

**ENGAGING UNEMPLOYED LOW-SKILLED ADULTS OVER 45 YEARS OLD IN
TRAINING OPPORTUNITIES THROUGH COLLABORATION SCHEMES AMONG CSOS,
EMPLOYERS AND TRAINING PROVIDERS**

OUTPUT 1:

REQUIREMENTS AND INFLUENTIAL FACTORS FOR ENGAGING UNEMPLOYED LOW-
SKILLED ADULTS OVER 45 YEARS OLD IN TRAINING

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1.CONTEXT

Eurostat data show that from 2008 to 2013, EU-27 unemployment rates generally appeared to be levelling out; the same could be said for older workers, for women and, to some extent, for young people. However, rates for people with low educational qualifications (ISCED 0-2) continued to rise, reaching almost 20% (OECD, 2019; European Commission, 2013) .

There were around 25 million unemployed adults aged 25-64 in the EU in 2011 (Labour Force Survey — LFS)¹. Of those, around 10 million were low-qualified (ISCED 0-2), 11 million had medium qualifications (ISCED 3-4) and around 4 million had a high qualification (ISCED 5-6). Low-skilled unemployed people are over-represented among the long-term unemployed, many of whom work in declining occupations and sectors.

Furthermore, the Survey of Adult Skills - PIAAC² (European Commission, 2013), highlights that:

- 20 % of the EU working age population has low literacy and numeracy skills;
- 25 % of adults lack the skills to effectively make use of ICTs;
- the high-skilled are progressing well through adult learning, but people with low proficiency are easily caught in a ‘low skills trap’ as they are less likely to participate in learning activities;
- education and skills increase employability: this represents a challenge for the one in four unemployed who has low literacy and numeracy skills.

The PIAAC Survey identified challenges per country, providing policy recommendations (European Commission, 2013: 20-22). In particular, for Italy and Spain the survey highlighted that in both countries around 30% of adults have literacy and numeracy skills at level 1 or below, which are the highest shares among EU countries.

In Spain, the survey recommends the reinforcement of re-skilling training programmes for older and low-skilled workers, in order to increase the labour market relevance of education and training. Graduates from upper secondary VET perform in literacy skills below the OECD

¹ For further information: [https://ec.europa.eu/eurostat/statistics-explained/index.php?title=Labour_market_and_Labour_force_survey_\(LFS\)_statistics&oldid=249852#Labour_market_analysis_at_individual_level](https://ec.europa.eu/eurostat/statistics-explained/index.php?title=Labour_market_and_Labour_force_survey_(LFS)_statistics&oldid=249852#Labour_market_analysis_at_individual_level)

² For further information on the PIAAC “Programme for the International Assessment of Adult Competencies” Study regarding the OECD’s Survey of Adult Skills, see the following link: <http://www.oecd.org/skills/piaac/PIAAC%20EU%20Analysis%2008%2010%202013%20-%20WEB%20version.pdf> and <https://www.gesis.org/en/piaac/rdc>

average. Results show that there is a general problem with skills proficiency, not only amongst the young but throughout the general population, as Spain scores far below the OECD and EU averages regarding numeracy and literacy. These results provide further evidence supporting the on-going discussions in this country about reforming general and vocational education and training.

In Italy, the survey PIAAC focuses on stepping up efforts to prevent early school leaving and improve school quality and outcomes. What is worrying is that the findings show that in Italy, skills of people aged between 25 and 34 are at the same level as younger generations and among all older generations deteriorate even further.

The PIAAC study (European Commission, 2013), shows that usually learning during adulthood was found to be undertaken by young adults and highly educated individuals as opposed to older adults or adults with lower skills. Furthermore, there is a divergence between participation in education and training by age group. Less than 6% of all 55-64 year olds participated in education and training in 2013, compared to nearly 17% of 25-34 year olds. PIAAC also found that people who are employed were more likely to access non-formal learning activities compared to unemployed people (45% compared to 23% respectively). Moreover, the access rate to non-formal training is fifteen times higher than to formal training (38% as opposed to 2.4%), with strong variations across countries.

The EEPO Review (2015: 9-10) highlights that just 4.4 % of adults with low qualification levels (ISCED 0-2) participated in education and training, compared to 10.7% of all adults. This would seem to indicate that those who need education and training the most in order to return to employment have the least chance of getting it. This is a particular problem for those unemployed people whose lack of basic literacy or numeracy skills prevents them from accessing more job-specific training.

Moreover, the same Review summarizes that training for unemployed adults is probably not sufficient, at least in some countries such as Greece and Bulgaria, where small proportions of unemployed people take part in training despite these countries facing some of the highest unemployment rates for low-skilled adults in the EU.

2. DEFINING “UNEMPLOYED LOW-SKILLED ADULTS OVER 45”

Before proceeding to the analysis of the barriers to learning for unemployed low-skilled adults of over 45 years of age, it is important to define the target group.

2.1 “Unemployed”

An unemployed person is defined by Eurostat (2010), according to the guidelines of the International Labour Organization, as:

- someone aged 15 to 74 (in Italy, Spain, the United Kingdom, Iceland, Norway: 16 to 74 years);
- without work during the reference week;
- available to start work within the next two weeks (or has already found a job to start within the next three months);
- actively having sought employment at some time during the last four weeks.

The unemployment rate is the number of people unemployed as a percentage of the labour force.

Eurostat estimates that 15.583 million men and women in the EU-28, of whom 12.334 million live in the euro area (EA-19), were unemployed in October 2019. Compared with September 2019, the number of persons unemployed decreased by 29.000 in the EU-28 and by 31.000 in the euro area. Compared to October 2018, unemployment fell by 939.000 million in the EU-28 and by 761.000 in the euro area.

2.2 “Low skilled adults”

Adults with low skills could be defined as:

- Adults with low educational levels, namely those whose highest qualification is at lower secondary level (ISCED 0-2, EQF 0-2).

European Qualifications Framework (EQF)

(descriptors indicating the learning outcomes relevant to qualifications at that level in any system of qualifications)

Knowledge		Skills	Responsibility and autonomy
In the context of EQF, knowledge is described as theoretical and/or factual.		In the context of EQF, skills are described as cognitive (involving the use of logical, intuitive and creative thinking) and practical (involving manual dexterity and the use of methods, materials, tools and instruments).	In the context of the EQF responsibility and autonomy is described as the ability of the learner to apply knowledge and skills autonomously and with responsibility
Level 1 The learning outcomes relevant to Level 1 are:	Basic general knowledge	Basic skills required to carry out simple tasks	Work or study under direct supervision in a structured context
Level 2 The learning outcomes relevant to Level 2 are:	Basic factual knowledge of a field of work or study	Basic cognitive and practical skills required to use relevant information in order to carry out tasks and to solve routine problems using simple rules and tools	Work or study under supervision with some autonomy

European Qualifications Framework (EQF): <https://ec.europa.eu/ploteus/en/content/descriptors-page>

International Standard Classification of Education (ISCED) 2011 (levels of education)		
Level 1	Primary education	Programmes typically designed to provide students with fundamental skills in reading, writing and mathematics and to establish a solid foundation for learning.
Level 2	Lower secondary education	First stage of secondary education building on primary education, typically with a more subject-oriented curriculum.

UNESCO (2012) <http://uis.unesco.org/sites/default/files/documents/international-standard-classification-of-education-isced-2011-en.pdf>

- Adults with low cognitive and non cognitive skill levels

These are adults who can at most complete very simple reading tasks, such as read brief texts on familiar topics, and mathematical tasks, such as one-step or simple processes involving counting, sorting, basic arithmetic operations and understanding simple percentages (OECD, 2019:4).

Moreover, European Framework for Key Competences for Lifelong Learning (European Commission, 2018) identifies eight key competences considered as necessary for personal fulfilment, active citizenship, social inclusion and employability in a knowledge society:

- Communication competences (communication in the mother tongue, communication in foreign languages, multilingualism, cultural diversity, digital communication)
- Mathematical competence and basic competences in science and technology
- Digital competence (digital media literacy and critical thinking)
- Learning to learn (personal development, critical thinking, interpersonal skills, career management skills and 'learning to learn' for lifelong learning)
- Social and civic competence (critical thinking, active democratic participation and sustainable development)
- Sense of initiative & entrepreneurship (innovation, creativity, risk-taking, teamwork, the term entrepreneurship in its broader sense, i.e. not just focusing on commercial entrepreneurship)

- ❑ Cultural awareness and expression (different cultural ideas, values and forms and the diverse range of media, modern forms - including digital - of cultural expression, intercultural awareness, and the global perspective)
- ❑ Transversal elements (critical thinking, decision-making, problem solving, career management, financial literacy, and physical literacy)

These eight key competencies include both typical cognitive skills (e.g. language, maths and digital skills) and transversal skills (e.g. learning to learn, social and civic competence, initiative taking and entrepreneurship).

As it is mentioned by Brunelo and Schlotter (2011), in order to understand whether and how these transversal skills are related to the non cognitive abilities, it is useful to examine the keywords associated to each transversal skill. For instance, the keywords that characterize “learning to learn” include self-discipline, perseverance and motivation and may also be related to the internal locus of control. Similarly, the keywords associated to “social and civic competencies” include ability to communicate, tolerance, empathy and coping with stress, which are clearly related to the facets of agreeableness and extraversion. Finally, “sense of initiative and leadership” includes creativity, leadership, innovation and risk taking, which are important features of openness to experience.

- Adults with low digital skills

In addition, we recognise that low digital skills are an obstacle to adults’ societal and economic, participation and constitute an additional dimension of low skills, despite their typical educational background.

It has to be noted that, agreeing with OECD (2019), low skilled adults could be capable of many other things. They may have low literacy and numeracy levels, but at the same time possess a range of other valuable skills such as the ability to drive different vehicles or care for customers. Equally, adults may have low qualification levels, but may have gained skills through years of work-experience that are equivalent to those associated with formal qualifications.

2.3 “Adults over 45 years old”

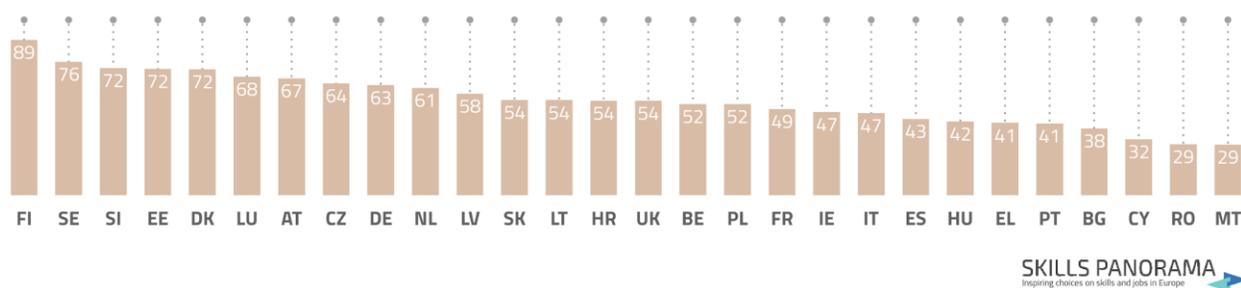
For the purposes of this study, given that we aim at endorsing training for employment, the target group agewise begins at the age of 45 and ends at the age of retirement, that is 65 in most European countries. More specifically, this project refers to adults that were born between 1-1-1975 and 31-12-1955.

3. SKILLS THROUGHOUT THE PARTNER COUNTRIES

The European Skills Index (ESI)³ is Cedefop's composite indicator measuring the performance of EU skills' systems. The ESI consists of three pillars: skills development, activation and matching, each of which measures a different aspect of a skill. Based on this "Index", all participating partners in the project (Bulgaria, Greece, Italy and Spain) belong to the "Low achieving" group of EU Member States.

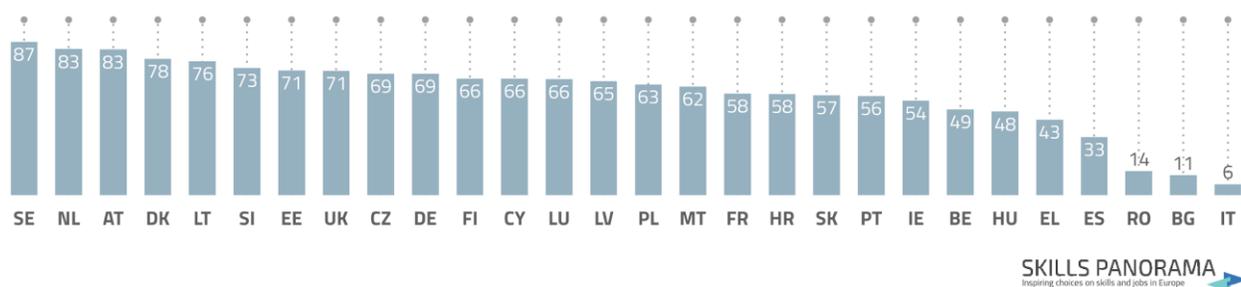
Skills Development across Member States in 2016

Skills Development represents the training and education activities of the country and the immediate outputs of that system in terms of the skills developed and attained.



Skills Activation across Member States in 2016

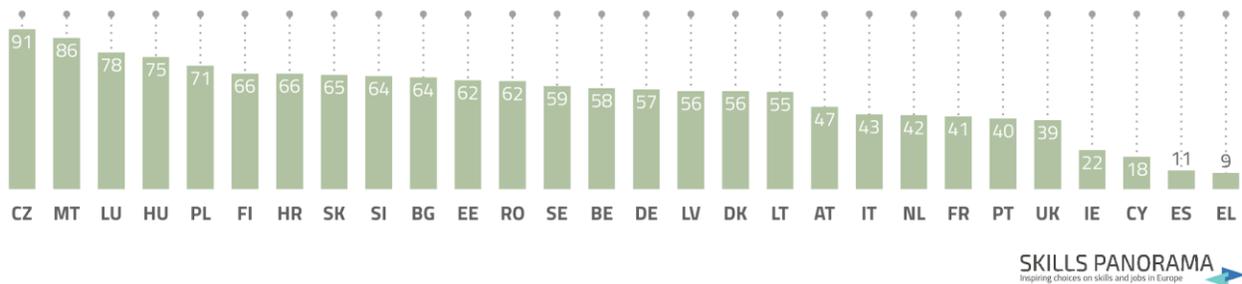
Skills Activation includes indicators of the transition from education to work, together with labour market activity rates for different groups of the population, to identify those which have a greater or lesser representation in the labour market.



Skills Matching across Member States in 2016

³ <https://skillspanorama.cedefop.europa.eu/en/indicators/european-skills-index>

Skills Matching represents the degree of successful utilisation of skills, the extent to which skills are effectively matched in the labour market. This can be observed in the form of jobs and mismatches which include unemployment, shortages, surpluses or underutilisation of skills in the labour market.



3.1 The case of Greece

Based on ESI, Greece ranks 27th out of the 28 Member States, with low performance in all three pillars. For the Skills Development pillar Greece ranks 23rd. Among the indicators in this pillar, Greece performs better only in “Pre-primary pupil-to-teacher ratio” (rank 10th) and “High computer skills” (rank 13th). For the Skills Activation pillar Greece ranks 24th, with low participation rates for the young – both “Activity rate (aged 20-24)” and “Recent graduates in employment” rank 24th. The country also performs badly in “Long-term unemployment” (ranked 27th). However, Greece is doing better in the indicator “Early leavers from training” (rank 11th). For the Skills Matching pillar Greece ranks last (28), with low scores for all the indicators in the pillar. Among all the indicators in the pillar, Greece performs the best in “Low-waged earners (ISCED 5-8)” (rank 22nd).

3.2 The case of Italy

Italy ranks 26th and belongs to the “Low achieving” group of EU Member States. It ranks 20th in Skills Development. It has a good share of “VET students”, ranking 11th in this indicator, but a very low “Upper secondary education (and above)”, where it ranks 25th. The other indicators in this pillar are between the 15th and the 18th position. Italy performs really poorly in Skills Activation, reaching the bottom of the ranking among all Member States. It performs among the worst in all the indicators, particularly in “Activity rates (25-54)” where it is last. Italy ranks 20th in Skills Matching. It has a relatively good score for “Low waged earners (ISCED 5-8)”, where it ranks 8th, but a very low performance in “Long-term unemployment”, where it ranks 26th. A

significant Skills Matching is present, given the 20th rank in both “Higher education mismatch” and “Qualification mismatch”.

3.3 The case of Spain

Spain ranks 28th out of 28 Member States, with low scores for all three pillars. The low scores place Spain in the “Low achieving” countries group at EU level. For the Skills Development pillar, Spain ranks 21st, with a low performance in “Upper secondary education (and above)” (rank 26th). However, Spain does perform better in the proportion of the population with “High computer skills” (9th). For the Skills Activation pillar Spain ranks 25th, with a low performance in the “Transition to work” sub-pillar (27th). Among the indicators of this pillar, Spain’s performance ranges from rank 27 in “Early leavers from training” to rank 11 in “Activity rate (aged 25-54)”. For the Skills Matching pillar Spain ranks 27th. In this pillar, Spain seems to be doing better only in “Low waged earners (ISCED 5-8)” (rank 16th); in all the other indicators it ranks towards the bottom.

3.4 The case of Bulgaria

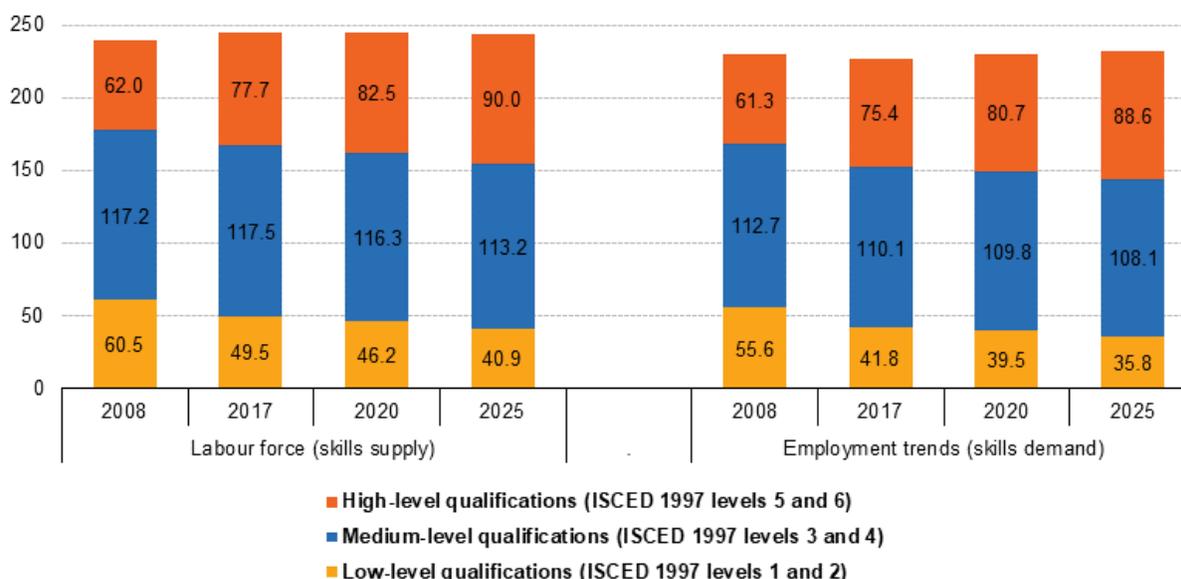
Bulgaria ranks 23rd, with poor performances in Skills Development (rank 25th), with average scores in three out of the six indicators in this pillar and low scores in “Recent training” (rank 27th), “High computer skills” (rank 27th) and “Reading, maths & science scores” (rank 26th). It ranks second to last out of all the Members States in Skills Activation. In this pillar, it ranks worse than 20th in all indicators, with a particularly poor performance in “Early leavers from training”, where it ranks 27th, and “Activity rate (20-24)”, where it ranks 28th. Bulgaria ranks 10th in Skills Matching. Poor rankings in “Long-term unemployment” (rank 20th) and “Higher education mismatch” (rank 24th) are compensated by very good performances in “Qualification mismatch” (rank 4th) and in “Underemployed part-timers” (where it in fact ranks 1st).

4. BARRIERS TO PARTICIPATION OF UNEMPLOYED LOW-SKILLED ADULTS OVER 45 IN TRAINING OPPORTUNITIES

As it is mentioned in EU Skills Panorama 2014 (European Commission, 2015a) there is an interplay between low level literacy and numeracy skills, qualification levels, skill levels, occupation and skills development. Individuals with low level literacy and numeracy skills also tend to have low level vocational skills and work in low-skilled jobs. Moreover, they are expected to find it increasingly difficult to compete in the labour market. The number of jobs and occupations requiring low-level skills and qualifications is shrinking. As it appears in the following image⁴, the percentage of low-skilled jobs in EU-28 fell by 11% from 2008 to 2017 and is expected to fall further by 9% from 2020 to 2025. Furthermore, Individuals with low literacy skills are also more than twice as likely to be unemployed as those with higher level skills.

Labour force and employment trends by qualification, EU-28, 2008, 2017, 2020 and 2025

(million persons)



Source: Cedefop 2016 skills forecast

⁴ [https://ec.europa.eu/eurostat/statistics-explained/index.php?title=File:Labour force and employment trends by qualification, EU-28, 2008, 2017, 2020 and 2025 \(million persons\).png](https://ec.europa.eu/eurostat/statistics-explained/index.php?title=File:Labour_force_and_employment_trends_by_qualification,_EU-28,_2008,_2017,_2020_and_2025_(million_persons).png)

On the other hand, based on the PIAAC data (European Commission, 2013), only 20% of adults with low skills participate in job-related adult learning. Participation of adults with medium and high skills is much higher (37% and 58% respectively). There are a number of obstacles that unemployed low-skilled adults aged 45 and over may face when participating in training. Not all individuals may experience the same number of difficulties because low-skilled adults over 45 have their own set of unique life circumstances.

4.1 Theories on barriers to learning

Possible learning barriers have been discussed extensively by researchers in the field. Yet, there is no comprehensive theory that interprets adult participation in educational activities or factors that inhibit this participation - although there is a common ground between researchers on the variables that influence this participation (Karalis, 2017). These variables have been categorized by many researchers, with the most well known being that of Patricia Cross (1981).

Cross developed a typology for adults' barriers to education, which has been adopted by theorists in the field. This typology includes three categories of barriers:

- *Situational barriers*: these are objective factors that derive from the person's circumstances at a particular period of time.
- *Institutional barriers*: these are factors associated with the practices and procedures of providers offering lifelong education programmes and of organisations regulating the institutional framework for the operation of these programmes, which directly or indirectly exclude or discourage individuals from participating.
- *Dispositional barriers*: these refer to attitudes towards learning and self-perceptions of adults about their role as learners.

According to this school of thought, which emphasises individual characteristics and personal barriers to education and training, research identifies the following barriers which we could link to this study's target group at the level of age (adults over 45), employment status (unemployed) and at the level of skills (low-skilled) (Marjan, 2011; Karalis, 2017).

4.2 Situational barriers

Many adults in this age group have family responsibilities, such as caring for children, grandchildren and/or elder family members. These responsibilities lead to limited time that could be spent for training and education. The lack of childcare and elderly care increases the time burden for this age group. Lack of support from other members of the family add to the above barriers.

Furthermore, the financial hardship linked to unemployment does not allow for accessing private sector care facilities, which could overcome to an extent the time burden of older adults. Lack of finance also limits the access to education as such, given that many courses require fees. Even when there is no fees linked to a programme, potential unemployed students need to face the lack of study facilities at home (e.g. a study or even a computer). Additionally, financial stringency is also linked to mobility barriers, as transportation to an education provider may be costly.

Finally, low-skilled adults face further barriers to education and training due to lack of formal qualifications required for entry to programmes as well as lack of actual skills needed to fulfill the requirements of a course (e.g. computing, writing skills, etc.)

4.3 Institutional barriers

This age group has particular learning needs, which are often overlooked by providers. Similarly, the scheduling of the courses provided may be difficult to follow for adults with the responsibilities of this age group. Tuition fees that are required to be paid at specific dates, as well as location can also be seen as institutional barriers to learning for the unemployed. Lastly, entry requirements to courses will generate barriers for low-skilled persons.

4.4 Dispositional barriers

Older adults often fear the return to education and training. They fear of being seen as too old, of having health obstacles to learning, of not having enough time to dedicate, of the cost, of commuting to the training provider and back, of not having a peer with them, of not knowing

where to acquire the relevant information, of competing with younger adults and of being exposed. In other words there is a general fear of the unknown.

Moreover, unemployed low-skilled adults tend to have low-self-esteem and low aspirations. Their fear of failing is often based on bad previous experiences of education. This negative attitude towards education usually comes along with a lack of interest based on the belief that education and training qualifications will not lead to employment.

Finally, adults with low skill levels find it more difficult to recognize their learning needs and hence are less likely to seek out training opportunities (Windisch, 2015). Accordingly, OECD (2019) taking into account the 2016 Adult Education Survey (AES)⁵ highlights that 11.6% of adults with low skills looked for learning opportunities compared to 35.5% of adults with high skill levels.

4.4 Perspective on barriers to learning

As it is mentioned by Windisch (2015:40) low-skilled adults participating in learning activities often have a family to support, face financial and personal challenges, work in low-wage jobs with nonstandard working hours, lack supportive relationships, and have little career awareness and information on possible education programmes. From the above, one can see that the inclusion of a barrier in one of the above categories depends on the perspective we are looking from. This is the case especially between the situational and institutional categories. A different school of thought attempts to highlight and reveal the social and political contexts that contribute to the emergence of these barriers. Accordingly, Rubenson and Desjardins (2009) put together the categories of situational and institutional barriers, under the term of “structural barriers”, given that both types derive from social conditions and structures. In this way, societies that provide for older adults, for the unemployed and for low-skilled adults, tend to not pose institutional barriers to education and training, and as such, the situational barriers that one may face are also overcome.

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https://circabc.europa.eu/faces/jsp/extension/wai/navigation/container.jsp?FormPrincipal: idcl=FormPrincipal: id1&FormPrincipal_SUBMIT=1&id=cef44c0d-b1cb-456a-a32f-bba65028b51a&javax.faces.ViewState=EjfgqRGq5Da5LyvuFZPafvA1Ou62JTYSjKMmiq5xBJ8CC1GbVKwVilTFTEzFt%2FL91IQV3eSXN6V7jwlKe6dilx9omgvIB180NrbC3Hk5AXcaz%2BXfsyYZigCr4q4POiedosar14%2B11MPQdt%2FZ9QJD%2BWfek9w%3D

Thus, Desjardins and Rubenson (2013) suggest a further division between “structural” or “personal/individual” constraints, recognizing also next to (i) Situational, (ii) Institutional and (iii) Dispositional barriers, (iv) Informational barriers and (v) Financial constraints. Information and financial constraints are both individual and structural (Windisch, 2015:40. *Information* barriers are individual because of a person’s insufficient knowledge about adult education offers, and they are structural because of limited data on the benefits of participation in adult education, and of a potential mismatch between individual needs and the existing provision of adult education. *Financial* barriers are individual to the extent that the individual has no financial resources and they are structural if credit institutions fail the individual's financial demands. Situational and institutional constraints are structural as they depend on structural relationships between the State, the family, and work. Dispositional barriers are individual because they relate to the individual’s agency.

Types of barriers to lifelong learning	
Individual barriers	Structural barriers
Informational barriers	
Financial constraints	
Dispositional/psychological barriers	Situational barriers (e.g., family, job)
	Institutional barriers

Source: (Desjardins & Rubenson, 2013)

5. MOTIVATION AND ENGAGEMENT OF UNEMPLOYED LOW-SKILLED ADULTS OVER 45 IN TRAINING OPPORTUNITIES

5.1 Theories on motivation to learning

Besides cognition, students' motivation and preference are among the fundamental factors for effective and useful learning and achievement (AIP, 2017). Motivation is a theoretical concept utilized to clarify human activity. As, there is no standard definition for motivation, we could say that it is related with terms such as behaviour, attribute, feelings, desires, needs etc. Motivation could also be seen as a process to make a start, to maintain goal-oriented behaviours or to fulfil expectations. Generally, motivation leads individuals to take action in order to achieve something.

There is no integrated theory that includes all factors, processes and outcomes related to motivation. However, there are several motivation theories (Stalidzane & Dislere, 2016) rooted in the individual's endogenous factors (the cognitive and dispositional approaches), whereas other theories focus on the individual's exogenous factors (e.g. the status of unemployment, various intensifiers of responsive reactions). Few theoretical approaches are highly cognitive (self-regulation, expectancy theory, goal determination, self-motivation), while other approaches have a distant connection with cognitive processes (genetic predisposition, emotions and affects).

Attempting to achieve a holistic view on motivation theories, we will review several theories that could be implemented, especially in the education domain (AIP, 2017):

1. orientation theory
2. self-determination theory (SDT)
3. intrinsic and extrinsic motivation theory
4. ARCS Model
5. self-regulation theory
6. social cognitive theory

5.1.1 Orientation theory

The first widely known systematic investigation of participation motivations is attributed to Houle (1961), who in the early 1960s proposed a typology of trainees on the basis of their participation. He distinguished three types of learners: goal-oriented, action-oriented and learning-oriented. Starting from the above typology, emerged the Educational Participation Scale, which focuses not only on the types of trainees but also on the motivation for participation based on their orientations. The most recent form of the scale consists of seven categories (Boshier & Collins, 1996):

- improving communication skills
- development of social contacts
- educational preparation
- professional development
- improving family relationships
- seeking social stimuli
- interest in learning an object

5.1.2 Self-determination theory

The self-determination theory (SDT) is a macro-theory on human motivation in social context. The theory assumes the tendency to be curious, to cognise one's environment and to be interested in learning and in improving one's knowledge as an inherited trait (Stalidzane & Dislere, 2016). Moreover, based on the same scholars, evidence shows that educational frameworks that support autonomy, competence and experience in mutual obligations of learners contribute to higher motivation and engagement, including the self-regulation of learning, improved learning outcomes, persistence in learning, creativity and wellbeing. Six important motivation factors are highlighted as key for endorsing learning (Stalidzane & Dislere, 2016:265):

- self-guidance (autonomy);
- joint learning (autonomy and interrelationships);
- active engagement in learning (interrelationships);
- immediate usability of learning outcomes (competence);
- recognition of the achievements of learners (competence, interrelationships);
- supportive emotional environment (interrelationships)

5.1.3 Intrinsic and Extrinsic motivation theory

The scholars Richard Ryan and Edward Deci (2000) define intrinsic motivation as the doing of an activity for its inherent satisfactions rather than for some separable consequence. When intrinsically motivated a person is moved to act for the fun or challenge entailed rather than because of external prods, pressures, or rewards. In educational and training activities, lots of will power and positive attitude is very much required to sustain motivation (AIP, 2017). The challenge, curiosity, control and fantasy are the key factors to trigger up intrinsic motivation. In contrast, extrinsic motivation is a construct that pertains whenever an activity is done in order to attain some separable outcome (Ryan & Deci, 2000). Extrinsic motivation depicts external activities such as a reward, compulsion and punishment (AIP, 2017). This kind of motivation provides a high level of will power and engagement, yet it would not be able to sustain longer than the intrinsic motivation can do.

Both intrinsic and extrinsic motivation is needed in a learning process (AIP, 2017). Learning is a complicated process and motivation is the hard rock of this process. Hence, participants in learning activities have to be highly motivated to face the challenges, understand the process and be able to apply in real circumstances. Intrinsic motivation leads to self-motivation in pursuing the learning meanwhile extrinsic motivation gives the purpose to pursue the learning.

5.1.4 ARCS Model

The ARCS model is a systematic way to determine and deal with learning motivation (AIP 2017; Stalidzane & Dislere, 2016). ARCS is abbreviated from Attention, Relevance, Confidence and Satisfaction. For learning to be effective, this model argues that catching the attention and curiosity of students is very crucial for gaining and sustaining students' engagement in learning. Moreover, ARCS highlights students' experiences and needs related relevance. Lastly, the positive feeling regarding the learning process and the gained knowledge leads to satisfaction as completing the whole learning process.

- attention: a contribution that motivates them to be aware of the gains made during the learning process;
- relevance: the usability of self-assessment (gains and losses) in real life situations;
- confidence: getting feedback on the usefulness of learning and the feeling of evaluation of learning achievements;
- satisfaction: the development of the feeling of achievement or gain, which motivates to keep learning.

5.1.5 Self-Regulation Theory

As it is mentioned by Noordzij (2013:24), self-regulation refers to processes of self-generated thoughts, feelings, and actions that are planned and cyclically adapted to the attainment of personal goals. These self-regulatory mechanisms enable individuals to guide their goal-directed activities over time and across changing situations. The core distinction, among phases of self-regulation, is between goal choice and goal striving. *Goal choice* refers to the process of selecting one or more goals, whereas *goal striving* refers to the process of implementing an existing goal by initiating action and putting forth effort, reflecting a continuous interplay of behavior and cognitions (Noordzij, 2013).

For Instance, applying the above distinction to job search, the goal-choice phase reflects processes related to setting a reemployment goal, whereas the goal-striving phase refers to processes related to finding employment or participating in training activity. Usually the goal striving phase requires extensive self-regulation, whereas adults need to manage their thoughts, attention, emotions, and motivation to control the search process and deal with rejection, obstacles, and failure.

Self-regulation comprises three interdependent activities: self-monitoring, self-evaluation, and self-reaction (Noordzij, 2013). Self-monitoring refers to the self-observation of thoughts and actions; Self-evaluation refers to the comparison of current performance to the desired goal and; self-reactions such as self-satisfaction and self-efficacy influence the reallocation of effort to achieve a goal or to withdraw.

5.1.6 Social Cognitive Theory

Very close to Motivational Systems Theory is the Social Cognitive Theory (SCT), which refers to the acquisition of knowledge by direct observation, interaction, experiences and outside media influence (AIP 2017). The environment - social and physical- is considered as a crucial factor that can influence people. The social environment refers to family and friends while physical environment refers to the comforts.

SCT is derived from constructing meaning and knowledge from the social influences and shows that the continuous learning and constructing meaning are shaped from communication among the community and transform now to internet. In this way SCT depicts the interrelationship

between behaviour, environment and personal factors and highlights that interactive learning allows students to gain confidence through practice.

5.2 Strategies and Actions for motivation to learning of unemployed low-skilled adults over 45.

The above theories are considered very important for the motivation of unemployed low skilled adults over 45 years old to keep educating themselves and for real work on their career development. A structural scheme that uses factors from the above theories could be very useful for the descriptive analysis that is needed in this project. Moreover, considering career education and training opportunities for this group it is necessary for contributing to the self-guidance and self-confidence of the unemployed, the matching of the unemployed with the labour environment and enhancing their competences in their profession, which could result in their integration in the social environment.

Regardless of the differences in content, quality and amount of training offered to adult people, the latest are less likely to have access to skills development than younger workers and are less likely to engage with learning if the opportunities are available to them (ILO, OECD 2018). This is the case because either the returns are too low given their remaining working careers or because the type of training delivery (e.g. in a classroom) is not attractive.

Konrad (2005) concludes that learning preferences identified by lower qualified workers across the countries (like learning by doing & learning from others) indicate that theoretical models such as shared expertise and cognitive apprenticeship are suitable for this target group. In addition, Konrad supports the idea that all adults experience the phenomenon of being competent without having formally learned *how* to achieve that competence. This fact points towards the interlocking and perhaps symbiotic relationship between knowledge and action. Cognitive Apprenticeship is the term used to describe the process of how people become competent in the authentic world of everyday life similar to the much older paradigm of learning craft apprenticeship. The concept refers to a pre-industrial structure where learning took place successfully in the social setting of the family.

This view derives from constructivism and social constructionism arguing that knowledge is constructed as an interpretation of experience, based on schema that enable and limit individuals processes of making sense of their experience. Thus an individual's knowledge is personally constructed on both direct experience and on such social processes as oral, pictorial and non-verbal communication (Gergen, 2009; Konrad, 2005). These social processes involve taking information from and giving information to others; discussion, asking and answering questions, explaining and challenging others statements, explanations and ideas.

Factors associated with the motivating potential of a learning setting (Konrad, 2005) are:

- the amount of autonomy provided;
- the degree to which students can identify with and find interesting a given learning task or set of tasks;
- the type and timing of the feedback provided.

European Union (2018) suggests *six crucial factors for increasing participation* in adult learning and skills development opportunities.

A. Increase adults' willingness to take part in, and their positive attitudes towards, learning

Participation and retention are dependent on adult learning having a **positive reputation** and on individual learners being well-disposed towards it. To ensure that this is the case, Member States can work with social partners and other stakeholders to raise awareness about the many benefits of adult learning, to reach out to adults who would most benefit from it, and provide them with **tailored information and guidance**.

B. Encourage employer investment in adult learning

As job requirements evolve, employees must develop their existing skills and talents – along with acquiring new ones. For this reason, **professional development and job-related training** are key factors that can motivate adults to return to learning. Ensuring that employers invest in adult learning is essential for increasing both the range of opportunities available and the number of employees taking part in learning.

C. Enhance access to learning for disadvantaged and difficult-to-engage groups

There are many different kinds of adults learners with many different learning needs. There is no 'one-size-fits-all' solution: policies should incorporate **tailor-made programmes and be**

flexible enough to respond to each individual's learning needs and motivations – including **basic skills development for low-skilled learners**. To accomplish this, forming partnerships with such intermediary organisations as community groups and trade unions is recommended.

D. Improve the relevance of adult learning for everyone involved

When education and training opportunities **address the specific needs and motivations** of both learner and employer, not only does participation increase, but the end result is also better: meaning higher skills, access to better jobs and improved social outcomes. For this reason, adult learning policies and provision should be **designed in a way that responds to the needs of different user groups**.

E. Assure the quality of adult learning opportunities

It is important that adult learning provision be of **high quality**, both to ensure positive outcomes for learners, employers and the community, and to make the most effective use of public investment.

F. Coordinate adult learning policy at national, regional and local levels

For maximum policy success, there needs to be **effective coordination** of the different initiatives happening at the national, regional and local levels, and effective collaboration of all the various institutions, organisations and stakeholders.

5.3 Best practices for motivation to learning of unemployed low-skilled adults over 45.

As it is mentioned in EUBIA (2010:29), “Good Practice” can be defined as the most efficient (least amount of effort) and effective (best results) way of accomplishing a task, based on replicable procedures that have proven themselves over time for large numbers of people. However, it should be acknowledged that the term ‘good’ is very subjective and should be defined as “practice that works”, that satisfies certain criteria and therefore has some aspects that may be useful to others for consideration and adaptation. The use of the term ‘good’ should not be construed as a firm recommendation.

According to Cross (1981), in order to provide motives to the adults for learning or participation in education, namely in order to be assisted in fulfilling their educational needs, the following are important:

- The response of education to the changes in their lives
- The creation of opportunities
- The removal of obstacles to learning
- The comprehension of the goals and expectations of the trainees.

European Union and Members States in order to encourage more adults to return to learning are reinforcing adult learning opportunities by improving the availability and overall quality, quantity and accessibility of them. However, despite these efforts, statistics show that (OECD, 2019; Adult learning statistics⁶):

- only one out of every 10 European adults takes part in some form of education or training,
- more than a quarter of all adults lack the basic literacy, numeracy and digital skills that many of today's jobs require,
- the participation of younger persons (aged 25–34) in the EU was more than 20 percentage points higher than that of older ones (aged 55–64) in 2016.

However, there are cases that European countries try to raise awareness about weak literacy and numeracy skills, as adults with a lower level of educational attainment are less likely to search for information about learning opportunities than adults with higher education attainment (Windisch, 2015:44). For example, Luxembourg conducted a national campaign focusing on literacy, numeracy and ICT that included the distribution of postcards, the introduction of a free number to call to get advice and information about course offers and the launch of a website. Germany, have published a fact-sheet with pointers and recommendations on how to recognise and address adults with low basic skills, based on research findings (Windisch 2015:45-46).

Three marketing methods for literacy and numeracy provision have been highlighted (Windisch 2015:47):

- **Word of mouth** with instructors and former participants spreading the news of adult basic education offers.

⁶ For further information: https://ec.europa.eu/eurostat/statistics-explained/index.php/Adult_learning_statistics

- **The media:** Evidence from Australia, Canada, England, Finland, India, New Zealand, Scotland, Sweden, and the United States suggests that media campaigns are particularly important for attracting more disadvantaged participants, with television proving more successful in reaching people with low skills than print media.
- **Community outreach programmes** that provide information for prospective learners in the community.

Studies in the UK shows that :

*“One of the most effective methods of convincing learners to join basic skills courses is through a **one-on-one approach**. Moreover, offering basic skills courses in accessible locations, such as **community centres or the workplace**, also helps recruit learners”*

*“When people live in communities where **education is seen as a means of advancement**, they are more likely to participate in formal learning themselves”*

*“Potential learners preferred **more informal learning venues**, such as community centres, parish buildings, homes for elderly, and private homes, over school settings”*

Basic Skills programme in Norway:

*A scholar found that **the name of courses**, such as reading and writing, can put people off and that classes are sometimes better promoted under another name, such as “communication skills”*

For further information see: (Windisch 2015:48-51)

Although useful information and guidance services can support motivation, few European countries have a structural guidance service that is specifically geared towards adults with low literacy and numeracy skills. In Austria there is a central level institution that delivers guidance services related to basic skills and literacy (Zentrale Beratungsstelle für Basisbildung und Alphabetisierung); in Germany there is a telephone guidance service for those facing literacy problems. Other countries offer guidance services open to all. Portugal has a network of Qualification and Vocational Training Centres; ICT tools by the British National Careers Service.

An innovative co-funded project by Erasmus+ (2015-2018) was the project GOAL (<https://adultguidance.eu/>). GOAL was a guidance pilot targeted at adults without upper

secondary education (ISCED level 3), aimed to develop or expand guidance and orientation interventions for low-educated adults in six countries: Belgium (Flanders); Czech Republic; Iceland; Lithuania; the Netherlands, and Slovenia.

In most European countries, basic skills programmes usually include between 100 and 300 teaching periods (Windisch 2015:54). For example, the programme Key Competences in France comprises around 100 teaching periods and takes around six months to complete. In Luxembourg, courses within Adult Basic Education generally take one year to complete and include between 150 and 300 hours, depending on learners' needs. In Norway, the standard courses in 'basic competence in working life' include 130 lessons and this standard model was chosen by 75% of applicants in 2013. However, some researchers suggest that a new measure of gains through literacy and numeracy programmes is needed because some progress learners make, such as improvements in confidence, teamwork, employee initiative and problem solving, cannot be captured by a purely quantitative comparison of basic skills proficiency prior and after the course. Therefore, they suggest more valid ways of measuring adults' literacy gains.

Another study that took place in the US between 1998-2007 (Reder, 2012 in Windisch 2015:57) found that most literacy programmes retained learners only for relatively short periods of time, and that learners often had fragmented patterns of participation in multiple programmes and services. Therefore is suggested by Reder (Windisch 2015:57) that local communities should develop new types of learning support systems that provide persistent structures or pathways for adults. These pathways could combine periods in which adults attend programmes, use online materials to work independently or with tutors, or receive support services from local community-based organisations and volunteer programmes.

Additionally, learner motivation can be stimulated by involving them in the content and design of their own literacy and numeracy courses and learning material (Windisch 2015:58).

Example of learner engagement in the development of learning materials (Windisch 2015:59)

An innovative element of Indonesia's nation-wide AKRAB adult literacy programme is that, in addition to learning materials developed by a team of non-formal education experts, **learners develop their own booklets** and newspapers during writing classes which are then used as learning material by other participants.

A similar project named “Adult Learners’ Lives” took place in the UK between 2002-2003 (Windisch 2015:60). It investigated how factors related to language, literacy and numeracy provision interface with factors related to the learners, such as their dealing with difficulties and their classroom experience. In the classroom, the project examined the links between teaching and learning, participation, motivation and persistence, aiming to identify teaching and learning strategies that effectively encourage basic skills learning. Research findings included:

- In learning, **relationships matter**: teacher/student, student/student, and the learner’s support network.
- Learning environments often offer structure and stability in learners’ lives.
- Being in control is key motivation for learning.
- Health is often a barrier to learning, both physical and mental health.
- Small gains in language, literacy and numeracy skills and their wider benefits need to be assessed.
- Learners value knowing what progress they have made.
- There is a complex relationship between teaching and learning: learners do not learn what teachers teach.
- A more effective interagency response to the social and learning needs of students seeking asylum is needed.
- Students of “English” as a second language classes often express satisfaction with their classes, but there is a need for more free use of language and “bringing the outside in”.
- Involving teachers in research projects benefits their professional development, the culture of their work-places and regional networks.

Although, there are different approaches on establishing schemes to support low-skilled unemployed people towards training, evidence show that tailored training achieves better results for the low-skilled than general schemes (European Commission, 2015:29):

- It is difficult to compare the relative success of different schemes because the outcomes depend on the mix of target groups and each scheme’s objectives.
- Country-specific evidence indicates that interventions which include a package of measures and that combine training with other labour market measures are successful and that a mix-and-match approach may pay dividends.
- Evaluation results tend to be most positive when the training is well tailored to the person’s potential, employers’ skill needs and leads to formal qualifications.
- Employer-based approaches (i.e. those targeting specific vacancies and on-the-job training placement schemes) generate higher employment outcomes than classroom-based training).

As it is mentioned by European Commission (2015:31), the general trend appears to be towards sustainable models of building employability that will remain relevant over time (i.e. linking training to labour market forecasting approaches, or training being embedded in the national qualifications frameworks). Thus, local adaptation to the needs and trends with focus on current and future employment opportunities emerges more and more, either directly through customised schemes, with specific employers or indirectly based on labour market forecasts.

6. BARRIERS THAT AFFECT EMPLOYERS' INVOLVEMENT IN TRAINING INITIATIVES FOR LOW-SKILLED ADULTS OVER 45

In order unemployed low skilled adults over 45 years old can re-integrate into the labour market, the need of education, knowledge and skills that match market demands is needed. As it is mentioned by ILO and OECD (2018) employees in SMEs and own account workers such as the self-employed, are under-represented in training. Increased participation can be achieved by re-designing tax systems to encourage adult learning and by providing financial support to alleviate the costs of learning. It could also mean improving systems for career guidance and opportunities for the recognition of skills acquired through informal and non-formal learning. For small firms, targeted initiatives to encourage skill needs assessment and training provision are also important measures to reach low skilled and own account workers.

In most OECD countries, low-skilled adults are less likely to participate in training activities, and employers and workers representatives have a key role to play in mobilising them. The Union Learning Fund in the UK offers training programmes which mainly target low-skilled workers. The fund is organised by trade unions, which subsidise learning activities that they identify as important for their members, in consultation with employers, employees and learning providers. Union learning representatives engage directly with low-skilled workers to recruit their participation, and as a result, participants are disproportionately older workers with no formal prior qualifications. Low-skilled learners achieve the most significant outcomes, with over two-thirds of learners with no previous qualification moving to a higher qualification level (ILO & OECD, 2018).

The validation or recognition of non-formal and informal learning improves skill matching in the labour market by strengthening the signalling power of skills and making it easier for employers to identify which skills jobseekers already have (ILO & OECD, 2018). This process of Recognition of Prior Learning (RPL) is particularly important in countries with high levels of under-qualification where workers possess skills required for the job but lack a qualification to prove this. The RPL system in France is particularly well-developed (Validation des Acquis de l'Expérience, VAE) and allows participants to demonstrate the skills they have acquired through work experience in a jury evaluation, with those who are successful at demonstrating mastery of required skills able to obtain a partial or full recognition of a given qualification.

Thus, ILO and OECD (2018) suggest that ensuring the participation of mature age adults in training may be best addressed by continuing to provide them with opportunities for rich work and further development to sustain their capacities and interest in contributing to their work and workplaces as well as ensuring that they have good training opportunities earlier on in their careers.

Based on the research of Konrad (2005), lower qualified workers are motivated to learn, if they think that training is useful, believe that they are able to complete the training and that they have some opportunities for better work conditions or advancement possibilities; the lower qualified workers are open to learning opportunities, but not highly motivated; work tasks, in a working environment, which are generally simple are considered that there is no need for further training; training is seen as valuable and important but motivation is not high because the work environment does not motivate individuals to develop new skills; adults are motivated to participate in learning activities if they have positive experiences of learning, and some support from their employer. Additionally, summarizes that the level of participation in learning activities could be increased if:

- There are real opportunities for advancement and job rotation;
- Learning opportunities lead to continuing learning experiences;
- The operation of the learning process is tailored more closely to participants needs;
- More support is provided for learning in the workplace.

Konrad (2005) concludes that learning preferences identified by lower qualified workers across the countries (like learning by doing & learning from others) indicate that theoretical models such as shared expertise and cognitive apprenticeship are suitable for this target group. A bottleneck in developing and learning from approaches to tackling basic skill deficits is the lack of common understanding on the definition of such skills among stakeholders and across countries (Cedefop, 2018:37).

Engaging employers in the frameworks of training for unemployed adults has been addressed in a number of ways (European Commission, 2015: 33-35):

- insert the Long-Term Unemployed into a professional working environment;
- internships;
- work practice schemes;
- employer training allowances for taking on unemployed;

- combining employment with training (working contract of part time in a company and part time in a training centre);
- matching training to vacancy;
- specific skills matching with skills shortages;
- on-the-job training schemes;
- adult apprenticeships.

The extent of involvement of social partners and employers, in the selection and content of vocational and educational training, appears to be dependent on local conditions and contacts/networks between local Public Employment Service offices and local employers and trade union representatives. The main challenges are around putting in place adequate incentives for employers, providing regulated training provision, and not generating big bureaucracy (European Commission, 2015: 33).

Lately, in many European Countries “a matching approach” gains more and more popularity . This approach tends to link training for unemployed adults to current and future employment opportunities, either directly through customised schemes, with specific employers or indirectly based on labour market forecasts. Moreover, this approach assumes that specific training delivers a number of specialised skills needed for a specific job. The strengths of this employer-focused approach are that (European Commission, 2015: 32): (i) responds to actual vacancy, (ii) puts unemployed trainees and employers together (e.g. through guaranteed interview).

On the other hand, the main challenges of this approach are summarized as follows (European Commission, 2015: 32): (i) Difficult to have a clear view of companies’ future needs; (ii) Tends to lead PES counsellors to impose training actions on unemployed people; (iii)Tends to foster return to work in sectors different from those of the training programme, suggesting challenges around matching. In that situation, positive effects of training actions are drastically decreased. In addition to all these, many researchers argue that the“matching approach” tends to diminish sustainable return to employment, maintaining and developing employability and security for career paths. how ever, it is mentioned that the orientation process is key to this: employment actors, when orienting unemployed people towards training programmes, have a responsibility to make sure that the programme is in line with a viable professional project.

Key measures of success are usually related to the employment outcomes: getting a job, time taken to get a job and sustainability of employment, although other outcomes (such as effect on

qualifications, income) might also feature. However, it is hard to compare the relative success of different schemes because the outcomes depend on the objectives of the schemes and the issues faced by the target groups.

In **Spain** (Madrid Region), women and older people were less likely to find a job after completing a training programme (European Commission, 2015:39). Unemployed receiving unemployment benefit and those who enrolled in VET studies were more likely to find a job after a training course. In **Greece**, the impact of training on enhancing employability is generally low (KANEP-GSEE, 2013). In **Bulgaria** (European Commission, 2015:37), 47 % of individuals found employment after participation in training; and the trained persons worked in low-paid jobs and most probably performed labour functions that require low qualifications. Results from **Italy** confirm the relatively higher success of interventions which are delivered in a combination of training with other active labour market measures (such as work experience and incentives) (European Commission, 2015:42).

Building trust and robust partnerships among stakeholders (PES, VET providers, employer associations/ chambers and employers) are essential for offering high quality training placements, targeted to the learner's skills and career aspirations, as well as meeting the needs of employers (Cedefop, 2018:37-39). Moreover, combining a matching approach with basic skills training, career counseling and mentoring support by multi-professional teams contributes also to the success of work-based activation programmes.

Work-based learning programmes

Employment internships in Portugal aims to support the transition of the unemployed (youth and others) into employment, complementing their skills through training and practical experience at the workplace. By improving qualifications and skills, the internships promote employability and support the transition between the education system and the labour market. Success factors include the shared funding of wages by the PES during the relatively long (12-month) internship period. A factor that contributed substantially to the long-term impact of the internships is that enterprises benefiting from the measure were entitled to compensation once the internships ended. Another support programme helped them engage former participants as young recruits. Nearly 70% of participants were employed nine months after completing the internship, roughly 45% in the same company and 24% in other companies.

The community public work programme established in Hungary in 2011 provides basic professional skills, occasionally supplemented with specific vocational qualifications. It seeks to connect work and practical training to eliminate employment disadvantages, increase job seeker qualification levels, improve their basic skills and gain practical professional experience. The programmes are related to local community work (environmental, infrastructure or care jobs) and target vulnerable groups, such as long-term unemployed, physically handicapped and the Roma community.

Source: Cedefop, 2018:38

Job rotation (Denmark)

The Job rotation scheme is a relatively old instrument (introduced in 1994) established to address high unemployment and to counter the unwillingness of companies to invest in upgrading their employees' skills. It was adapted in 2007 so that the focus became to create employment for the unemployed. As part of the negotiations between labour market stakeholders in 2006, a new and less complicated scheme was developed and agreed within the so-called welfare agreement (Velfærdsaftalen). The basic idea is to fund companies to enable them to offer their employees reskilling and training opportunities. During their absence, their workplaces are made available for the unemployed with the aim to strengthen their practical experience and their connections to the labour market. Both public and private companies can apply for funding for training of skilled or unskilled workers. In order to receive funding, a company is obliged to employ an unemployed person and pay the same salary as the employee in training.

The key feature of the approach is that local job centres match companies to the unemployed and cooperate with educational institutions to stay informed on education/training opportunities. Through their intermediary role, they seek to provide employees with basic skills the means to grow and the unemployed with the opportunity to develop professional skills in employment. Stakeholders involved in the scheme are all convinced that it offers good opportunities for upskilling the workforce and supporting the unemployed.

Source: Cedefop, 2018:39

One of the challenges for employers is that although recognise the issue of low basic skills they are hesitant to take an initiative (Windisch, 2015:93). Many employers believe that tackling the issue of low basic skills must be a shared responsibility between the government, education authorities and employers. They also acknowledge that the involvement of managers is critical for efficient basic skills workplace courses.

Another challenge is that workplace basic skills training requires the involvement of all relevant stakeholders (Windisch, 2015:93). Evidence shows that from conception through to planning, design, marketing, implementation, delivery and evaluation, managers, supervisors, workers, union representatives, providers and instructors must work together as a team to determine where the training needs are, what the goals of training should be, how training should be delivered and how the entire process and its results should be evaluated. Giving everyone an equal voice fosters confidence and trust and strengthens the stakeholders' commitment to the programme and ownership of it, thereby promoting not only quality and relevance, but also sustainability.

More challenges are summarized by Windisch (2015: 91-95) on work-based literacy and numeracy training activities:

- Measuring performance and productivity outcomes.
- Few enterprises (can) develop lasting opportunities for workplace learning.

- Employers need to create environments that allow the use of newly acquired skills.
- Contextualising literacy and numeracy learning in the workplace.
- There is little information on what is working best.
- Numeracy training needs to be framed positively.
- Instructors of workplace programmes need to be flexible.

Apart from these challenges, skills developed through workplace basic skills training can contribute to a company's productivity (Bensemman, 2012 in Windisch, 2015:90-91):

- More accurate completion of forms such as incident reports and timesheets.
- Improvements in specific language, literacy and numeracy skills (e.g. measuring).
- Better following of policies and procedures.
- Improved oral communication.
- Increased confidence in work roles, and in taking initiative.
- Less frustration with workmates and supervisors.

6.1 Instruments that support training activities

Concerning the target group of the project act45+ and its characteristics (i) unemployed, (ii) over 45 years old and (iii) low skilled, useful criteria / key factors can be found from the research paper of Cedefop (2015). Instruments that seek to provide skills needed through new education or training provision for individuals generally show a clear focus on content. It is important to be aware that what makes the instruments relevant for skill mismatch is that they **respond to a specific labour market needs** (Cedefop, 2015:63).

Linking industrial needs and VET to optimise human capital (Malta)

Aims to identify the specific skill needs and current gaps in 10 different sectors (pharmaceuticals and chemicals, financial services, ICT, furniture, printing, infrastructure, food, beverages, maritime and plastics and tourism sectors). As a follow-up, training and education programmes are adapted according to the findings of the sectoral research groups. While more specific identification of needs is organised by sector, other instruments may take a more regional approach.

Source: Cedefop, 2015:64

The 'assured skills' programme (United Kingdom-Northern Ireland) includes new training provisions while also matching curricula closer to labour market needs (Cedefop, 2015:70). Key success factors of this project are:

- tailor-made training approach for foreign companies;
- early involvement of the private sector in designing and delivering training;
- well-defined skills demand;
- fast communication channels in a confined area;
- public institution as broker/mediator between differing stakeholder interests.

Moreover in the research paper of Cedefop (2015:73-85) two main types of instrument that support training activities are mentioning. These instruments focusing on: (i) Improving the supply of skills; (ii) Meeting a particular skills demand.

6.1.1 Improving the supply of skills and mainly targets employees in need of updating or improving their skills to remain competitive on the labor market.

These instruments help increase job security by equipping employees with relevant skills. They focus on the individual in terms of securing better job security and/or a more competitive labor market position.

These instruments can be either skills-specific (and therefore, often sector-specific) or refer to more generic skills, for instance when they encourage updating skills in the use of certain ICT applications. They make employees more responsive to particular skills demands from their employers and may prevent them from becoming unemployed by avoiding skill obsolescence.

Key Success Factors

- combination of school studies with a vocational qualification;
- clear identification of skill shortages;
- compatibility with further studies;
- engagement of training providers in developing the programme;
- labour market studies as a basis;
- recognition of non-formal learning;
- flexibility towards labour market requirements;
- new classification system for (partial) qualifications.

- ❑ combination of networking and closer cooperation among education and training providers and encouragement of potential learners;
- ❑ offer the means to update skills in line with rapidly changing skill needs;

Key Lessons

- provision of active labour market tools instead of direct financial aid;
- focus on local labour market and local possibilities;
- top-down approach (legislation) corresponding with basic labour market demand;
- consideration of traditional perceptions of qualifications;
- need to broaden information on training supply offered by multiple education and training providers;
- importance of physical contact and providing face-to-face information.

Cases of instruments supporting training of employees to improve their skills

Hungary: step one ahead

'Step one ahead' gives uneducated or undereducated individuals in occupations requiring low skills the opportunity to raise their skill level through training for specific occupations. The purpose of such training is to attain stable employment, where possible in fields where skill shortages exist. Responding to regional skill shortages was possible through partnerships between stakeholders responsible for implementation (PES, chambers of commerce and training organisations).

The instrument combined completing elementary and/or secondary school studies, leading to a school certificate, with learning for a vocational qualification: this mixes upskilling in general skills with vocational skills training. By responding to labour market needs, the instrument concentrated on so-called 'missing vocations' such as electrician, plumber and carpenter, for which shortages exist or are foreseen in the near future. A key element of the approach was to use active labour market tools instead of direct financial aid. Training combined practical training and theoretical learning, tailored to individual capacities. Stakeholders attribute the low dropout rate (around 5%) to this personalised approach.

Between 2006 and 2008 (phase I) 'step one ahead' reached around 20.100 individuals (19.000 in phase II). Around 60% held jobs matching their skills after completing training.

The two interrelated instruments, transitional employment agency and transitional company (Germany)

Aim to place existing employees threatened by unemployment in a different company and to provide them with services such as competence assessment, career advice, jobsearch and interview-training to support them in

making the transition. The instruments arrange either a direct placement in a new company (transitional agency) or a tripartite contract between employer, employee and a provider of a transitional company (an organisation where workers can be employed and upskilled between two employment contracts).

Source: Cedefop, 2015

6.1.2 Meeting a particular skills demand by training employees in skills needed on the labor market

A second type focuses on meeting a particular skills demand by training employees in skills needed on the labor market. Instruments belonging to this type do not focus on job security per se, but on expanding job mobility, by training developing skills for which shortages exist. It focuses on achieving macro-level impact by targeting skill shortages and/or improving job mobility.

The second group of training instruments targets employees more specifically to address skill shortages. These instruments do not directly improve job security, but train individuals in sectors with job shortages so that they can be mobile. Focusing on current or future skill shortages by targeting training on the skills employers need is crucial for ensuring competitive economies.

Key Success Factors

- ownership based on employers' contribution to design and funding;
- competitive application procedure;
- clear identification of skill shortage;
- requirement of proof of insufficiency of existing tools;
- community orientation;
- cooperative relationship between participating companies;
- inclusion of representatives of different communities;
- ensuring participation and input from companies that were not granted a project.

Key Lessons

- successful public-private partnership in training delivery;
- importance to bridge cultural and language divides between policy-makers and businesses;

- strategic value of promoting cooperation between companies;
- evaluation of an optimal degree of joint financing;
- building network structures at local level;
- bottom-up approach for local skill mismatch instruments;
- considering local needs in skill supply.

Cases of training employees in specific skill shortages

Germany: initiative for skilled workforce, eastern Germany

SMEs in eastern Germany were confronted with several challenges in securing a skilled workforce: rising qualification requirements, decline in the working population, emigration, and low participation in the dual apprenticeship system. The objective of the initiative was the long-term development of skilled workforce using a top-down approach initiated at federal level.

The main idea was to fund projects for evaluation of measures to secure a skilled workforce in sectors with an increasing demand for skilled workers. A total of 10 out of 85 applications were chosen to be funded. The budget for each of the 10 was EUR 100.000. Implemented between 2010 and 2012, the duration was around one and a half years.

The projects were developed bottom-up at local level by existing regional stakeholder networks: the collaborative development and application process can be seen as a core element. The themes of the funded projects were very different in nature and covered a several fields: examples include motor mentoring (new female professionals and young managers for the future of the automotive sector in Thuringia) and the transnational network for securing a skilled workforce for promising activities in a region close to the Polish border (Frankfurt/Oder, Eisenhüttenstadt).

Events like conferences and workshops with a multitude of stakeholders (social partners, chambers, education and training institutions) helped promote innovative approaches in securing skills in the respective regions. A central coordination point, called the Transferstelle moderated development processes, coordinated activities, supported the organisation of events and secured links between relevant stakeholders. At local level, representatives of communities played an important role as change agents.

The workforce initiative was not restricted to particular sectors or groups of people. In addition to the outcomes of the projects, which have to be assessed, the collection of ideas aimed at securing a skilled workforce was an important outcome: 85 networkbased approaches were collected through the application process.

Addressing skill mismatches in the aviation maintenance industry (Malta)

An instrument delivering training on different educational levels with the aim to deliver highly skilled workers. It has been set up to improve the programme portfolio of Malta's main training organisation, Malta College of Arts, Science and Technology. The programme provides training in aircraft maintenance, avionics systems, aircraft

structures and composites.

The energy challenge fund (UK-Scotland)

Responds to the lack of skills identified in the Scottish energy sector which cannot be covered by graduates from the education system: it is related to the government's energy skills investment plan. The fund enables new entrants to Scotland's energy sector to acquire the qualifications necessary for working in renewables, oil and gas, subsea and micro-renewables.

The skilled labour grant (Austria)

Addresses skill shortages on the basis of a comprehensive list of shortage occupations. If workers or the unemployed with low or middle level qualifications complete a training programme directed at one of these occupations they receive financial support for up to three years. The instrument is part of a policy package addressing the lack of skilled workers.

Strategic transformation support (Belgium-Flanders), formerly known as strategic support for investment and education

A funding scheme helping small and medium-sized enterprises (SMEs) further develop their human resources. The instrument is not sector-specific but it includes proof of a specific lack of skills as funding criterion. The overall goal is upgrading the staff of Flemish SMEs to stay competitive on international markets.

Source: Cedefop, 2015

6.2 Identifying specific labour market needs

From the previous chapter has become clear the importance of a process of identification of current and future skills needs of employers. For this reason, Cedefop has created an online platform about "skills forecast"⁷ that provides comprehensive information on future labour market trends in Europe. Moreover, the use of other tools is needed in order to examine the trends on current skill needs, the top sectors of economic activity by country or the dynamic of occupations.

⁷ For further information see: <https://www.cedefop.europa.eu/en/publications-and-resources/data-visualisations/skills-forecast> and <https://www.cedefop.europa.eu/el/publications-and-resources/country-reports>

The case of Greece

In Greece, the National Institute of Labour and Human Resources (NILHR) has developed a Labor Market Diagnosis System⁸. Based on the employment data, those educational levels presenting the highest dynamism are secondary, tertiary and postgraduate education. On the contrary, the lowest educational levels are characterized by declining employment (NILHR, 2016:13).

Educational Level	Number of employed in 2016b	2015b-2016b % Change
They have graduated from high school	1.276.971	3,9
They have a university degree	1.125.912	3,7
They have a postgraduate degree	160.095	16,3
They have post secondary education professional training	354.015	5,8
They never went to school	8.386	-0,3
They never completed primary education	6.950	-34
They have graduated from middle school	344.671	-5
They have graduated from primary school	425.614	-6,9

⁸ For further information see: <https://www.cedefop.europa.eu/en/news-and-press/news/greece-new-labour-market-skills-diagnosis-mechanism> and <https://lmd.eiead.gr/%CF%84%CE%B5%CE%BB%CE%B5%CF%85%CF%84%CE%B1%CE%B9%CE%B1-%CE%B4%CE%B5%CE%B4%CE%BF%CE%BC%CE%B5%CE%BD%CE%B1-%CE%B5%CE%BE%CE%B5%CE%BB%CE%B9%CE%BE%CE%B5%CE%B9%CF%82/>

Based on the data from NILHR⁹ we can see the top 25 occupational categories that low qualified employees are working.

Occupational Categories (based on ISCO-08 ¹⁰)		% Low qualified
1	Worker, fishery	70,8
2	Agricultural, forestry and fishery labourers	68,0
3	Mixed crop and animal producers	65,5
4	Animal producers	64,5
5	Builder	59,4
6	Farmer, cereal: market production	58,9
7	Vendor, Street and market	54,5
8	Collector, garbage	53,3
9	Operators of fixed plant and production machinery	52,2
10	Cleaner, hotel, house, office	51,0
11	Painter, building cleaners and practitioners	49,9

⁹ For further information see: <https://lmd.eiead.gr/%CE%93%CE%B9%CE%B1-%CF%84%CE%BF%CF%85%CF%82-%CF%83%CF%87%CE%B5%CE%B4%CE%B9%CE%B1%CF%83%CF%84%CE%AD%CF%82-%CF%80%CE%BF%CE%BB%CE%B9%CF%84%CE%B9%CE%BA%CE%AE%CF%82-%CE%B5%CF%81%CE%B5%CF%85%CE%BD%CE%B7%CF%84%CE%AD%CF%82/%CE%A7%CE%B1%CF%81%CE%B1%CE%BA%CF%84%CE%B7%CF%81%CE%B9%CF%83%CF%84%CE%B9%CE%BA%CE%AC-%CE%B5%CF%80%CE%B1%CE%B3%CE%B3%CE%B5%CE%BB%CE%BC%CE%B1%CF%84%CE%B9%CE%BA%CF%8E%CE%BD-%CE%BA%CE%B1%CF%84%CE%B7%CE%B3%CE%BF%CF%81%CE%B9%CF%8E%CE%BD/>

¹⁰ <https://www.ilo.org/public/english/bureau/stat/isco/isco08/>

12	Mining and mineral processing plant operators	46,8
13	Transport and warehouse workers	45,9
14	Mobile plant operators	45,7
15	Vehicle, window, laundry and other hand cleaning workers	43,3
16	Clothing technicians and practitioners	43,1
17	Drivers of cars, small trucks and motorcycles	42,6
18	Mining and construction workers	41,7
19	Manufacturing labourers	38,6
20	Woodworking technicians, furniture makers and related practitioners	36,9
21	Operators of wood processing, paper making plants	36,6
22	Housekeepers and building managers	36,1
23	Other unskilled laborers, manual laborers and small businessmen	35,8
24	Food processing and related trades workers	35,4
25	Food preparation assistants	33,8

Based on the “skills forecasts country reports” of Cedefop for Greece¹¹, we can see that numerous job opportunities will arise, from 2016 to 2030, for service workers and shop and market sales workers, representing 29% of the total job openings, (compared to 16% for the EU-28) with almost 750.000 job openings, 80% of them are the result of replacement demand. Even though Skilled agricultural and fishery workers will experience a decline in employment

¹¹ For further information see: https://www.cedefop.europa.eu/files/cedefop_skills_forecast_2018_-_greece.pdf

size, as shown by the amount of jobs lost, the need to replace existing workers will create a significant number of new jobs. However, most of the new jobs will be created for occupations that are traditionally considered as medium-skilled, such as sale workers and personal service workers.

The case of Italy

Based on the “skills forecasts country reports” of Cedefop for Italy¹², we observe that the occupations, from 2016 to 2030, expected to have the highest number of openings are professionals and technicians and associate professionals, accounting for 21% and 19% of total job openings respectively, with about 80% of openings due to replacement demand. Several other occupations are expected to shrink in total employment, with service and shop and market sales workers being the occupation with the strongest decrease. Moreover, new jobs will be created in customer service clerks, hospitality, retail and other service managers, as well as among building and related trades workers excluding electricians.

The case of Bulgaria

Based on the “skills forecasts country reports” of Cedefop for Bulgaria¹³, it seems that the most jobs will come from the need to replace workers retiring or changing occupations. The occupation expected to have the highest number of job openings is professionals. This occupation also accounts for 17% of total job openings of which only 6% from new jobs creation. Other occupations, such as technicians and associate professionals, elementary occupations and clerks, are expected to provide a significant amount of job openings due to the creation of new jobs. Service workers and shop and market sales workers, skilled agricultural and fishery workers and craft and related trades workers are occupations expected to shrink by 2030, although the need to replace retiring workers will still provide numerous job openings.

The case of Spain

Based on the “skills forecasts country reports” of Cedefop for Spain¹⁴, it is expected that almost all the occupational groups will create new jobs, except skilled agricultural and fishery workers. The occupation that is expected to have the highest number of job openings, out of which 80%

¹² For further information see: https://www.cedefop.europa.eu/files/cedefop_skills_forecast_2018_-_italy.pdf

¹³ For further information see: https://www.cedefop.europa.eu/files/cedefop_skills_forecast_2018_-_bulgaria.pdf

¹⁴ For further information see: https://www.cedefop.europa.eu/files/cedefop_skills_forecast_2018_-_spain.pdf

are due to replacement needs, is service workers and shop and market sales workers, accounting for 21% of total job openings in Spain. The occupational group expected to increase the most in terms of new jobs is technicians and associate professionals. Within detailed occupational groups most of the new jobs are expected to be created in customer service clerks, sales workers and personal service workers.

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