

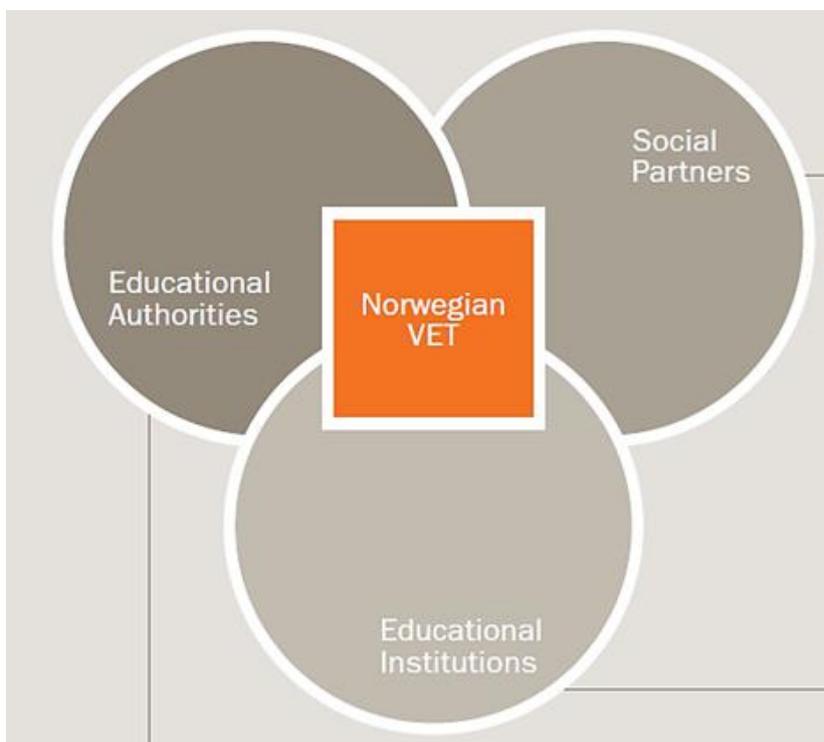
Feasibility study of the introduction of the Hamburg Model into Norwegian vocational education system

1. Vocational education system in Norway

1.1. Introduction with a structural overview¹

Stakeholders in Vocational Education and Training

The authorities at national level (The Ministry of Education and the Directorate for Education and Training) are responsible for the curriculum/ subject syllabus, the VET-structure and the acts. The authorities at county level are responsible for school- and VET dimensioning, for dispensing the VET financing provided by the state budget (including apprenticeships), for providing apprenticeships and for supervision. So there is in each of the 19 counties county vocational board.



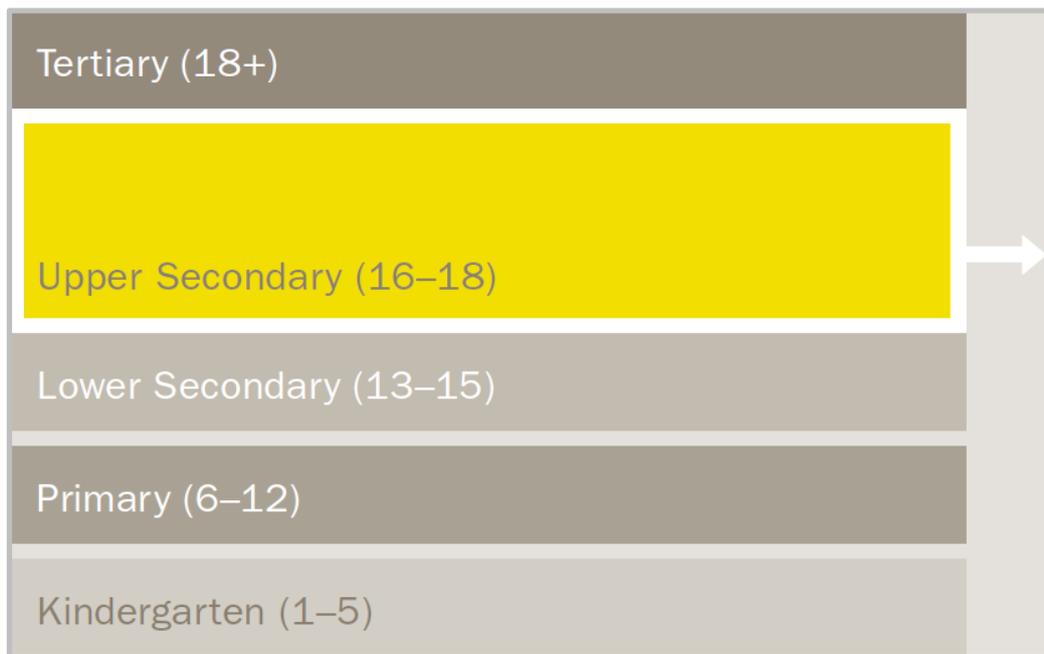
Norway has a VET system built upon the tripartite cooperation principle. A system of cooperation, mandated by the Education Act, is established both at national and regional

¹ Norwegian Directorate for Education and Training, Vocational Education and Training: http://www.udir.no/globalassets/upload/fagopplaring/4/vocational_education_and_training_in_norway.pdf (July 2015)

level, involving both employers' and workers' unions. At national level, the National Council for VET (Samarbeidsrådet for yrkesopplæring), a body for cooperation on vocational education and training, appointed by the Ministry, gives advice and takes initiatives within VET. One Vocational Training Council (Faglig råd) exists for each VET programme. At regional level, there are county vocational training boards (Yrkesopplæringsnemnder), one in each county. These boards have specific advisory tasks as stated in the Education Act. The organisation of pupils/apprentices is represented in both in the National Council for VET and in the County Vocational Training Boards.

Education and training is conducted both in schools and in enterprises. Both public and private enterprises accept apprentices and are approved as training enterprises by the county. Training Offices and Training Circles, enterprise driven cooperation ensuring apprenticeship place provision, have become increasingly common.

Structure of the education system



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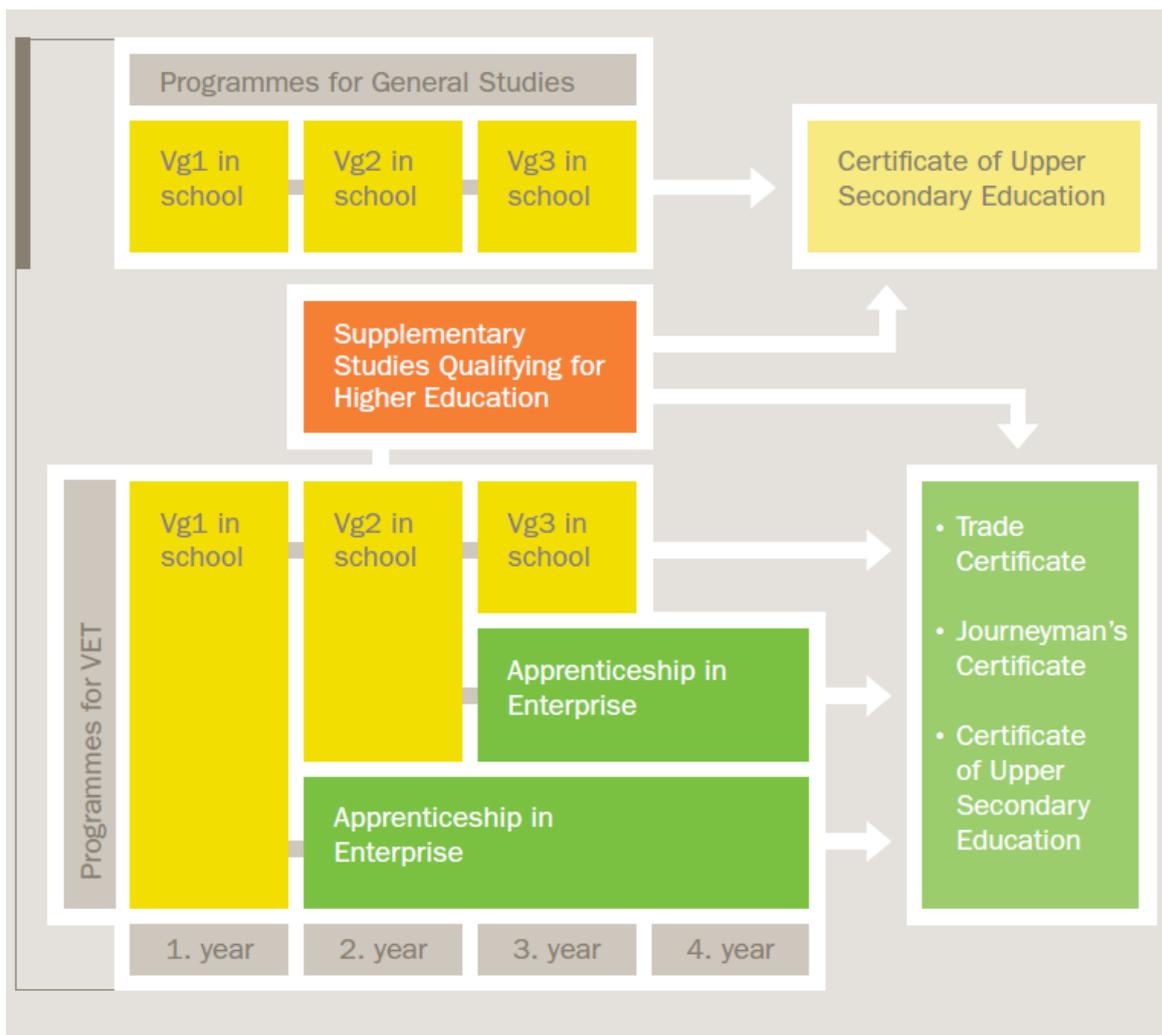
Having completed lower secondary education, a student can choose to enter one of the following nine Vocational Education Programmes: Programme for Technical and Industrial Production; Programme for Electricity and Electronics; Programme for Building and Construction; Programme for Restaurant and Food Processing; Programme for Health and Social Care; Programme for Media and Communication; Programme for Agriculture, Fishing and Forestry; Programme for Service and Transport; Programme for Design, Arts and Crafts.

The standard model for VET at upper secondary level is often called the 2+2-model. This refers to the division of the standard four year programme into two years school-based training followed by two years enterprise-based training which corresponds to one year in school. The model carries a certain degree of flexibility depending on the different programmes.

After the first year at upper secondary level in one of the nine programmes, the student has to choose between several specialisations in year 12 leading to a further specialisation in year 13 when the profession is chosen. The subjects within VET are divided into Common Core Subjects, Common Programme Subjects and In-depth Study Project (prosjekt til fordypning). As the curricula are regulations, the schools and training establishments are bound by their content.

Should a student wish to transfer to a General Studies Programme, he/she may do so by completing a year of Supplementary Studies Qualifying for Higher Education.

Vocational Education and Training Structure – 2 + 2 model



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The standard model for VET at upper secondary level is often called the 2+2-model, replacing a dual-like system that had been a tradition before 1994. This refers to the division of the standard four year programme into two years school-based training followed by two years enterprise-based training which corresponds to one year in school. The model carries a certain degree of flexibility depending on the different programmes.

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Vocational education and training principles²

Equality is a core value in Norwegian education and training. That means that it will be ensured an equal access to quality education and training regardless of geographic location gender, ethnic and social background. Moreover, the learning progress and pedagogic methods are adapted according to the pupils' and apprentices' attitudes and abilities.

Additionally, all young people have a statutory right to 3 years of upper secondary education and training. This statutory right is ensured in the Educational Act of 1994.

Funding of VET

Generally, VET is cost-free for pupils and students in public training institutions, so that public initial VET is funded over public budgets. Additionally, there are some private institutions which are authorised providers.

² Norwegian Directorate for Education and Training: <http://www.udir.no/Stottemeny/English/>

The training enterprises are funded by the state. Each training enterprise receives a state grant for each apprentice (2015) around 13.900 EUR over two years. An apprentice is also a paid employee: salary increases from 30% to 80% of a skilled worker's salary during the two years of apprenticeship.

1.2. Strengths, challenges and recommendations of the Vocational Education and Training in Norway³

Strengths

Norway has an upper secondary VET system linked to apprenticeship, which enjoys a high degree of confidence among stakeholders. In particular:

- There is strong tripartite co-operation at national, county and sectoral levels.
- The VET system is supported by a high level of trust among stakeholders.
- By international standards, the system is relatively inclusive and little stigma is attached to VET tracks in upper secondary education.
- In the current exceptionally tight labour market employers are keen to attract apprentices.
- The literacy level of the adult population is high by international standards (IALS, ALLS).

Challenges

Student choice may limit the responsiveness of VET to the labour market.

- Dropout is a problem.
- The ageing of school-based trainers makes it difficult to recruit new trainers fast enough to match the retirement rate.
- Quality assurance mechanisms for VET are inadequate.
- There are sectoral qualification requirements for enterprise-based trainers and training possibilities for career counsellors.
- The available data are insufficiently exploited and gaps in the data need to be filled.
- PISA results indicate that the basic skills of those entering the VET system are relatively weak.

³Directorate for Education, Education and Training Policy Division, October 2008, Strengths, challenges and recommendations of the Vocational Education and Training in Norway:
<http://www.oecd.org/education/innovation-education/45167059.pdf> (July 2015)

Recommendations

1. To improve the match between VET provision and labour market needs, student choice should be better guided and channelled. Planning of VET provision should take account of the availability of apprenticeship places; countries should reduce programmes that attract few apprenticeships. Students should receive good quality career guidance from well-qualified staff in lower and upper secondary school.
2. To tackle dropout, strengthen interventions in the early childhood and school systems to assist those at risk of dropping out. Use the system's flexibility to keep VET students in school while avoiding initiatives that might increase inequity. Collect better data on the flow of students through education and on the labour market performance of dropouts.
3. Norway's employers receive relatively substantial subsidies for apprenticeship training. Steps should be taken to ensure that the quality of the training provided is commensurate. Undertake a systematic study of the costs, benefits and quality of apprenticeships.
4. The introduction of the Knowledge Promotion Reform provides a useful opportunity to reinforce assessment procedures. Introduce a standardised national assessment of apprentices' practical skills.
5. Workplace supervisors and trainers of apprentices should receive some obligatory training.
6. Enhance data and analysis relating to VET and employ them more routinely in developing policy and career guidance. Consider the establishment of a dedicated centre for VET data and analysis

1.3. Early leaving from vocational education and Training in Norway⁴

A. Early leaving from education and training: definition and statistics

Drop-out has negative consequences for both the individual and society as a whole. Persons who have not completed upper secondary education and training will have worse prospects in the labour market than those who have completed their upper secondary schooling. Research shows that on average these persons have lower income and higher unemployment, and that

⁴ This article on early leaving from vocational education and training, written in 2013, is the first one of a set of articles prepared within Cedefop's ReferNet network. It complements general information on VET systems available online at <http://www.cedefop.europa.eu/EN/Information-services/vet-in-europe-country-reports.aspx>; Norwegian Directorate for Education and Training, 2014, Early leaving from vocational education and training Norway: https://cumulus.cedefop.europa.eu/files/vetelib/2014/ReferNet_NO_ESL.pdf (July 2015)

they more often make use of public benefits and national insurance. In addition, there is a strong correlation between dropping out of upper secondary school and social exclusion, crime, poor health and poor material living conditions (Falch et al., 2009; Falch et al., 2010).

Failure to complete school and delayed completion also has substantial socioeconomic costs. Calculations from the Centre for Economic Research (Falch et al., 2009) show that if completion of upper secondary education and training for an age cohort of pupils increases from 70 to 80 per cent, it will entail a cost reduction of between 800 and 950 million Euro for the whole life cycle of each age cohort. Falch et al. (2009) also calculated that if everyone who completes school had done so within the stipulated time, society would have saved about NOK 2 billion for each age cohort.

A.1. Defining completion in Norway

Statistics show that about 60 per cent of the VET learners complete their upper secondary training successfully within 5 years, see table below. The corresponding figure for all learners at the upper secondary level is about 70 per cent. After completing the lower secondary level, pupils in Norway have a formal right to embark on upper secondary education. The youth right (ungdomsretten) is valid for five years for pupils and six years for apprentices. Therefore, there has been a tendency in Norway to define drop-out as non-completion of upper secondary level, measured 5 years after the start of upper secondary level 1 (Vg1). This means that pupils and apprentices who are still in upper secondary education after five years will be counted as dropouts. Eurostat statistics indicate that the percentage of the population aged 18-24 that leave school early is slightly higher than the EU average, 16.5 per cent versus 13.5 in EU 27 (Eurostat 2012). The numbers in the two indicators vary due to differences in measuring drop-out and defining the population.

We also have to keep in mind that the Norwegian economy ran at full speed in 1994 and afterwards, and even the big financial setback in 2008 and later created only limited problems for school leavers with poor performances entering the labour market. A shift came in 2014, when up to 9 percent of unqualified school leavers were out of work.

Table 1. Successful completion of upper secondary training by VET learners in cohort 2006, measured five years after they started (in %)

Building and Construction	53
Design, Arts and Crafts	50
Electrical Trades	61
Health and Social Care	57
Media and Communication	80
Agriculture, Fishing and Forestry	54
Restaurant and Food Processing Trades	43
Service and Transport	52
Technical and Industrial Productions	51
All VET programmes	57

Source: The Norwegian Directorate for Education and

The table shows variations in the completion rate among the nine VET programmes. The regional county authorities are responsible for the provision of upper secondary training, VET included. There are relatively large differences in the completion rates among the counties, from 79 per cent in Sogn og Fjordane to 55 per cent in Finnmark. If we change the time of measurement to ten years after the start of upper secondary school, the percentage of pupils who complete and pass increases by around nine percent, and the differences between the education programmes and the counties is reduced.

A.2. The completion rates have been stable for many years

The completion indicators reflect the effectiveness of the education system. The percentage of pupils who complete and pass within five years after beginning upper secondary education and training has been stable since the age cohort that began upper secondary education and training after a major reform in 1994. Figures show that the share that completes and passes within five years has remained stable at between 67 and 70 per cent since 1999. The percentage has begun to increase again, and for the 2005 age cohort, the level is the same as it was in 1999. In the New Possibilities project (Ny GIV, see more in the third section below), a national goal has been set: to increase the percentage who complete and pass from 69 per cent for the 2004 age cohort to 75 per cent for the 2010 age cohort (The Education Mirror, 2012). The present rate (2015), despite the efforts, is 70.8%.

A.3. Many achieve basic competence

About one out of four who has not completed and passed has taken all of the years of upper secondary education and training, but lacks one or more subjects in order to get a diploma or a trade and journeyman's certificate.

Figures show that many of those who have not completed and passed have achieved a basic competence that they can later build on to obtain full upper secondary qualifications. However, there is also a group of pupils who have planned to achieve basic competence because they do not have the ability to achieve full competence.

A.4. Defining the turning points for drop-out

Statistical indicators have given more detailed information of where in the educational pathway the main challenges will come. The upper secondary path is 3-4 years long, depending on whether or not one takes parts of the training in a training establishment. Young pupils quit at each transition: in the transition from lower secondary to upper secondary school, between the first (Vg1) and second year (Vg2), between the second (Vg2) and the third year (Vg3), and from the third year to having formally completed the training with a

trade- or journeyman's certificate.

For most VET programmes, the apprenticeship training starts at the third year (Vg3) and the duration is usually two years. The transition from the second year (Vg2) at school to the third year (Vg3) as an apprentice is especially critical. In 2010, figures on what pupils from the second year are doing on 1st of October in the subsequent school year, show that fewer than one out of three pupils is in education and training in a learning establishment. All in all, only 45 per cent continue directly to an apprenticeship, a vocational programme or qualification for higher education in a vocational programme. In other words, we can say that less than half of the pupils continue in the educational path that they have followed for two years. Almost one out of four switches from their VET programme and over to a supplementary year that qualifies for higher education. 25 per cent were not taking any instruction at the date of measurement, but some of starts their apprenticeship training later mostly due to difficulties finding a training placement in a company (The Education Mirror, 2013).

B. Aspects that may influence the decision to remain in or drop out from VET

B.1. Structural characteristics of the education and training / VET system

Due to the statutory youth right (ungdomsretten), the vast majority of the pupils who graduate from lower secondary school start directly at the upper secondary level. The percentage has remained between 96 and 97 of a youth cohort since 2006. The youth right secures all pupils in Norway a formal right to receive upper secondary education. The youth right is valid for five years for pupils and six years for apprentices. In addition, the pupils have a right to attend one of three preferred programmes at the upper secondary level. Also, in principle, all pupils will pass the lower secondary level, independent of the pupil's attendance and achievements. Frøseth and Markussen (2009:86) highlight that drop-out from upper secondary education can be traced back to the start of school. Pupils have different level of commitment to and identification with school from an early stage. The consequence is that the pupils who embark on upper secondary education differ in their ability to fulfil the theoretical requirements that are needed in order to complete the upper secondary level.

VET, including apprenticeship, is integrated as an equal part of upper secondary education and regulated by the same acts that apply to general education. This change was implemented with a major reform in 1994. At the same time, the requirements in the content of VET were increased, especially regarding the common core subjects (e.g. Norwegian, Maths, English, et. al.). According to Høst (2009:114), the rationale was to establish a common basis for lifelong learning for all youths in Norway. Due to the lack of tradition regarding theory in VET, Høst questions whether the increased theoretical requirements may have contributed to the high level of drop-out in the integrated upper secondary schools.

Upper secondary VET normally includes two years at school with practical training in school workshops and short work placements in industry, followed by two years of formalised

apprenticeship training and productive work in an enterprise or a public institution. During the latter two years, the apprentice shall be engaged in one year of training and one year of productive work. This is known as the 2+2 model. The pupil may find an apprenticeship placement by himself, or, as in most cases, get help from the county authority. There is no individual right to an apprenticeship placement. However, if it is impossible to provide enough training placements, the county authorities are obliged to offer a third year (Vg3) in school leading up to the same final trade- or journeyman's examination. This is a costly alternative for the county authorities, and statistics show that pupils who complete Vg3 in school achieve poorer results in their trade- or journeyman's examination than apprentices.

As described above, the critical point for completion is the transition from the second to the third year. For most VET programmes, this is the transition from school-based training to apprenticeship placements in a company. In 2011, less than half of the pupils continued on a VET pathway after completing the second year. 22 per cent of the VET pupils switched to a third year that would qualify them for higher education. As of 1st of October the continuing school year, another 24 per cent were not receiving education or training. Only a small fraction of this group commenced on an apprenticeship after this date (The Education Mirror, 2013). For this group, the short supply of apprenticeship placements was an obstacle to completion. According to the research institution NIFU, the lack of apprenticeship placements compared with the number of applicants can be described as a structural flaw in the VET system. It is the companies that decide how many and who they will give an apprenticeship placement to, and the consequence, NIFU claim, is that the youth right is not valid for all pupils (NIFU 2012). Most of the pupils who receive an apprenticeship placement successfully complete their VET training with a trade or journeyman's certificate (The Education Mirror, 2013).

The majority of the VET pupils who chooses a third year in order to get qualified for higher education, fail the course. Figures from the school year 2007/2008 show that there were 9000 pupils who chose this option, while in 2012/2013 the figures increased to 14 000. This equals more than a 50 per cent increase. At the same time, the share that passes this 1-year course has decreased from 58 per cent to 53. The share of pupils that fail is almost 50 per cent, which could imply that the pupils who choose this option do not possess the necessary theoretical qualifications to pass this course (The Education Mirror, 2013).

B.2. Labour market and social policy issues

Compared to other countries, the youth unemployment rate in Norway is relatively low. It is also common for young people to combine upper secondary education with work. Offers of work have been good. According to Markussen et al (2011: 258), the possibilities in the labour market for youths may contribute to increased drop-out from upper secondary education.

Some VET programmes are to a lower degree associated with the labour market. This is expressed through a low share of pupils achieving a VET competence. For the VET

programmes Service and Transport, Design, Arts and Crafts and Agriculture, Fishing and Forestry only 20 per cent of the pupils complete with a VET competence five years after the start at the upper secondary level. For Health and Social Care and Restaurant and Food Processing Trades, the figures are a bit higher, 23 and 26 per cent, respectively.

For the VET programmes Technical and Industrial Production, Building and Construction and Electrical Trades, the share of pupils achieving a VET competence is higher, between 40 and 50 per cent. Media and Communication is in a special position, only 2,6 per cent achieve a VET competence, while 77 per cent achieve a general study qualification (White paper no. 20, 2012/2013).

The differences between the programmes are also expressed in the transition from completed VET training to the working life. A factor that separates the programmes is whether the skilled worker receives a job directly after completing the trade or journeyman's certificate, or whether they apply for higher education or other education. In Service and Transport, Technical Production and Industry and Media and Communication a substantial share of the pupils do not consider a trade or journeyman's certificate as their final goal. Differences between the programmes are also visible in the share of full-time workers: Electrical Trades and building and construction have the highest shares of full-time workers, while Health and Social Care, Design, Arts and Crafts, and Restaurant and Food Processing Trades have lower shares. Within the Health and Social Care programme, only 33 per cent of the skilled workers are on full-time contracts (i.e. more than 35 hours a week) (White paper no. 20, 2012/2013).

B.3. Individual reasons that may influence the decision to discontinue VET

There are systematic differences between general studies education and vocational programmes with respect to the completion rate. Various reasons have been suggested for this, but perhaps the most important factor is the systematic differences in the marks from the lower secondary level between young people who attend vocational programmes and those who attend general studies programmes. Pupils with higher marks systematically choose a general study programme and vice versa. Among the pupils who embarked on general studies areas of study in 2005, an average of 83 per cent have achieved qualifications for higher education or vocational qualifications within five years, whereas the corresponding average for vocational areas of study was 57 per cent. Figures show that the difference between vocational and general studies education programmes with respect to the percentage that complete and pass is almost non-existent if we take into account the difference in the marks from the lower secondary level.

C. Measures to prevent drop-out

Completion in upper secondary education and training has been put high on the political agenda in recent years. We will focus on one major measure aiming to decrease drop-out. New Possibilities (Ny GIV) is a three-year project initiated by the Ministry of Research and

Education in 2010. The projects aims to establish a lasting collaboration between the central government, the regional county authorities and the local municipalities in order to get more young people to complete and pass upper secondary education and training.

The New Possibilities (Ny Giv) is one aspect of VET in Norway which corresponds with the Hamburg Model. Ny Giv has been given coverage throughout the project period.

A national target for increased completion is set: The project aims to raise the completion rate from 70 per cent to 75 per cent. The New Possibilities project is divided into three subprojects, the Project on Improved Statistics, the Transition Project and the Follow-up Project. As well as the national project managers, regional project managers have been appointed in each of the regional counties.

C.1.1 The Project on Improved Statistics / the Completion Barometer (Gjennomføringsbarometeret)

The statistics part of the Ny GIV project has established common goals for better completion of upper secondary education and training and a common data and statistical basis for assessing the achievement of those goals. The project has developed a common set of indicators so that successful completion and dropouts are registered in the same way in each county and municipality. The project will continue to develop the indicators in order to have reliable statistics that give correct information and reveal the challenges in upper secondary education and training.

C.1.2. The Transition project (Overgangsprosjektet)

The Transition Project aims to develop a robust follow-up of pupils with the poorest results, and the main focus is on developing a solid collaboration between the regional county authorities and the municipalities. The county authorities are responsible for the upper secondary schools, while the municipalities are responsible for the lower secondary level and below. The target group is the 10 per cent of the pupils with the poorest results at ending of the 10th grade at the lower secondary level. The pupils receive intensive training focusing on a selection of the basic skills, reading literacy, writing and numeracy. The pupils were also offered summer jobs and summer schooling in order to prepare them for upper secondary education.

In 2011, the project includes all of the 19 regional county authorities as well as the major cities. The project will include all 428 local municipalities in Norway by 2013.

Measures on making the common core subjects relevant for VET at the upper secondary level and more practical training at the lower secondary level were also included in the project. The objective is to make these subjects more relevant to the pupils' future needs as adults and in their professional careers.

At the regional and local level, several measures have been included in the project, and good ideas are being spread among the counties. The national authorities are contributing with, inter alia, financial means to courses for teachers at the 10th grade and in upper secondary education and training focusing on the basic skills, practical teaching and making common core subjects relevant for VET at the upper secondary level.

The Transition project was recently evaluated. The evaluation has focused on the intensified follow-up of pupils with the poorest results, which is the most comprehensive measure in the project. The concurrent results of the evaluation show that the intensified follow-up of pupils with the poorest results has been successful. The evaluation also indicates that most teachers, pupils and school provider involved in the project finds it to be constructive.

C.1.3. Follow-Up Project (Oppfølgingsprosjektet)

The Follow-up Service (OT) in the county municipalities is targeting young people between 16 – 21 years, who are neither in school nor at work, and helping them to get back into school or work.

An evaluation by the research institute SINTEF (The Foundation for Scientific and Industrial Research at the Norwegian Institute of Technology) in 2011 emphasises that OT's biggest challenge is to become better known among pupils. For many pupils, OT is an unknown service.

The evaluation also points out that the multiagency collaboration is a challenge for OT. Strengthening the multi-agency collaboration, with a special focus on the cooperation between OT and the local employment services (NAV), is a key factor in the Follow-up project in New Possibilities. The New Possibilities Follow-up Project targets the young people who are registered in the Follow-up service (OT). The objective of the project is to create a sustainable structured and targeted system to motivate as many pupils as possible between 16-19 and to qualify them to participate in education and training, employment or other competence-building measures, and possibly combinations of these measures. The follow-up shall be based on an inter-agency and professional collaboration between the local education and employment authorities.

The county authorities shall have an overview of all young people who are registered in OT. The registration and follow-up of young people occurs continuously throughout the school year as the young people are reported to OT. As of 1st of February 2012, nine per cent of the young people with a youth right up to age 21 were reported to OT. Figures show that the percentage of young people who are reported to OT varies among the counties (The Education Mirror, 2012).

Of the 20,090 young people who were registered in OT, 3,925 were unknown; i.e. OT has not established contact with 20 per cent of the young people in OT or cannot give an account in some other way of the situations for these young people. There are major differences among the county authorities in both the number and percentage of unknown young people. The

number of young people with whom OT is not in contact varies during the year. At the beginning of the school year, the number of unknown young people is higher than at the close of the school year, because by then OT has had time to survey the young peoples' situations.

The number of unknown young people has never been lower than it was as per 1 February 2012. There are probably several explanations for this. The Follow-up service has worked hard in recent years at registering young people in the case officer systems and at specifying correct codes that best describe the young peoples' situations. Starting in the 2011-2012 school year, OT reports statistics three times a year to the Norwegian Directorate for Education and Training, compared with two times a year before. More frequent reporting gives greater attention to registration and follow-up of OT young people throughout the entire school year. In addition, the Follow-up project in the New Possibilities project has resulted in greater attention being paid to OT in general and in particular to the necessity of reducing the number of unknown young people in the service.

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2. Introduction of the Hamburg Model in Norway

2.1. Piloting of a training program in dual system in Norway

During the final “Hamburg Model” project conference in Oslo on June 2015 Christina Angelsen Grytoyr, Advisor and Coordinator from Akershus County Council, Department of Upper Secondary Education, VET Division, presented a training program in dual vocational system that was piloted in Akershus County and four other ones that is addressed youth with learning difficulties. Besides, it should support the development of a more professional system of cooperation between the schools and the enterprises.

The training candidates were divided in two learning groups where they received respective education: learning candidate and practice candidate.

The training candidate was integrated in the 2+2 vocational model with individual plan based on the curricula for upper secondary level 3 (Vg3). To this group young people were assigned who had social problems and low grades, and brought along different learning disabilities.

In the county Akershus 125 training candidates participated in the following professions: child care and youth work, carpentry, construction vehicle and machinery operator, landscaping, floral design, cookery, logistics, sales, black smith, lock smith and tool marker.

The training was built according to the dual system principles with one day school and four days’ work in company. The training was completed after two years with a practice certificate.

The experiences are quite positive and the results good: after two years training 85% of training candidates are employed, in comparison to this dual training, students with special needs who completed their education at school, were over 50% unemployed.

The practice candidates assess the training positively: they get more responsibility and are being taken more seriously. The municipalities could strengthen a good correlation with the school.

These good results of the piloting lead to the planning of further regular implementations of the respective training in the participating regions. Moreover, in this framework the implementation of the Hamburg Model shall be realised.

This good example shall show that training in dual system can perfectly serve the needs of youth with learning difficulties and all other participating parties. Additionally, the results show that it can contribute greatly the problem-solving in Norway, where the drop-out rates are higher than the EU average is. This pilot not only confirms the need of the dual vocational training for young people with learning difficulties but also shows up that the integration of the Hamburg Model into the vocational training system in Norway is possible and needed.

2.2. Hamburg Model introduction

Nordic Forum of Crafts was project partner in the Life Learning Programme, Leonardo da Vinci, Innovation Transfer project “Future perspective: Annual Professional Qualification – Hamburg Model” that has been carried out from September 2013 – October 2015 with Hanse-Parlament as Lead Partner and five other partners from Lithuania, Germany, Poland and Hungary.

The main objectives of the project were:

- a) Integration of young people with poor chances into the education market into the regular vocational education and training by implementing the Hamburg Model, thus reduction of drop-outs, improvement of qualifications as well as chances on the labour market and reduction of youth unemployment is achieved.
- b) Transfer of the German dual vocational training system and support of implementation.
- c) Transfer of all results in all the Baltic Sea Region countries and ensuring high sustainability.

The Hamburg Model with the professional qualification is the first training element or the first year of training in the dual vocational education system. It offers upon condition of fulfilment of admission prerequisites direct access to the vocational training at the following learning locations: vocational schools, enterprises and education providers, if necessary corporate training centres.

The Hamburg Model is the training offer for young people which have not found their training opportunity in the dual vocational training system despite the training maturity and the available multiple application attempts. In the PQ, the first training year of the Hamburg Model, school age young people who reached training maturity are admitted; as a rule they are graduates of district schools who will not succeed or haven't succeeded to make a transition to the dual vocational training at the end of the 10th school attendance year (so called “market disadvantaged” young people).

The Hamburg Model enables “entry” into the vocational training and labour market and can be seen as a preparation phase for the vocational training, for example the young people are advised and supervised doing their professional choice and during the whole Hamburg Model phase intensively or the contents and structure is adapted to the needs of the young people with learning difficulties.

The Hamburg Model is a proven method to integrate young people into the professional education, who would otherwise not get this chance. This is why the model was taken as pattern to be adapted to other countries and transferred.

During the project time the Hamburg Model was piloted in Hungary and Lithuania successfully. In all other participating project countries like Norway a feasibility study for the integration of the Hamburg Model was prepared.

[2.3 The quality of the Hamburg Model and its positive input to the VET system in Norway](#)

In 1994, the 2+2 model replaced a traditional vocational training system that was strongly influenced by the German dual system. For the building crafts, a normal apprenticeship week consisted of 4 days at the workplace and one day at a vocational school. The social partners looked eagerly towards political guarantees of improvements of teaching materials, well-equipped vocational schools and good teachers. The craft companies instead met young apprentices that were not able to meet the basic needs of training companies. The first application for a restart of dual training came in 1997, project start-up in 1999 and result: Better motivation for all partners, improved quality of training and few dropouts. In the first years of the new Century, the crafts organisations intensified their work towards various ministers of education to start dual training. The task was difficult, but, when reports from counties of up to 100 percent dropout during the first two years emerged, a large test period of dual training in 3 counties, including Oslo, for builders, plumbers and ventilation crafts, and also some service trades, was established. The first groups of apprentices have now finished their 4-year training.

The results are good. The teachers report that motivation and quality of training is high. The apprentices report that motivation is higher and that learning it better because they have practical insight and training before the meet vital theoretical themes, like mathematics. There are still bottlenecks, but flexibility - framed by a dual system - is emerging higher up on the political agenda.

Chapter C, page 11 and 12 includes a description of NY GIV and efforts to increase attendance of youth groups with special needs into the Norwegian VET system. Large sums of money have been used, and dropout rates are stuck at 30 percent, also in 2015.

On one hand, dual training in Norway *has* resulted in better results and motivation, *also* because the young people who enter a dual training scheme in a craft have gone through a recruitment process containing deeper understanding to make them ready for the craft they

have chosen. So - even when the youngsters report that the very idea of a dual training scheme was vital - the bridge to a Norwegian-oriented Hamburg Model is too wide to cross.

The good news is that the toolbox of the politicians and the authorities is empty, thus paving way for constructive ideas. One step forward: The Norwegian Confederation of Enterprise and The Norwegian Confederation of Trade Unions have together launched 16 measures to improve VET. Measure No 5 is “More crafts and trades are offered flexible VET and better individual adjustments”.

To prove the two important social partners right, it is of vital importance to add new measures into the toolbox. All parties involved need to gain better understanding of the *manual* content of crafts. 30 to 50 years ago, a 15-year old who decided to train to join a craft had with her (or him). Homes, playgrounds and primary schools duties prepared the youngster to use their hands *and* brains. The urban life of today has made life so much easier. The manual activities are gone. Hammers and needles are out.

Consequently, reopening dual training systems and introducing the Hamburg Model in Norway remind us all of what a society gets rid of, while transporting yesterday`s manually based culture to the scrapyard. Master craftspeople and key persons with responsibilities for young people attracted to crafts point us towards the situation in primary schools. A decision for a 15-year old to enter a craft career needs to build on manual training that starts early. Starting at 14, 13, even 12 year old might be too late. Co-operation, innovation, critical thinking and problem-solving must become a key competence, and open up a larger scale of practical and aesthetic education and training in primary schools. An educational policy that succeed in bridging this gap will prepare youngsters for apprenticeship and craft training and master craftspeople will meet young people that has a better understanding of design and architecture and use of tools, thus improving knowledge of the attractiveness and relevance of crafts for society.

[2.4. Activities for the dissemination and consultation in Norway](#)

In early 2015, ministers of educations present and former, left- or right-wing, finally accepted that measures to reduce drop-out rates had failed. The dual model, combined with an improved structure of practical orientation, combined with added space for cooperation between local schools and companies, duly described at page 15 is running. FAFO Institute for Labour and Social Research has invited Nordic Forum of Crafts for further discussions before December 2015, when conclusions and recommendations are reported. A meeting with the two main social partners, The Norwegian Confederation of Trade Unions and the Confederation of Norwegian Enterprise will take place as soon as final report of the project is out. In addition, meetings with the national federations for builders, plumbers and ventilation crafts will be carried out. Nordic Forum of Crafts has also been invited to report to *Håndverksløftet*, a government-sponsored initiative to raise the awareness of quality in crafts. The meeting takes place at September 2015. There will also be follow-up meetings with concerned bodies, including the Ministry of Education, invited to the Hamburg Model meeting in Oslo, June 2015.

Assessment and possibilities for the implementation of the Hamburg Model and use of the project results in Norway after the project end are good. However, how do we eat an elephant? Any reader of this document that has been with us this far knows the answer. First bite has been consumed: Consensus on the big issue of youth and future vocational training. Second bite: Are we in a hurry since dropout problems have been with us for so long? One obvious remedy is to open up, locally and regionally, for best-practice project results and achievements, convert them to the Norwegian craft culture. Based on the initial discussions with relevant public and private sectors, possibilities for implementation are good.