.

³⁶ <https://www.bfs.admin.ch/bfs/en/home/statistics/population/effectif-change/population.html>

³⁷ <https://www.sem.admin.ch/dam/data/sem/publiservice/statistik/asylstatistik/2017/faktenblatt-asylstatistik-2017-f.pdf>

Recent initiatives were developed to facilitate the integration/inclusion of asylum seekers and refugees in the labour market. The canton of Grisons has implemented a system called Teillohn, or “partial salary”, aimed at individuals who lack qualifications to find a job or language skills and schooling to access apprenticeship. Over 18 months, individuals work and earn a salary below the minimum enforced in the corresponding sector, until he/she is fully qualified³⁸ under industry regulations and can access a full position. Another pilot project, begun in August 2018, is a one-year integration pre-apprenticeship aimed at young adults aged 16 to 35. Based on the dual system model, two days of the week are dedicated to schooling, while the other three days are spent embedded in a company. The objective of this project is to enable participants to catch up on the skills they will need to enter formal VET training³⁹.

MAIN OBJECTIVES AND BENEFICIARIES OF THE PROJECT

The ON-D-GO project is in line with SVEB’s main focuses of work, namely training of trainers and basic skills promotion. SVEB is not a provider of education but an umbrella organization, responsible for elaborating training modules customized to fit the Swiss context, and for finding providers who will offer this training. In other words, the direct beneficiaries of the project are Swiss education providers working in the field of integration of refugees and migrants. The target groups of these providers, and hence the indirect beneficiaries of ON-D-GO, vary accordingly. Mostly, the educational offers will be directed at literate adult migrants and refugees eager to start their own business. Use of ON-D-GO resources will require a sufficient level of a national language of the partner countries.

The objective for SVEB is to have the modules ready by the end of the project in September 2019, and to have identified education providers that will use these resources as part of their training programmes.

The novelty of the ON-D-GO project is the focus on entrepreneurship and employability, and the modular, bite-sized learning resources supporting self-directed learning. Migrant and refugees will be able to choose the modules based on their own needs. Moreover, by supporting education providers to promote entrepreneurship as a means for Integration, the project should

³⁸ <https://www.letemps.ch/suisse/grisons-cles-lemploi-refugies>

³⁹ <https://www.sem.admin.ch/sem/fr/home/aktuell/news/2018/2018-05-17.html>

enlarge the use of this approach. Currently such opportunities are available at micro-level – the project aims for a multiplier effect.

The curriculum and modules to be developed follow a problem-based learning approach and seek to enhance information and communication technologies (ICT) skills. As the demand for high-level ICT skills is increasing in the labour market, the project develops learning and teaching resources responding to this demand. The curriculum combines basic education and vocational education and training (VET) components. In terms of basic education, modules will address different levels of basic skills such as financial literacy or learning and organizational skills. VET is considered in the broader sense of “employability education”, which is to say promoting skills preparing migrants and refugees for the labour market. The curriculum will also foster entrepreneurial skills.

5.2 THE PROJECT THROUGH THE CONTINUUM LENSES

One of the main issues faced by migrants and refugees when they arrive in a host country relates to the recognition by the provider of academic or vocational qualifications acquired in their country of origin. The project appreciates that migrants and refugees come with a potential, and the aim is to build on their aptitudes. ON-D-GO has a very practical approach. The training material that will be provided to the education providers starts with the assessment of existing competences and the learning needs of the participants.

The curriculum is flexible: modules do not follow a linear progression. The project fosters self-assessment and recognition in the sense that participants can pick and choose what they need to learn. At the end of the training, they will receive a badge to recognize their learning achievements. In this project, the starting point is not the formalization of skills recognition (recognition of prior learning, or RPL), but the motivations, the goals, and the potential of migrants and refugees. This is an informal way to value their potential.

Another interesting feature of this project is the bottom-up approach. The conceptualization of training material starts from assessing the demand side (i.e. the education providers’ needs). In practice, SVEB’s rationale has been to connect with education providers in order to better understand what their necessities are. This was done through an informal needs assessment with

selected Swiss adult education providers, and was supplemented by an inventory of the various measures already in place in Switzerland.

In parallel, SVEB is collaborating closely with one provider – Capacity Zurich – that has extensive experience in the area of entrepreneurship training for migrants and refugees. In doing so, SVEB tries to include their know-how in the process, as well as capturing the specific needs already identified by this provider. The goal is to understand what challenges are faced by migrants when they build a business in Switzerland and, as a result, what training material can be relevant for them. While understanding the demand side is essential to elaborate practical and appropriate training, it is also key in terms of sustainability, as SVEB has to identify institutions that will use these resources. This approach provides an interesting illustration of balance between supply and demand.

Finally, it is difficult to assess the importance of the education factor in the motivations and possibilities for migrants to effectively become entrepreneurs in Switzerland. Studies that were conducted at the level of the “pre-apprenticeship for integration” programmes tend to indicate that it is extremely difficult for young people with no education to participate in formal VET. In a similar way, there is a sense that the entrepreneurship path will be difficult for people with no or little schooling.

However, one important component which is part of the programmes delivered by Capacity Zurich and its sister organization, Singa Zurich, is the connection with a mentor. This raises an interesting question when we refer to entrepreneurship training: to what extent is the balance between education and training package, and the (informal) connection with professionals from a similar work branch a critical element for success? It also raises the question of means as one-to-one mentoring requires substantial financial resources as well as the will and capacity to build concrete interactions between education and/or training actors and stakeholders anchored in the entrepreneurship and business fields.

5.3 LESSONS LEARNED, QUESTIONS AND HIGHLIGHTS

NATIONAL CONTEXT ISSUES PERTAINING TO A CONTINUUM

- Migrant and refugee crisis in Europe in 2015, with limited impact in Switzerland

- Asylum seekers in Switzerland: 2.5% of total applications in Europe
- Swiss “Adult Education” federative organization creating content and pedagogy (basic and entrepreneurial skills) to be proposed to training providers targeting migrants and refugees in seven European countries

Suggestion: A reflection would be interesting to launch on how to organize an inter-country cross-fertilization between the small/medium size countries with limited presence of migrants/refugees (e.g. Italy and Great Britain)

KEY FEATURES OF THE PROJECT

- Target group: literate adult migrants and refugees eager to start their own business
- Curriculum: basic and “employability” skills
- Modular resources supporting self-directed learning
- Problem based learning, emphasis on ICTs

Highlight: On-D-Go as a reflect of upcoming challenges in the fields of Education, Training and Work & Employment - North and South: individualized learning, RPL, LLL, interactions with the economic world ...

INNER CHARACTERISTICS OF THE PROJECT

- First step: assessing the providers’ demand/need for curriculum fitting the needs identified with their previous trainees, reflecting the challenges facing migrants when they want to develop their business in Switzerland.
- Providers’ recognition of academic or vocational qualifications gained in country of origin based on participants’ self-assessment

Highlight: innovative breakthrough in the Swiss context

Suggestion: Knowledge and experience sharing with “Global South” countries where Recognition of Prior Learning (RPL) conception and practice would be interesting to call upon for comparison with the recognition of refugees’ informal qualifications?

- Flexible curriculum through modules

Highlight: No fixed curriculum ► high level of proximity with trainee's characteristics and needs. What are the data concerning refugees/migrants business development in Switzerland?

Suggestion: Launching of a study with Swiss adult education organizations on how to switch to a (even limited) formal recognition

- Mentors being used as interface between the trainee, her/his activity branch and the training provider

Highlight: Original perspective connecting individual situation, needs, projects with individualized support (mentors) and specialized providers

GOVERNANCE/ SCALING UP / SUSTAINABILITY

Highlight: High individual impact to be expected

Suggestion: Launching of studies (tracer/impact studies, life stories, data concerning refugees'/migrants' business development, costs-benefits analysis) for getting political (local, federal) support to the project in Switzerland (sustainability)

5.4 STRATEGY AND POLICY DIMENSIONS: LOOKING FORWARD

IS THE CONTINUUM PERSPECTIVE RELEVANT FOR ENTREPRENEURSHIP EDUCATION?

Up to 16th century entrepreneurs were people who played war games. At the same time, in the trade world, entrepreneurs were the ones who contravened the rules of their trade and were chased by the trade police. Construction activities were the first ones where entrepreneurs were present – reflecting the “building” dimension of this occupation. For Schumpeter (1883-1950), an entrepreneur is an innovator who takes risks and expects some results. This perspective is still valid today.

In such a situation, the question is raised to decide which education/training fits best for creating/stimulating risky and innovative behaviours and decisions? This will depend from the answer to the question about the nature of entrepreneurship: is it an art and/or a science? If it is an art, the learning process will be highly diversified with differently weighted combinations of informal (on the job), non-formal (short courses, coaching) and formal

(specialized/general contents) education/training. If it is a science, the focus might probably be on formal education/training combined with non-formal and informal training. If it is both, the interactive and flexible dimensions of the Continuum – both in terms of process, contents and recognition of acquired learning – seems relevant for entrepreneurship education.

MENTORING FOR ENTREPRENEURSHIP DEVELOPMENT: LESSONS FROM THE “SOUTH” TO THE “NORTH”?

Entrepreneurship for development in the “South” is the new hype. Several years ago, many development cooperation organizations were questioning whether entrepreneurship education, especially in relation to supporting high growth potential Small and Medium Enterprises, was something they should get involved in – as a subcomponent of the Business Development Services they were providing to these enterprises. Today, many of these organizations are active in entrepreneurship development – following in the economic and ideological wake of support to the “private sector” as a key development actor.

Reviewing many entrepreneurship development projects in the South indicates that the first issue to be faced is the market situation, followed by the availability of coach/mentors coming from settled enterprises and from specialized backstopping organizations. Formal education and training interventions have to be articulated with such a process. In the South the limits of this approach lie in the scaling up costs of an individualized exercise – which is only feasible in a limited number of small countries in the North.

ARE MULTINATIONAL FIRMS MORE EFFICIENT FOR INTEGRATING MIGRANTS/REFUGEES THROUGH VOCATIONAL SKILLS DEVELOPMENT?

During the last 2018 UN General Assembly in New York, 20 companies (Microsoft, IKEA, H&M, Sodexo, Hilton, etc.) affirmed new commitments to help refugees by establishing partnerships with UNHCR and other humanitarian organizations.⁴⁰ The CEO of IKEA Foundation declared at the Concordia Global Summit that “Refugees are people just like you and me. They want a purpose in life. They have goals, they have skills. All they want is to have a job”⁴¹. The CEO of Hissho Sushi followed the same line:

⁴⁰ <https://www.unhcr.org/news/latest/2018/9/5babbecf4/businesses-commit-helping-refugees-thrive-new-jobs-trainings-investment.html>

⁴¹ <https://www.concordia.net/annualsummit/2018annualsummit/>

“Refugees are the hardest workers I have ever met. They are loyal and smart”. The sushi provider will help 1,250 refugees become franchise owners by 2023 as it expands its location around the USA. In the same vein, Sodexo committed to hiring 300 refugees in the USA, Canada, Brazil by 2020. “It is the smart thing to do, it is in our business interest” said Sodexo’s senior VP for corporate social responsibility.

All these examples reflect economic, philanthropic and CSR rationales, but they will only concern actions to be undertaken in the North as most of these companies’ interventions take place in the refugee camps all around the world – where refugees remain for an average of 25 years (UNHCR sources). “The private sector has an enormous contribution to make, not only in terms of financial resources but also in proposing long-term business models that focus on reintegrating refugees into societies in an effective way”. This is implemented through, for example, market-oriented training opportunities (Microsoft in Kenya), and/or community development projects (IKEA, Ethiopia).

The future of the On – D – Go project has to be placed in this larger context, which includes rapidly changing development cooperation policies, as in Switzerland. That move emphasizes investment in policies and programmes aiming at fixing refugees’ population in their countries and regions of origin through training supposed to facilitate Northern investments, thereby regulating refugees’ movement to the North. “The donor community has a responsibility to set incentives so that more companies will invest” said the World Bank President. “We can’t do this alone. It can’t be an opportunity if we don’t have everyone involved” (i.e. the private sector), said the UNHCR Deputy High Commissioner.

CHAPTER 6: CROSS-FERTILIZATION BETWEEN CASES: CAN THE CONTINUUM BE THE KEY TO UNLOCK INTEGRATION FOR UNDER PRIVILEGED POPULATIONS?

Today's international cooperation is more and more globalized. The fancy words of "North" and "South", "developed and developing countries" are under critique, as the harsh realities of poverty, Exclusion and Inequality in many fields – including education – are transversal to societies and countries in a "global" world. Consequently, presenting and analysing the ways five Swiss NGOs projects have been conceived, implemented and perceived in the specific situations of Bosnia and Herzegovina, Colombia, Niger, Romania and Switzerland was a challenge. Especially as we wanted to test the hypothesis that these projects were coherent with the main perspectives and objectives of what is considered today by some as a buzz word – the Education-Training-Work & Employment Continuum.

We have presented in the Introduction the process followed to identify these projects as case studies: an ad hoc selection as well as interests and availability of the concerned organizations, and not on an a priori theoretical framework. By chance, this semi hazardous process has created stimulating conditions for illustrating the overall paradigm shifts referred to above: What is development, what is international cooperation in a new world power games era, what are the processes and instruments of this cooperation to secure mid-long term impact and sustainability of projects? How does that apply to the fields of Education, Training and Work & Employment?

Following the presentation and cross-analysis of the case studies, the notion of Continuum appears as one potential pragmatic answer to challenges posed by today's societal, organizational and individual learning and working needs – thanks to its flexible and dynamic dimensions – and in a position to adjust to the unpredictable multi-faceted global transformations underway. At the same time, the case studies make it appear that the flexibility and adjustment the Continuum is supposed to facilitate is a request of the actors of the socio-economic and technological global framework mentioned above, which is based on competition and individualization and leads to all kinds of discontinuities. The Continuum can then be considered in a double-edged

perspective: it can either be – through learning – a *lock*⁴² that keeps people in an adaptive/functional position only, or a *key* that leads to transformative possibilities.

This tension reminds of the one that the post-war Adult Education world already experienced up to the 70's, through the different forms of expansion of globalization. Adult Education was, at that time, quite individual in its focus on “non-traditional / loosing” audiences – such as illiterate, disadvantaged, underserved, low qualified, disabled persons, at risk students, prisoners, migrant workers – and comprised of a strong personal /professional identity (re-)construction dimension. Today, in the context of a booming competitive globalization, the potential audiences that could take advantage of the Continuum can come from both ends of the socio-professional spectrum and is mostly focused for both on the more or less immediately efficient functional dimensions of individual and/or professional life.

Three cross fertilization-based considerations can be extracted from the case studies:

TEMPORALITIES

The analysis of the case studies underlines the importance of the multiple temporalities (short / mid / long term) of the individual, organizational, institutional, societal stakeholder's projects, in interaction with the 5 – usually short to mid term – NGOs projects' objectives. At the same time, all that happens in the context of short temporalities is defined by globalization performance's urgency, to be articulated with the long temporalities linked to personal/professional development. These situations are comparable, within specific time spans, for youth and adults.

The common challenge for the studied projects is trying to combine these numerous and diversified temporalities. If they can be mastered in the context of relatively small/middle size projects/programmes combining these temporalities, such projects demand a costly high level of management, support staff and instruments. Consequently, all projects are faced to the dramatic challenge of a multi-faceted sustainability that consists – for

⁴² Fleming, T. (2016). Reclaiming the emancipatory potential of adult education: Honneth's critical theory and the struggle for recognition. https://www.pedocs.de/volltexte/2016/12011/pdf/RELA_2016_1_Fleming_Reclaiming_the_emancipatory_potential_of_adult_education.pdf

development cooperation agencies as well as governments and civil society organizations – of a choice between either:

- a) the multiplication of small, multi-objectives, high quality and costly projects that cannot be scaled up and articulated in a coherent policy, or
- b) the limitation of the Continuum to binary combination between two components of the Continuum, the emphasis being put on one of the two components (e.g.: Education and Work....).

These two scenarios can be combined in the case of decentralized societies where for instance, decentralized programmes can be articulated in different ways with centralized policies – at a high social engineering cost.

LINEARITIES

The case studies are all in a tension between the “traditional” perspective of temporality and linearity between the Education-Training-Work worlds, and today’s crisis of this perspective reflected by rising discontinuities.

“There is a proximity between the ideas of order and continuity. Social order may thus be conceived as an expression of the continuity of institutions and culture. To some extent, the history of education can be interpreted as a constant search for increasing order, either organizationally (e.g. school efficiency) or from a social and normative point of view (e.g. equity and justice).⁴³”

The increasing breaking of linearities and temporalities between Education, Training and Work & Employment – reflected in the discontinuities the consequences of which the Continuum aims to overcome – leads to a progressive feeling of the uselessness of inherited stable patterns and models, such as education and to a diminishing of creativity and emancipatory will, as well as to an increasing anxiety.

All the Continuum stakeholders are then faced with a simultaneous need to clarify their visions and objectives as well as to answer the anxiety of the concerned actors (parents, administration, pupils, enterprises, etc.) – all of them exposed to the disordering effects of discontinuities. A rigorous knowledge background in different facets of Education, Training, Work &

⁴³ Alhadeff-Jones, M. (2017). Time and the rhythms of emancipatory education. Rethinking the temporal complexity of self and society. London: Routledge.

Employment (from different disciplinary angles: history, economics, political science, anthropology, pedagogy) in the context of globalization, is then a plus for engaging with the *demands* of target groups before trying to translate these demands in a “traditional” *supply* driven Continuum project. Such an approach would allow to co-organize with the potential actors of a project some meaningful transition stages to face step by step the consequences of discontinued temporalities and linearities.

RECOGNITION

Faced with discontinued temporalities and linearities all projects have, in different ways, started to take into account the consequences of this situation by introducing the notion of recognition of different types of learning and working experiences.

Honneth’s Theory of Recognition (2003) ⁴⁴ considers that educational disadvantage is closely related to power, recognition and respect. The validation and recognition of prior learning is a matter of respect, fairness and solidarity towards groups at risk. That is why for example, the recognition of non-formal and informal learning outcomes is crucial for formally low-qualified youth (informal sector) and adults (unemployed). This approach, which can be extended to working experience, is a way to by-pass the difficulties stemming from discontinued temporalities and linearities.

The scaling up of this innovative approach has been too quickly spread – without any transition of the kind mentioned above – North and South by IOs (ILO), development cooperation agencies, governments and education entrepreneurs in the broader context of Qualification Frameworks (QF) – national, regional (and even global today!). It has taken more than 10 years for development agencies and governments to realize that scaling up limited scope projects is not a quick fix process – especially at the field/implementation levels. For example, it has taken a long time for South Africa to accept that the intense Qualification Frameworks lobbying they were faced with from “non indigenous partners” had no or even counterproductive effects on the concerned population. This situation came from the lack of capacity development of the implementers having to face the old-time ordered temporalities and linearities of the target populations, but above all from the

⁴⁴ See Note 41.

ignorance of reality by the inventors of the National Qualification Frameworks⁴⁵.

One can then argue that the critical perspective proposed by Stephanie Allais⁴⁶ for South Africa is THE challenge for any Continuum: how to avoid *Selling out Education and neglecting Knowledge* – whatever the source of that Knowledge (i.e. any type of Education, Training and Work). How to secure the values of respect, fairness and solidarity for those facing Exclusion and Inequality that would allow a human rights based Continuum to achieve a Durkheimian type integration, that is transformative interactions between the individual and collective objectives of the Continuum, within the society in which they are embedded?

These issues raise finally a question about the opportunity to revisit the notion of Continuum, the answer being firstly based on the Recognition dimension identified above. That would lead to a redefinition of the “old time” Temporalities and Linearities, through the notion of open access to systemic Life Long Learning non-linear connectivities between the (under redefinition too) worlds of Education, Training and Work & Employment. Such an approach would have an impact on the Exclusion and Inequality situations that the case studies have underlined, as well as on the re-emergence of a three elements social continuum based on the recognition of the knowledge and skills acquired by passing through multifaceted Education, Training, Work & Employment activities.

Is this a vision, a buzz word or an utopia? The Tool Box proposes some Lego type blocks from which to build your answer!

⁴⁵ They had not read: Chambers, R. (1997). *Whose Reality Counts? Putting the First Last*.

⁴⁶ Allais, S. (2014). *Selling Out Education National Qualifications Frameworks and the Neglect of Knowledge*. <https://www.springer.com/us/book/9789462095786>

ANNEX: RATIONALE OF VOLUME II OF THE STUDY

WHAT YOU ALWAYS WANTED TO KNOW ABOUT A CONTINUUM BUT WERE TOO AFRAID TO ASK

The objective of this Volume is to provide some analytical tools covering mostly the historical, political, economic and sociological dimensions of the Continuum at the macro and meso levels, as Volume I (Case Studies) illustrates the ways five RECI members' projects can be presented and analysed through a Continuum lens.

In French, as in English, a “*faux ami*” expression is misleading many of us: the “solution of continuity”/”*solution de continuité*”. This expression supposedly reflects a situation whereby any discontinuity would exist between the elements of one same object/process. Actually, it is wrongly used because it does not refer to the Latin meaning of the word *solution*, that is separation, interruption of what has to be continuous. This is illustrated in anatomy, where a continuity solution is a division of bones or soft parts that are normally continuous, and for a marriage that can't be dis-solved.

Today's reflexion and debate around the Education–Training–Work & Employment Continuum, which the Study reflects through case studies and a Tool box, stem from a definitional issue around the concept of continuum – whatever the concerned field is. A continuum is «a continuous sequence in which adjacent elements are not perceptibly different from each other, but the extremes are quite different”⁴⁷. Such a definition leads automatically to the questions arising about the different understanding and consequences of the dis-solution of the interactions between the three fields of the Continuum, which are supposed to be part of the patent of any continuum. The discontinuities stemming from this dissolution are looked upon differently by the Continuum's stakeholders according to the values, representations, objectives and functions they attach to each component of the Continuum.

For some, referring to the Continuum is just a hype way to renovate the old days vision, value and practice of the “natural” linear passing through the three steps – Education, Training, Work & Employment – of the Continuum, allowing an easy socio-economic Integration. This critical position is usually carried out

⁴⁷ <https://en.oxforddictionaries.com/definition/continuum>

by the ones⁴⁸ that had, and still have, the privilege to “naturally” get through the walls of the Education, Training, Work & Employment silos, allowing them to easily climb the ladders of Progress/Development without having to face the rising difficulties stemming from the discontinuities between the silos. Hence their patronizing attitude towards the “old fashioned” Continuum’s supporters who are retrograde anti-globalization people!

At the same time, these people support the development of less regulated/“freer” Education, Training and Work & Employment markets offering the skills (and knowledge?) which allow them to constantly adjust to globalisation’s necessities. These necessities are the “natural” vocationalized demands of the economy such as competitiveness, performance, flexibility, mobility, adaptability, etc. imposed by digitalisation, robotization, AI and other technological advances. In that perspective discontinuities, i.e. continuity solutions, between the three components of the Continuum can be ignored as they are not obstacles to these people’s individual progress.

In other words, this category of people has the facility to organise and consume elements of ad-hoc personal Continuums, which society’s socio-economic Excluded categories (out of school, drop out youth; youth without vocational training/employment opportunities; unemployed graduates; youth and adults without basic education...) can’t afford. That because they are “victims” of the discontinuities between the components of the Continuum, and of the lack of consideration for the consequences of these discontinuities for individuals and society. Consequently, the Inequality gaps between the Excluded from one or more of the components of the Continuum and the Privileged consumers of some Continuum portions are increasing. This situation undermines the role of Education and Training as an evolutionary agent on what can’t any longer be qualified as a social continuum⁴⁹.

Hence the accentuation of the dualization of societies, North and South, an expression of which lies in the “resistance/resilience” of the so called “informal sector” that is still developing in spite of the political discourses which have promised for 40 years its near future formalization. The tenths of million of youth and adults learning, working, earning their life in this “sector” are

⁴⁸ The author of these terms of reference is a (still) living illustration of these good old days!

⁴⁹ The debate, North and South, about the booming middle classes in some parts of the South and their decline in some part of the North refers to the proposed definition of a continuum, where the extremes are different but with some adjacent elements allowing – under certain conditions – passing from one extreme to the other.

amongst the most concerned by the discontinuities of the Continuum, but their resilience is an argument for not caring for them – unless at the micro-level.

These situations are a way to ignore the consequences of discontinuities between the three components of the Continuum, in terms of Exclusion and Inequality for many under privileged categories of Youth and Adults - including middle classes – North and South. These people, not having the possibility to compensate by themselves the effects of these discontinuities – unless they are part of self-initiated actions – are consequently denied any potential socio-economic (re)Integration in their environment. The ones concerned here rely mostly on voluntary programmes/projects run by NGOs and CSOs and, much less frequently, on public policies.

In other words, we are faced with two opposite readings of discontinuities. In the first vision above, increasing discontinuities are a consequence of globalization needs, and are coped with through alternative conduits for facilitating individual adjustments. The systemic, facilitating perspective that the Continuum is supposed to reflect is considered as an obstacle to individual progress/development. In the second vision, reconstructing continuities/interactions between the three components of the Continuum through public/private programmes/policies is one way, among others, to facilitate socio-economic (re-)integration of youth and adults cohorts who have been excluded of one/two/three components of the Continuum at any age and anywhere. The re-construction of bridges between two or three components of the Continuum should, in principle, allow either re-joining one of these components or create short term re-integration possibilities.

Working today in a Continuum perspective means that a paradigm shift has to be worked upon by/for the two above mentioned population categories. On one hand, the old days Linearities and Temporalities reflecting knowledge accumulation, have demonstrated their limits, but at the same time still carry a balance between knowledge, skills and qualifications acquisition that the short-sighted globalized/vocationalized vision of societies tends to undermine. On the other hand, the globalization needs in the fields of Education, Training, Employment & Work can't only be fulfilled by a call to deregulated/marketized supply of short-term skills and qualifications for the upper layers of societies. In the same logic, the re-integration needs of marginalized/excluded people can't only be fulfilled by the costly provision of elementary skills to very limited shares of this population.

One might then say that these two opposed categories of population would both need a diversified regulated “market” of learning opportunities that would not, as expressed by Stephanie Allais, “*Sell out Education and Neglect Knowledge*”⁵⁰. In that perspective, the “privileged” part of a population would also gain some kind of security, in supporting the Continuum discontinuities – related meso level public and private initiatives that would aim at counterbalancing the devastating effects of Exclusion and Inequality for individuals, organizations and societies.

Such an integrative perspective covering the two categories of stakeholders we have presented earlier as opposed in their visions and needs, can’t be dealt with outside a public policy perspective, as it makes it necessary to open discussions about the socially and economically accepted portability as well as circular Recognition, Validation and Accreditation⁵¹ of knowledge and skills that can be acquired at any time in a specific space and in an ad hoc order, through passing in one or more elements of the three Continuum components or through specific programmes. Such a perspective makes it necessary to put in place some multi-stakeholders governance arrangements where state, business, social organisations, education and training providers are involved with a high level of connectivity.

The final questions are then to wonder whether:

- The term Continuum can keep being used in a way that does not reflect enough the socio-political challenges we have suggested above?
- It can keep being associated with Linearities and Temporalities of formal education, the resilience of which is reflected in its renewed domination as expressed in SDG 4?
- The individual objectives presented in the UNESCO Institute for Lifelong Learning (UIL) definition of Life Long Learning (LLL): «All purposeful learning activity undertaken on an ongoing basis with the aim of improving knowledge, skills and competence» is not too limited to cover the present and future societal and critical issues of Exclusion and Inequality?

⁵⁰ Allais, S. (2014). Selling Out Education National Qualifications Frameworks and the Neglect of Knowledge.

⁵¹ <https://uil.unesco.org/fr/themes-rva>

- The fact that the word Continuum is only used three times (about literacy) in the 2015 Incheon Declaration and Action Plan, is a signal for change?
- The fact that the 2020 GEMR will be devoted to Inclusion and the 2019 HDR to Inequality, is not a signal that it is time to connect the notion of Continuum with the definition of LLL and prioritize their systemic and social development dimensions? Life Long Education-Training-Work & Employment Continuum?

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- 2.3 WERE THE OBJECTIVES OF AN "EDUCATION AND TRAINING +" CONTINUUM INTEGRATIVE ENOUGH TO EFFICIENTLY TARGET EXCLUSION AND INEQUALITY?
- 2.4 FROM 1990'S EFA TO 2015'S SDGs: CAN SILOS RESIST GLOBALIZATION?
- 2.5 WHY PRIORITIZE EXCLUSION AND INEQUALITY AS THE FOCUS OF THE CONTINUUM IN THE 21ST CENTURY?

CHAPTER III: IS THE CONTINUUM IN LINE WITH THE DEBATES ON THE FUTURES OF EDUCATION, TRAINING AND WORK & EMPLOYMENT?

- 3.1 THE FUTURE OF WORK & EMPLOYMENT ACCORDING TO ILO, WB, IOE, ITUC: FOR A "BRIGHTER" WORLD WITH "INDECENT" JOBS?
- 3.2 THE FUTURE OF EDUCATION: CAN LLL, LEARNING CITIES COMBINE KNOWLEDGE AND SKILLS?
- 3.3 THE FUTURE OF TRAINING: CAN ICTs REPLACE ON THE JOB TRAINING?
- 3.4 THE FUTURE OF THE CONTINUUM: A NEW *RIGHT TO LIFE LONG WORKEDUCATION* (NOT?) FOR ALL?
- 3.5 A LIFE LONG EDUCATION-TRAINING-WORK & EMPLOYMENT CONTINUUM?

CHAPTER IV: FOOD FOR THOUGHT AND ORIENTATIONS