

**Flagship Initiative**  
*Agenda for skills and jobs*  
**Focusing on Flexicurity**

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# PART I

The scope of this report is to provide an overview of existing good practices which support flexicurity across the European Union (EU), in regions and areas with different geographical and socio-economic characteristics. Through this overview, a set of successful interventions at regional and local level have been identified, with a view to defining the kind of role local and regional authorities (LRAs) play in promoting labour flexibility and security as well as in creating jobs, and how this role could potentially be supported by national or European interventions.

Chapter 2 provides a review of recent (2007–2010) literature of empirical studies addressing initiatives undertaken to support flexicurity at regional and local level. First, an overview is provided of recent developments in the application of the flexicurity concept in EU Member States, with emphasis on aspects relevant to the regional and local levels. Then, the review focuses on empirical evidence of subnational level flexicurity policies implemented in EU Member States, presenting selected innovative flexicurity concepts that involve regional and/or local players. In addition, the role of social partners in the flexicurity implementation process, including that of LRAs, is further explained.

The analysis of recent developments in flexicurity, and particularly of initiatives involving sub-national level stakeholders, indicates a broad recognition of local and regional players' capacity to influence the implementation of flexicurity policies; this is a direct result of both decentralisation of labour policy processes and EU-wide acceptance of the need for multi-level governance. Their capacity to understand and analyse the complexity of regional and local employment issues, to suggest precise solutions at subnational level and to actively support local collective agreements has won them admission to labour policy-related processes. In this section of the report, a wide range of opportunities for LRAs to support flexicurity are analysed, while particular emphasis is placed on the implementation process.

In chapter 3, a six-way classification of flexicurity systems/models has been developed, based on relevant taxonomy analysis available in the literature; the proposed typology groups EU Member States in clusters, each representing a different flexicurity regime. Moreover, reflecting on factors that affect LRAs' involvement in flexicurity implementation, such as level of regional growth and access to EU funds allocated to labour market policies, EU regions are divided into two clusters, based on the Convergence and Regional Competitiveness and Employment Objectives. By combining the six-way flexicurity systems taxonomy with the four policy components of flexicurity (also see Box 2,

Section 2.2), a typology of flexicurity initiatives is proposed for the identified types of regions.

In chapter 4, ten case studies are presented from ten different Member States. The case studies report on successful initiatives implemented by LRAs that supported flexicurity and thus created or maintained jobs in various European regions or areas. Most of these stories were sourced from recent press articles. Cases studies were selected with a view to achieving comprehensive geographical coverage across Europe and to covering to the extent possible different aspects of flexicurity, according to the typology of initiatives previously outlined.

Empirical evidence indicated that LRAs may add value to a comprehensive approach for the enhancement of entrepreneurship, job creation and labour market security by providing ‘local intelligence services’ and specifically by monitoring and making information regarding the regional labour market available to the national labour market. Such a service may, among other things, assist in the alignment of actions with the local needs, enhance the focus and thus effectiveness of actions, offer greater flexibility of approach (including in the involvement of local players) and facilitate access to target groups. If coupled with research work and adequate quantitative methods/techniques in the flexicurity analysis and in the evaluation of employment processes, it may tangibly support policymaking in that field.

In this context, those LRAs that have yet to put in place labour market–related monitoring instruments should consider developing partnerships, agreements or cooperative frameworks with relevant stakeholders such as (local or regional) universities, research centres, networks of experts, think tanks, statistical offices, observatories or similar, with a view to establishing needs and informing policy- and decisionmaking. ‘Task forces’ may alternatively be established on an *ad hoc* basis to undertake the necessary analyses and investigations to respond to specific needs.

The analysis of both the literature review and the selected case studies indicated the absence of a universal flexicurity model. In this context, LRAs are encouraged to make best use of the opportunity offered by the European regional programmes, to design and implement projects facilitating exchange of good practices and better understanding of the success factors and the replication potential of flexicurity policy measures.

Moreover, new regulatory concepts emerge from empirical evidence, such as the safeguarding of ‘collective human capital’ as opposed to the protection of individual jobs. Collective human capital is regarded as a local asset, equally

valuable with individual jobs; hence LRAs need to take action to develop it further, notably through active labour market policies and lifelong learning.

Social partners, such as trade unions and employers' associations, play a central role in the EU approach to flexicurity, and may significantly increase the effectiveness of relevant LRA initiatives, as the analysis of case studies indicated. LRAs can and should come nearer to the social partners with a view to assisting them in a broad range of flexicurity objectives, notably relating to active labour policies, collective bargaining processes and lifelong learning.

This opportunity for greater involvement and closer collaboration with trade unions and employers' associations comes at a time when the issues included in collective agreements have considerably increased in scope. In line with recent developments, the involvement of LRAs in flexicurity efforts has so far attempted to influence a wide range of labour regulation dimensions, from wage and pension systems (decentralisation of the wage bargaining process) to activation schemes and from training and skills development to working time flexibility.

Lastly, the level of responsibility of LRAs in the implementation of comprehensive flexicurity initiatives is not always accompanied by an adequate level of skill. This may result in ineffectual programmes administered or low capacity to absorb available funds. Empirical evidence suggests the need for a training programme for locally elected representatives, possibly managed at the EU level, to increase knowledge of the management of employment-related matters.





# 1. Literature review

## 1.1 Introduction

Flexicurity is defined by the European Commission (EC) as an ‘*integrated strategy aimed at simultaneously improving flexibility and security in the labour market*’ (EC, 2007a: 5). It has gained an outstanding position in the European Employment Strategy, representing the balance between the request for more flexibility on the labour market’s side, and the employees’ needs for security against labour market risks (Box 1). Inducing a joint obligation for flexibility and security, it is promoted as a high value contender to represent the ‘*European aspirations to combine economic growth and social cohesion*’ (Pedersini 2009).

### Box 1. Breakdown of flexicurity aspects

Viebrock & Clasen (2009), on the basis of the work of Atkinson (1984), and Wilthagen and Tros (2003, 2004), consider four flexibility and four security aspects as parts of the flexicurity process. Specifically, they refer to the following types of flexibility:

- (a) ***external-numerical flexibility***: ease of hiring/firing workers and use of flexible forms of labour contracts;
- (b) ***internal-numerical flexibility***: ability of companies to meet market fluctuations by adjusting working time or using part-time contracts (also known as *working-time* or *temporal flexibility*);
- (c) ***functional flexibility***: (moving job posts within the firm), ability of firms to (re)arrange the skills of their employees to match changing working task requirements;
- (d) ***payment or wage flexibility***: ability of a firm to introduce performance- or results-based variable pay.

Similarly, they suggest the following typology for employment security:

- (a) ***job security***: certainty of retaining a specific job (with the same employer);
- (b) ***employment security***: certainty of remaining in paid work (though not necessarily in the same job or with the same employer), e.g. via lifelong learning (and in environments with high levels of employment);
- (c) ***income security***: certainty of receiving sufficient and stable levels of income, including in the event of paid work being interrupted or terminated;
- (d) ***combination security***: (work-life balance), reliance on being able to combine work with other—notably family—responsibilities and commitments.

In particular, the Commission underlines the importance of an ‘*integrated flexicurity approach*’ (European Commission, 2007), which ‘*requires policies that address simultaneously the flexibility of labour markets, work organisation and labour relations, and security – employment security and social security*’. In practice, the Commission reference to the flexicurity approach challenges to a significant degree the existing state of play and structures in the agenda for skills and jobs. Specifically, it implies that the development of labour-related strategic approaches and initiatives by the Member States should avoid having a unilateral focus and instead consider a wide range of policy sectors (from economic development to education and from social security to quality of life). Moreover, it entails a certain degree of Member State dependency on networks of local and regional stakeholders (e.g. local public employment services, training institutions, regional development agencies, etc.), which are directly linked to local employers and employees (i.e. the final target groups), for both fine-tuning of the design and successful implementation of flexicurity policies (Federighi *et al.* 2010).

## **1.2 Empirical background of flexicurity**

The flexicurity debate is centred on interaction between policies and institutions, as flexicurity may be considered an integrated approach aimed at optimising the combination of policies related to contractual arrangements, lifelong learning, the labour market, and social security systems (Box 2).

### **Box 2. Policy components of flexicurity as identified by the European Commission**

- *Flexible and reliable contractual arrangements* (from the perspective of the employer and the employee, of "insiders" and "outsiders") through modern labour laws, collective agreements and work organisation;
- *Comprehensive lifelong learning (LLL) strategies* to ensure the continual adaptability and employability of workers, particularly the most vulnerable;
- *Effective active labour market policies (ALMP)* that help people cope with rapid change, reduce unemployment spells and ease transitions to new jobs;
- *Modern social security systems* that provide adequate income support, encourage employment and facilitate labour market mobility. This includes broad coverage of social protection provisions (unemployment benefits, pensions and healthcare) that help people combine work with private and family responsibilities, such as childcare.

The flexicurity policies first introduced in Denmark and the Netherlands are considered to have positively affected the labour market performance of both countries, providing evidence that flexicurity is not just a theoretical concept. Indeed, the Danish and the Dutch flexicurity approaches have become key points of reference in the related literature (Wilthagen & Tros, 2004; Andersen & Mailand, 2005).

On the one hand, the Danish model is based on three components, known as the ‘golden triangle’ of the Danish labour market policy: (i) flexible labour markets; (ii) generous unemployment support; and (iii) strong emphasis on activation. The main idea behind this model is that it distributes benefits to all stakeholders: the firm, receiving a grant for hiring an unemployed; the employees, who can go on training leave; and the job-seekers, as they are employed to replace the persons on leave (Wilthagen, 2007). As such, the flexible labour market is acceptable to trade unions as their unemployment insurance system is widely supported by the government; generous unemployment benefits are also acceptable to employers as they allow the existence of flexible responses to market demands (Clasen and Viebrock, 2008); and the flow of workers between unemployment and employment supports an active labour market, including the training of the unemployed (Viebrock and Clasen, 2009).

On the other hand, the Dutch model combines atypical, flexible types of work with social security rights similar to those of the employed. This approach is referred to as ‘normalising non-standard work’ (Visser, 2002; Wilthagen, 2007), and has required the introduction of regulation and of active labour market programmes to provide temporary workers with rights related to training, wage guarantees, supplementary pensions and employment protection (Wilthagen, 2007).

Further to these two models, several other EU countries have promoted labour market reforms through a wealth of approaches geared towards flexicurity, thus indicating the absence of a universal flexicurity model and at the same time confirming that flexicurity may emerge from different starting points, e.g. countries with deregulated labour markets introducing policies targeting security and countries with strict employment protection legislation (EPL) promoting flexibility measures (Michalaki 2009). Moreover, recognising that the effect of labour policies depends on the applicable institutional, legislative and political context, Meager (2005) highlights the need to focus the flexicurity discussion on *‘learning from other countries’ experiences, identifying which policy measures seem to work well and in which circumstances, and what their transfer potential might be*, as opposed to the selection of a predominant flexicurity model to be promoted across the EU.

### 1.3 Empirical evidence of subnational level flexicurity policies

Considerations about reliance of flexicurity policies on local circumstances have also been expressed by institutions and players at subnational level. Specifically, research carried out under the Commission-funded project *Regional disparities and flexicurity policies: an integrated approach* (FGB 2010a) revealed lack of local labour market uniformity across selected Mediterranean countries such as Spain and Italy and drew attention to the risk of further widening discrepancies, should a common, centrally-designed flexicurity model be applied in all targeted regions. In addition, as a necessary precondition to avoid such a risk, the project suggested measures to ‘*enhance local welfare and, in the first place, reinforce the role played by active labour policies and their capacity to respond promptly (and innovatively) to the diverse needs characterising the different areas*’ (FGB 2010b).

Conversely, the same research identified regulatory weaknesses in the application of regional flexicurity policies, especially with regard to the concurrent implementation of both flexibility and security interventions. For example, in Italy as well as in several other EU Member States, attempts to intervene locally towards increasing flexibility are hampered by the fact that the basic unemployment benefits system is centrally planned and managed (FGB 2010b). As a result, the level of regional labour markets flexibility is not determined by the applied policy model *per se*, but is subject to local specificities, such as the predominant size and type of businesses, the unemployment rate, etc. Indeed, the application of the same unemployment benefits in different regions may result in unequal use of ‘flexible’ labour contracts, with labour markets dominated by the presence of small firms being more likely to see a rise in the use of atypical employment contracts, as opposed to markets including large companies, which are more prone to apply functional reorganisation of their workforce (functional flexibility).

Addressing the same issue from another point of view, based on information on the effects of training programmes in Sweden, Freshwater (2008) points out that policies or measures may be effective in specific regional contexts, despite having a negative overall performance at the national level. Likewise, Federighi *et al.* (2010) argue that flexicurity-related interventions are closely linked to regional conditions and stress the importance of enhancing opportunities for cooperation among local stakeholders in order to achieve better quality and more relevant and efficient results.

According to Rogowski (2008), the weaknesses of top-down approaches involving central agencies applying universal rules are widely acknowledged and this is reflected in recent policy reforms, introducing non-hierarchical and flexible governance methods that facilitate stakeholder dialogue and horizontal collaboration, including European Institutions, Member States, LRAs and civil society representatives (also see Section 2.4). In line with these European policy trends promoting multi-level governance and coordination, a shift has become evident from ‘hard’ to ‘soft’ law measures (known as ‘soft law’ or ‘soft regulation’).

Active securities (Schmidt 2010) are defined as legally binding social rights governing the deliberate interaction (and in most cases negotiation) between labour market stakeholders (individual or collective). They appear in several forms and have been promoted under different names, e.g. ‘Alliances for Jobs’ (Bündnisse für Arbeit) in Germany and ‘Covenants’ in the Netherlands. According to Korver and Oeij (2008), a covenant is *‘an undersigned written agreement, or a system of agreements, between two or more parties, at least one that is or represents a public authority, meant to effectuate governmental policy’*. The concept has been used as an instrument facilitating negotiated flexibility and security. Though it presents similarities with traditional collective bargaining, it is different in that, firstly, it expands the frame of negotiations between trade unions and employers’ associations by including other regional economy players, and, secondly, it engages in the process public authorities at local, regional or national level. Common features of the concept’s various forms are the overlapping interests of participants, the existence of monitoring mechanisms to measure achievements, and cooperation of parties without formal sanctions but with legal rights for compensation in the event of one or more parties’ default. The value of active securities becomes clear in cases where shared values, such as local economic growth or the future of labour market, are at risk, but none of the involved stakeholders is in a position to know what exactly is required and by whom in order to protect these values. Without this knowledge, there are no grounds for traditional bargaining over the allocation of future gains from the joint effort; instead it is agreed that these issues will be clarified in due course, through a process known as learning by monitoring.

*Kurzarbeit* (‘short time work’), as a legally-binding collective agreement, is a form of active securities used in Germany for sharing income risk among employees, employers and the state, in order to avoid mass layoffs. The agreement was broadly used at the beginning of the recent global economic crisis, significantly increasing the number of short-time workers in traditional industrial German regions, such as Baden-Wuerttemberg and Bavaria. As a result, unemployment in the affected regions rose only marginally in 2009 (less than 0.5%), despite a decline in economic output of more than 5%. Funding of

the initiative was shared among employers, who covered about 40% of the cost, the federal employment agency, who contributed 36.5% of the cost and the employees. Building on the experience of the German *Kurzarbeit*, Schmidt (2010) introduces a new regulatory concept, whose primary aim, instead of being the protection of individual jobs, becomes the safeguarding of ‘collective human capital’ as a local asset and the further empowerment of this capital through employability measures, such as training and education. In this context, balancing the skills and competencies of the local labour force with the regional growth agenda becomes a crucial aspect of regional development strategies (Federighi *et al.* 2010).

More dynamic involvement of regional authorities in the implementation of flexicurity initiatives is also taking place in Italy (FGB 2010b), where the current labour market governance provisions envisage local management of active labour market policies and lifelong learning activities but central control of contractual arrangements and social security (contract types and unemployment benefits are defined at the national level). Regional involvement becomes more active through the increasingly frequent use of *exceptional unemployment benefits*, a provision allowing additional benefits to be determined locally on exceptional occasions. In this context, to address the on-going global financial downturn, the Liguria region (Italy) initiated the “*Coniugare al futuro*” (Conjugate in the future) project (Case study 4.5), combining the implementation of active labour policies with the provision of supplementary benefits to workers lacking security.

A similar approach is applied in Spain, (FGB 2010c), where labour market policies are jointly managed by the state (National Public Employment Service) and the Autonomous Communities (Regional Employment Public Services), with the former setting the legislative framework for the design and application of measures and the latter being mainly involved in the implementation. Funding of the initiatives comes either directly from the State (passive employment policies, e.g. unemployment benefits) or from the Autonomous Communities’ own funds, along with funds transferred to the regions by the State and/or the EU (e.g. to the Convergence Objective regions).

Likewise, in the UK, (FGB 2010d), on top of mainstream skills and learning budgets, regions also manage through the Regional Development Agencies (RDAs) an optional - shared - budget for business support, skills development and regeneration projects. The size of this fund is significant, with the RDAs having spent over EUR 11bn in the period from 2002/3 to 2006/7 (PwC LLP, 2009). At regional level, the fund is managed by Regional Employment and Skills Partnerships (RESPs). These are led by RDAs and have the authority to

decide on the priorities for skills funding at regional level. RESPs comprise representatives from:

- the government office in the region, responsible for managing the ESF at regional level;
- government agencies' regional offices (e.g. Learning and Skills Council, Jobcentre Plus, etc.), responsible for enhancing complementarities when matching ESF with domestic funds for active labour market policies;
- higher education; and
- social partners (different in each region), such as the Trade Unions Congress, the Engineering Employers Federation, the Confederation of British Industry and the Federation of Small Businesses, etc.

In addition, Local Employment and Skills Boards (ESBs) have been set up to assist in the delivery of regional employment and skills priorities at local level. These were initially conceived as a way to come closer to employers and facilitate matching of their needs with the skills and employment agenda at local level.

Other empirical examples of LRAs' involvement in flexicurity matters - available in the comparative analysis of the national progress reports on the implementation of the Lisbon Strategy's National Reform Programmes submitted by Member States to the European Commission in 2009 – indicate that LRAs are considered as stakeholders promoting flexicurity implementation in the new Member States too. In Hungary, LRAs contribute to the key challenge of '*improving the adaptability of workers and enterprises and the flexibility of labour markets*', while in Latvia, the institutional strengthening, through ESF funding, of local governments and of the Latvian Association of Local and Regional Governments, will benefit, overall, the social dialogue and thus '*the implementation of the flexicurity principles*'.

## **1.4 Specific aspects of the social partners' role, including LRAs**

The stepping-up of the labour market reform envisioned in the EU *Agenda for skills and jobs* recognises the importance of social dialogue and attributes a central role to social partners, including LRAs, especially as regards the implementation of flexicurity policies. Moreover, the degree to which social consensus has been achieved at country, regional and local levels strongly impacts any attempt for more labour market flexibility and/or increased social

security (European Foundation for the Improvement of Living and Working Conditions, 2007a).

Social patterns and industrial relations also have a key role to play in the definition of flexicurity: they may participate in labour and social policy formulation (‘political dimension’), be involved in joint regulation and collective bargaining, particularly at the workplace level (‘regulatory dimension’) and/or offer relevant services to members (‘unilateral dimension’) (European Foundation for the Improvement of Living and Working Conditions, 2008). However, although social dialogue emerges as a distinctive feature of the EU labour market policy process, the perception of the social partners’ role varies across Member States; in countries with a mature level of progress as regards the implementation of flexicurity policies, such as Denmark, Sweden and Austria, involvement of social partners in both the political and regulatory dimensions of the labour market system for the implementation of flexicurity at national level is high, while in new Member States, participation of social partners in the relevant regulatory processes and often also in the political agenda is lower (Table 1).

**Table 1: Social partners’ roles and intensity of involvement in flexicurity issues**

		Regulatory dimension			
		High		Low	
		Unilateral dimension (role of unilateral actions by social partners)			
Political dimension		High	Low	High	Low
	High	Ireland, Luxembourg, Portugal, Sweden	Austria, Belgium, Denmark, Finland, France, Italy, Netherlands, Norway, Slovakia	Bulgaria, Malta	Estonia, Hungary, Latvia, Spain, Romania, Slovenia
	Low	Germany		United Kingdom	Cyprus, Czech Republic, Greece, Lithuania, Poland

**Source:** European Foundation for the Improvement of Living and Working Conditions, 2008

In the framework of the ‘Agenda for skills and jobs’ implementation, LRAs contribute and function as a ‘European team’, along with European institutions, Member States, civil society and other organisations and stakeholders, in order to achieve the aims and targets that have been set. Their involvement has a particular importance for networking and ownership building, as well as for raising enthusiasm with regard to the need for reform in labour market approaches.



At national level, the involvement of LRAs, along with social partners and other stakeholders, is crucial for the development of a broad-based supporting structure that can enhance the implementation of flexicurity policies. In both Denmark and the Netherlands, social partners and the dialogue among them were pivotal for the development and legitimisation of flexicurity policies (Visser, 2003; Schmidt 2008). In this context, LRAs need to foster dialogue not only with the national governments but also in open forums, in order to bring the concept of flexibility closer to people, thus strengthening the sense of acceptance and ownership required not only for wide mobilisation but also for avoidance of negative reactions.

LRAs are in many Member States directly responsible for policy areas linked to flexicurity and job creation, such as education and training (particularly for getting people prepared for integration into the employment market), entrepreneurship and labour market. Besides, LRAs have a significant impact on the implementation of flexicurity policies, being among the largest employers within their countries.

As collective labour agreements widen up their scope (Andersen & Mailand, 2005) to address, among other things, ‘light jobs’, leave schemes, education and atypical employment, more aspects of negotiation fall within LRAs competences, hence strengthening their position to influence flexicurity processes. In this context, some LRAs get actively involved in regional- and local-scale labour market interventions playing the role of intermediary organisations, facilitating the interaction between employers and workers.

LRAs’ knowledge of local features and closeness to the local labour markets facilitates their provision of customised actions and interventions better addressing the specific needs of each area. Therefore, efficient tools for analysing and projecting local labour market trends are considered a prerequisite for any attempt by LRAs to successfully respond to local specificities (FGB 2010).

In addition, recent policy developments in several EU Member States (e.g. UK Sub-National Economic Development and Regeneration – SNR 2007, Greek LRA reform *Kalikratis Plan* 2010, etc.) provide evidence of local authorities’ empowerment in terms of mandates and financial means for local smart, sustainable and inclusive growth. For example, the UK SNR foresees for local councils ‘*greater flexibility, stronger partnership working and cooperation from other agencies*’, implying that ‘*(...) councils will take a lead role in their area, creating a consensus for growth by working with local strategic partnerships (LSPs) and developing local area agreements (LAAs)*’. Moreover, the single integrated regional strategy recently introduced is expected to play a decisive

role in coordinating policies and measures with regard to jobs and economic growth, among other fields, in an attempt to address past problems caused by overlapping strategies.



## 2. Typology of flexicurity initiatives by LRAs

Several taxonomies have been proposed to reflect labour market conditions in EU Member States and globally; most of these classifications confirm the outcome of the Espingén-Andersen (1990) analysis of socio-economic systems, which identified three models, namely the Liberal (including countries such as the UK and Ireland), the Conservative (including Austria, Belgium, France, Germany and Italy) and the Social Democratic (including Denmark, Finland, Norway and Sweden). More recent attempts on the typology of employment and economic models, focusing on the EU Member States, have added more models, to reflect the employment and flexicurity regimes of the southern or 'Mediterranean' countries (Muffels et al. 2002), as well as of the new Member States (2006 and 2007 Employment in Europe reports; Eurofound, 2007b). These models have also been broadly confirmed by the labour market regimes' taxonomy proposed by OECD (2006) in its latest reassessment of the Job Strategy, carried out at global level; the OECD's four-way typology separates UK from Northern EU countries and additionally identifies two clusters that include mainly Continental and Southern European countries, and mainly Eastern European countries (new Member States), respectively.

In this context, the proposed typology of flexicurity initiatives has been developed in the following stages:

- firstly, a classification of flexicurity systems/models is applied, to group EU Member States in clusters, each representing a different flexicurity regime;
- following that, factors at the sub-national level, affecting LRAs' involvement in flexicurity implementation are considered, specifically the degree of each region's development and the level of accessibility to EU funds allocated to labour market related initiatives;
- the proposed flexicurity systems' taxonomy is then combined with the policy components of flexicurity, as identified by the Commission (Box 2, Section 1.2), to create a typology of flexicurity initiatives for the identified types of regions.

The proposed identification of distinct flexicurity systems/models<sup>1</sup> follows the work presented in the 2007 'European Foundation for the improvement of living

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<sup>1</sup> Inevitably, the proposed flexicurity models do not reflect the actual conditions of the countries (let alone the

and working conditions' (Eurofound) report, an analysis focusing on EU25 countries and considering the following main factors and related components:

- adaptability/flexibility: this factor is measured through Eurobarometer and Eurostat indicators addressing variables such as job turnover (ease of finding a new job, number of people having changed job more than six times during their working life), part-time work (percentage of part-time workers), training (including lifelong learning), and employment/unemployment (employment rate of older persons, as well as long-term and youth unemployment rates). The first two groups of variables reflect labour market flexibility, while training is linked to the capacity of workers to adapt to changes in the labour market. The last group of variables addresses both flexibility and adaptability of the labour market with regard to various social groups;
- social security: the analysis of social security takes into account four variables, namely expenditure on social protection (both *per capita* and total), unemployment insurance and job tenure, the latter in the sense that social security presupposes a certain degree of job protection;
- social cohesion: this factor is related to the level and allocation of income, as well as the people's capacity to hold a strong position in the labour market. Variables used in the analysis include income distribution (Gini coefficient), poverty and the percentage of early school-leavers (as an indicator of insufficient skills and qualifications to successfully meet labour market requirements).

In line with the outcome of the Eurofound report analysis (2007b), which suggested a six-way taxonomy of flexicurity regimes in EU25, the proposed typology<sup>2</sup> includes (Table 2):

- the 'continental' system of social and economic activities, comprising Austria, Belgium, France, Germany and Luxembourg. These countries (among the old EU Member States) present relatively high social protection and social cohesion levels. The cluster has the highest job tenure among the six country groups and intermediate-to-low worker mobility;

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regions) involved, but rather explain the principal policy combinations leading to the application of relatively distinct and coherent types of practices. A certain level of heterogeneity across countries of the same model remains, while some hybrid models may occur as a consequence of the application of policies at EU level and the efforts made to transfer good practices, especially at subnational level.

<sup>2</sup> The analysis on which this typology is based has used data from before the beginning of the ongoing global financial downturn which has affected most EU Member States. This aspect, however, is fully compatible with the implementation dates of the case studies presented in section 4 of this report.

- the ‘Anglo-Saxon’ system, including the Netherlands and the UK. Both countries feature fairly liberal and flexible labour markets. Main characteristics of this model are the large number of part-time workers, increased labour mobility and low unemployment, especially among young people. Moreover, the two countries in the cluster spend a relatively high percentage of GDP on social protection;
- the Nordic system, consisting of Denmark, Finland and Sweden. The performance of this cluster in terms of flexicurity is ranked top of all models. Scandinavian countries feature flexible and adaptable labour markets, with high levels of social security and cohesion – a combination making them flexicurity benchmarks;
- the Baltic, Ireland and Cyprus regime, comprising a relatively heterogeneous group of countries, including the fast-growing economies of the Baltic States (Estonia, Latvia and Lithuania), together with Ireland and Cyprus. This model is characterised by low social security and cohesion levels, especially as regards social protection expenditure, job tenure, income protection and poverty. The differences among the countries making up this group are great when it comes to indicators such as job tenure and unemployment; on the other hand, common aspects include low levels of social protection expenditure and lifelong learning, as well as a relatively high percentage of elderly people employed and of early school-leavers;

**Table 2: Typology of flexicurity systems**

Factors	Adaptability/flexibility	Social security	Social cohesion
<b>Flexicurity systems</b>			
<b>Continental</b>	Medium	High	High
<b>Anglo-Saxon</b>	High	High	Medium
<b>Nordic</b>	High	High	High
<b>Baltic, Ireland and Cyprus</b>	Medium to Low	Low	Low
<b>Mediterranean</b>	Low	Medium	Low
<b>Central and Eastern European</b>	Low	Medium	Medium to high

- the ‘Mediterranean’ or ‘Southern European’ system, including Greece, Italy, Malta, Portugal and Spain. The model is characterised by weak

performance in most flexicurity aspects, especially in social cohesion variables (featuring income inequality, high levels of poverty and the highest percentage of early school-leavers by far among the proposed flexicurity models) and in adaptability/flexibility (with poor training and education levels, high unemployment and barriers to finding a new job);

- the ‘Central-Eastern European’ system, consisting of the new Member States from central Europe (Czech Republic, Hungary, Poland, Slovakia and Slovenia)<sup>3</sup>. The model is characterised by poor performance in labour market flexibility and adaptability (in particular low mobility, a high unemployment rate and a low percentage of elderly people employed), as well as by a low level of unemployment insurance. At the same time it features increased social cohesion, with relatively low poverty rates, fairly balanced income distribution and a low percentage of early school-leavers.

The proposed flexicurity models are broadly confirmed by the five-way taxonomy of the 2006 Employment in Europe Report, which focused on 18 EU Member States using the following variables: stringency of employment protection legislation (EPL); labour market policies expenditure (as a percentage of GDP); percentage of the population participating in lifelong learning programmes; and average tax wedge (defined as the difference between the labour cost to the employer and the net pay of the employee). However, the analysis identified the following three exceptions:

- Ireland, which forms part of the Anglo-Saxon system, due to its relatively light EPL;
- the Netherlands, which are included in the Nordic system, mainly as a result of the relatively high labour market security;
- Italy, which is placed within the Central-Eastern European system, featuring an intermediate level of flexibility, mainly as a result of its recent progress in deregulating the use of temporary contracts.

Moreover, similar results are suggested by the updated five-way taxonomy analysis of the 2007 Employment in Europe Report, focusing on 22 countries (including Bulgaria) and considering seven variables, as follows: EPL; percentage of the population participating in lifelong learning programmes; labour market policies expenditure (as a percentage of GDP); work intensity and irregularity of working schedules; existence of flexible working-time

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<sup>3</sup> These new Member States (excluding Slovenia) are also known as the Visegrad countries.

arrangements and forms of atypical work; worker autonomy and complexity of tasks; and existence of rotation and teamwork. Differences in the resulting country taxonomy are similar to those of the 2006 report, except that this time Italy is placed in the Mediterranean model, while Greece is moved to the Central-Eastern European system. Bulgaria is also included in the Central-Eastern European system, with low internal flexibility and security and intermediate external flexibility.

Furthermore, in the analysis of job quality<sup>4</sup> taxonomy presented in the 2008 Employment in Europe report (focusing on all EU27 countries), the labour market in Romania was characterised by low socio-economic security and was attributed similar characteristics to the Central and Eastern European countries, as well as the Baltic States (New Member States cluster).

In this context, the proposed taxonomy of flexicurity regimes in EU27 is presented in Table 3 below:

**Table 3: Six-way taxonomy of flexicurity regimes – EU27 country clusters**

<b>Continental</b>	<b>Anglo-Saxon</b>	<b>Nordic</b>	<b>Baltic, Ireland and Cyprus</b>	<b>Mediterranean</b>	<b>Central / Eastern European</b>
AT	UK	DK	CY	EL	BG
BE	NL	FI	EE	ES	CZ
DE		SE	IE	IT	HU
FR			LT	MT	PO
LU			LV	PT	RO
					SK
					SI

Moreover, with regard to sub-national factors affecting the involvement of LRAs in flexicurity, the regional classification used in EU territorial policy (cohesion) implementation is considered; specifically, EU regions are divided into two clusters, based on the ‘Convergence’ and the ‘Regional Competitiveness and Employment’ Objectives (Box 3). Both objectives support regional growth agendas and stimulation of new jobs; the former addresses the needs of the poorest EU Member States and regions, while the latter supports

<sup>4</sup> According to the 2008 Employment in Europe Report, strategies and actions aiming at enhancing the flexibility and dynamism of the labour markets are, in principle, fully compatible with those aiming to enhance job quality.



innovation, sustainable development, better accessibility and training projects in the remaining areas.

The regional typology based on cohesion policy objectives has been preferred to others found in the literature – such as the classification of regions in seven groups<sup>5</sup>, proposed by Navaro *et al.* (2008) – for reasons of simplicity and practicality, given that the purpose of this section is to facilitate the link between the case studies (Section 4) and the conclusions (Section 5) of the report.

**Box 3. Convergence regions** (source: [\*European Commission – Inforegio\*](#))

**Bulgaria:** the whole country; **Czech Republic:** Střední Čechy, Jihozápad, Severozápad, Severovýchod, Jihovýchod, Střední Morava, Moravskoslezsko; **Germany:** Brandenburg-Nordost, Mecklenburg-Vorpommern, Chemnitz, Dresden, Dessau, Magdeburg, Thüringen; **Estonia:** the whole country; **Greece:** Anatoliki Makedonia, Thraki, Thessalia, Ipeiros, Ionia Nisia, Dytiki Ellada, Peloponnisos, Voreio Aigaio, Kriti; **Spain:** Andalucía, Castilla-La Mancha, Extremadura, Galicia; **France:** Guadeloupe, Guyane, Martinique, Réunion; **Hungary:** Közép-Dunántúl, Nyugat-Dunántúl, Dél-Dunántúl, Észak-Magyarország, Észak-Alföld, Dél-Alföld; **Italy:** Calabria, Campania, Puglia, Sicilia; **Latvia:** the whole country; **Lithuania:** the whole country; **Malta:** the whole island; **Poland:** the whole country; **Portugal:** Norte, Centro, Alentejo, Região Autónoma dos Açores; **Romania:** the whole country; **Slovenia:** the whole country; **Slovakia:** Západné Slovensko, Stredné Slovensko, Východné Slovensko; **United Kingdom:** Cornwall and Isles of Scilly, West Wales and the Valleys.

The typology of initiatives results from the combination of the proposed flexicurity systems taxonomy with the four policy components of flexicurity suggested by the Commission, namely the flexible and reliable contractual arrangements (FCA), the comprehensive lifelong learning (LLL) strategies, the effective active labour market policies (ALMP), and the modern social security systems (MSS).

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<sup>5</sup> The seven regional clusters proposed by Navaro *et al.* are: (a) Restructuring industrial regions with strong weaknesses; (b) Regions with weak economic and technological performance; (c) Regions with average economic and technological performance; (d) Advanced regions, with a certain industrial specialisation; (e) Innovative regions, with a high level of economic and technological development; (f) Capital regions, with a certain specialisation in high value-added services; and (g) Innovative capital regions, specialised in high value-added services.

**Table 4: Typology of flexicurity initiatives**

<b>Flexicurity Systems</b>	<b>Policy components</b>	<i>Flexible and reliable contractual arrangements</i> <b>(1)</b>	<i>Comprehensive lifelong learning</i> <b>(2)</b>	<i>Effective active labour market policies</i> <b>(3)</b>	<i>Modern social security systems</i> <b>(4)</b>
<b>A. Continental</b>		A1	A2	A3	A4
<b>B. Anglo-Saxon</b>		B1	B2	B3	B4
<b>C. Nordic</b>		C1	C2	C3	C4
<b>D. Baltic, Ireland and Cyprus</b>		D1	D2	D3	D4
<b>E. Mediterranean</b>		E1	E2	E3	E4
<b>F. Central and Eastern European</b>		F1	F2	F3	F4

Flexicurity initiatives C1 to C4 apply only to ‘Competitiveness and Employment’ regions, since none of the Member State regions included in the Nordic cluster is an eligible area under the Convergence objective. All other types of initiatives apply to both ‘Convergence’ and ‘Competitiveness and Employment’ regions.

The purpose of referring to a typology is to facilitate comparison and best use of the lessons learnt from good flexicurity practices among regions with similar characteristics. Comparing the classification of regions according to the Convergence and Competitiveness and Employment Objectives with the typology of Navarro *et al.*, there is a relatively high level of correspondence between the first two clusters of regions - (a) and (b) - and the Convergence regions, and between clusters (c) to (g) and the Competitiveness and Employment regions.



## PART 2

### 3. Recent successful flexicurity case studies at regional or local level

In this section, ten case studies from 10 Member States have been selected and briefly described. Selected case studies show how LRAs have supported implementation of flexicurity in practice; all the case studies have indeed resulted in more flexibility and security in the local labour markets involved, often safeguarding or creating new jobs, and cover the typology of interventions outlined in chapter 3 as comprehensively as possible. The same format is followed for the presentation of all the cases.

#### 3.1 Jobseekers Allowance regime – Flexible New Deal, Plymouth City Council (UK)

##### *Type of initiative and characteristics of the region*

*A combination of Effective active labour market policies and Modern Social Security Systems applied in a Competitiveness and Employment Region of the Anglo-Saxon flexicurity system (B3 & B4).*

Plymouth is a city and unitary authority area on the coast of Devon, England, about 310 km south-west of London. The city has over 250 000 inhabitants and is governed locally by Plymouth City Council. Having the fourth highest unemployment rate in the southwest UK, reaching 7.4% of the economically active 16+ population ([Plymouth Statistics Brief](#)), the City Council has secured political support for engaging in the implementation of new approaches concerning Public Employment Services in the European flexicurity context.

##### **Background**

The UK National Reform Programmes - NRF (2005 and 2008) had set out several initiatives in order to attain and maintain the targets set by the Lisbon Strategy in the field of employment. Although the UK unemployment rate appeared to be stable in the last decade (5.4% in 2000 and 5.6% in 2008 - [Eurostat](#)), several actions were added to the UK policy in the light of the threat arising from the world economic crisis. Flexicurity was well defined under the NRF through a variety of measures, which helped make sure that individuals do not have just an occupation, but that they have an occupation

which will offer them opportunities for further self-development. This process was developed on the basis of the following three main lines of action: (i) macroeconomic stability for jobs and growth; (ii) promotion of productivity growth; and (iii) increased employment opportunities for everyone. The aforementioned lines of action are promoted through (i) the employment protection legislation; (ii) social security systems; (iii) active labour market policies; and (iv) lifelong learning. The two key players in the governance and implementation framework for the flexicurity initiatives at the local level are Jobcentre Plus and the local authorities.

### ***Description (including role of LRA)***

The Jobseeker's Allowance (JSA) regime is one of the three main sources of benefits for the unemployed included in the social security system of the UK. The Flexible New Deal (FND) is the fourth and last series of the JSA welfare initiative launched in 2009. The main objective set by the FND is to transform the system from passive benefit receipt to active participation, where the unemployed are supported through the provision of training, coaching and other support while, at the same time, obliged to take initial steps in order to acquire a job. The regime was initially implemented in specific local authority areas (called employment zones) with the highest unemployment rates in the country. The FND was implemented in Plymouth from October 2008 to September 2009. The JSA in Plymouth is managed by the local Jobcentre Plus, which forms part of the government Department for Work and Pensions (DWP), although it is funded by the Learning and Skills Council. It includes four basic steps: (i) the 'Self-Managed Job Search', which is the initial three-month period of a claim for financial support and comprises frequent job search reviews; (ii) the three-month 'Directed Job Search', which includes an official assessment followed by more frequent consultations, where jobseekers are expected to increase their job search and to focus on variables, such as distance to work, salary and working hours, irrespective of their preferences; (iii) the 'Supported Job Search', which lasts six months and includes an individual consultation session with the personal advisor, during which an action plan is drafted based on a variety of choices for actions, with the objective of improving employability and job probabilities (the unemployed person is therefore expected to follow most of the advisor's suggestions in order not to be penalised); (iv) the 'Flexible New Deal', which has a twelve month duration, during which the unemployed are referred to a work provider from the public, private, or voluntary sector, who offers the most suitable intensive service, based on the outcome. Those who fail to find a job through the aforementioned procedure have to take up a period of full-time work experience (in the community or with an employer) so that all the unemployed have the opportunity to refresh and upgrade their work skills.

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## **Results**

The FND and the JSA in general have been mostly successful in including unemployed people in the labour force, especially those who had been absent from the labour market for a long period of time. According to the [DWP report of December 2008](#), around 60% of the unemployed joining the initiative get a job within the first 13 weeks (during the first step) of the process and only need signposting before fully accessing job vacancies. According to the same DWP report, around 20% of the jobseekers succeed in obtaining a job during the second step and 10% during step three, while approximately 8% of the unemployed are registered in the labour force during step four.

### ***Success factors (including recommendations for LRAs)***

According to [IFF & IoE's evaluation](#) on the employment zones, people who participated in this procedure attribute their success to: (i) having a single personal advisor; (ii) financial support; (iii) help with obtaining specific training or acquiring a certification; and (iv) individual consultation on CV drafting and interview skills.

LRAs should also consider as a key success factor the mandatory nature of the FND initiative. Participants are obliged to actively look for work, to avoid losing part or all of their unemployment benefit. Individuals are monitored locally, while the local Jobcentre Plus decides on the application of benefit sanctions, as appropriate. Local control of monitoring and punishments gives a better sense of fairness to the participants.

### ***Replication potential/Main lessons in terms of transferability***

The Jobseeker's Allowance regime enhanced by the Flexible New Deal process appears to perform very well in high unemployment areas of regions with a mature flexicurity level (mainly of the Continental, Anglo-Saxon and Nordic flexicurity systems). The procedure implies close collaboration between the central and local administrations, with overall planning and coordination (including global monitoring and evaluation) controlled by the DWP, management and operation run by the local Jobcentre Plus, and funding being provided through the Learning and Skills Council.

LRAs planning to reproduce the practice should pay particular attention to the applied reward scheme for those providing services to the unemployed. It is important that incentives be assessed on the basis not only of the number of

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participants helped to find a job, but also of criteria taking into account the difficulty of assisting the jobseeker to enter the labour market. Otherwise the initiative could further exclude the less skilled and less suitable from employment opportunities.

Moreover, given that monitoring of progress is performed by local actors, objectively verified indicators of the level of the participants' involvement in the jobseeking process should be applied to ensure transparency and establish a sense of fairness among the beneficiaries.

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## **3.2 Safer Career Routes, Walloon region (Belgium)**

### *Type of initiative and characteristics of the region*

*A combination of active labour market policies, lifelong learning activities and modern social security systems applied in a Competitiveness and Employment Region of the Continental flexicurity system (A2, A3 and A4).*

The Walloon Region is located at the south of Belgium, bordering France, Luxembourg and Germany. It comprises five provinces and covers over half of the country (55.18% of Belgium), with nearly 3.5 million inhabitants (32.4% of the Belgian population). Unemployment in the Region has been at high levels for many years, reaching a rate as high as 18% at the beginning of the 2005-2008 National Reform Programme implementation ([Eurofound](#)).

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## ***Background***

In 2004, a new methodology for assisting jobseekers was introduced in Belgium to tackle the country's high unemployment rate (8.5% in 2004 according to the [International Labour Organisation/Euromonitor International](#)). This new methodology was established on the basis of a bilateral agreement providing for close collaboration between the government and the regional authorities. The Walloon Region adopted the new approach and played a significant role in its successful implementation. [Belgium's National Reform Programme \(2005-2008\)](#) started the process of replacing 'employment security' with 'career security', making transitions between jobs possible and therefore leading to safer career routes..

Responsibility for implementation of employment policy in Belgium is divided between three levels: (i) the federal state, which is in charge of social security, including unemployment insurance, labour law and taxation; (ii) the communities, which are in charge of life-long learning; and (iii) the regions, which are in charge of job placement services. The 2004 reform placed emphasis on coordination of regional and federal state actions, thus contributing to more effective monitoring of unemployment, based on rebalancing privileges and responsibilities.

The federal National Employment Office (NEO) has built a monitoring system, which allows and strengthens the exchange of data and other information between the federal and regional level.

## ***Description (including role of LRA)***

Implementation of flexicurity policy in the Walloon region was established on the basis of solid public rationality and effective social dialogue. A tool box was applied at two levels (national and regional) in order to successfully achieve the overall reform of the Region's labour market and to tackle the relatively high level of long-term unemployment.

The implementation of the 'safer career routes' approach in the region involved the re-organisation of the Walloon Region's Skills Centres towards providing comprehensive consultation and guidance to the unemployed. Following the 2005 reform, the guidance activities were increased, aiming at the prevention and the eradication of long-term unemployment. The Skills Centres offer intensive personalised consultation by expert consultants and help with the creation of a personal action plan (which also provides the unemployed with the opportunity to attend training courses). Close cooperation with the business sector contributes to the formulation and



implementation of training programmes that are geared to the needs of both the unemployed and the labour market. At the same time, the NEO arranges systematic interviews with the unemployed, in order to monitor their jobseeking activities and their availability for work. If the unemployed fail to convince their facilitators that they fulfil their obligations, provisions on benefit sanctions apply.

## ***Results***

The approach has helped prompt the unemployed to take a more active attitude with regard to jobseeking, including the attendance of training courses for improving their skills. According to the Walloon Region's employment services, this innovative approach had a considerable effect on the participation of the labour force in training. It also had a significant impact on overall participation in active labour market policies and, in addition, an encouraging impact on the labour market. However, quantitative results have been impacted by the ongoing global financial crisis, with the unemployment rate in the Walloon Region reaching 14.4% in October 2010 ([Le Monde Diplomatique](#)) and Belgium's national unemployment rate remaining at 8.9% ([Eurostat](#)).

## ***Success factors (including recommendations for LRAs)***

LRAs should consider the following key success factors:

- enough emphasis was put on coordination between regional and the federal state actions, which contributed to effective monitoring of the labour market and the unemployed;
- the use of personalised services (with expert consultants), including a personal action plan;
- close cooperation with the business sector;
- monitoring of the jobseekers and the establishment of a form of punishment linked to provision of the unemployment benefit for those who fail to fulfil their obligations.

## ***Replication potential/Main lessons in terms of transferability***

'Safer career routes' has good potential for replication in areas where cooperation between the central government and LRAs is long-established and effective (mainly the Nordic, Continental and Anglo-Saxon flexicurity

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systems). Flexicurity initiatives in the Walloon region are not independent measures, implemented exclusively by the regional authority, but are inter-related and connected to the measures implemented at central level. This is a difficult task, as indicated by the persisting management obstacles between federal and regional public employment services, mainly in terms of administrative delays. LRAs should therefore pay particular attention to establishing efficient mechanisms for the process of exchanging data and information among the different levels of governance. In addition, LRAs should insist on the use of objectively verified indicators of the level of the participants' involvement in the jobseeking process, to ensure transparency and establish a sense of fairness among the beneficiaries.

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## 3.3 Lifelong Learning Programme and the WISE project, Bauska (Latvia)

### *Type of initiative and characteristics of the region*

*Comprehensive lifelong learning activities implemented in a Convergence Region of the Baltic, Ireland and Cyprus flexicurity system (D2).*

Bauska is the historical and cultural centre of the Zemgale area, which lies on the west of the Daugava River and borders on Lithuania. The town is situated at the confluence of two rivers (Musa & Memele) and has a population of approximately 10 000 inhabitants. In general terms, during the country's

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transformation years, employment was low, but from 2000 long-term unemployment started shrinking until 2009, when the official rate again increased by almost 10 units to 17.1% ([Eurostat](#)). Tourism is considered an important sector of income for the local population.

## ***Background***

Latvia incorporated the ‘flexicurity’ approach in 2006, following the publication of the Informative Report (with a relevant debate starting a year earlier); however, it was not formulated as a specific labour market policy with nation-wide applications, but was integrated into the complex system of interrelated measures provided for by the national employment policy. Lifelong learning programmes are essential to this system and rank amongst the priorities of the National Development Plan. In this context, the Ministry of Education and Sciences (*Izglītības un Zinātnes ministrija*, IZM), following consultation and collaboration with trade unions and employer associations (LDDK, LBAS), launched the national ‘Development and Implementation of Lifelong Learning Strategy’ programme, with regional and local institutions as the contractors. The town of Bauska was the first to set up such an institution.

The difficult economic condition of the country, which is reflected in people’s inability to pay for their education, and the lack of information and competent organisations, makes adult learning at local level, as well as information on education opportunities at all levels, partly unavailable.

## ***Description (including role of LRA)***

The Lifelong Learning Programme 2007 – 2013 was launched under the Adult Education Development Programme of the Bauska district (now a municipality, following the 2009 administrative reform) and was financially supported by the European Social Fund. Before the launch of the programme, Bauska was faced with gaps in national legislation with regard to adult learning issues, as well as with various socio-economic factors (such as social exclusion and large number of citizens with low income), which acted as barriers to the development of adult education-related programmes and institutions. Bauska is the first area to have established a regional lifelong learning system. The district council devoted a policy to giving people an opportunity to improve their knowledge and skills throughout their life and in accordance with their own interests and needs.

The Lifelong Learning Programme has been complemented by the WISE project, an initiative focusing on socio-cultural education issues. This project

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is run by FIRMA ED, a regional enterprise, in cooperation with the town council, a local primary school, the Museum of Regional Studies and Arts and a number of local NGOs and companies. Its objectives are to promote socio-cultural aspects, explore potential environmental benefits and help with the formation of an effective network in this field across Nordic and Baltic countries.

## ***Results***

The combined effect of the two initiatives facilitated the provision of training and education services to the low-income population. According to the data of the [Latvia Central Statistical Bureau](#), during the first years of the district's lifelong learning programme, labour market participation increased slightly (the ratio of employed to the total population rose from 65.5% in 2007 to 66.4% in 2008), while unemployment remained practically stable (6.6% in 2007).

However, the effects of the global financial crisis significantly altered local expectations. The results of both initiatives were severely affected, with unemployment more than doubling during the last two years.

## ***Success factors (including recommendations for LRAs)***

The Bauska district has been a national pioneer in the implementation of lifelong learning programmes. Strong local political commitment to lifelong learning has been crucial in this respect.

Exploring synergies with the WISE project and collaboration with social partners in the planning and implementation of the activities was very important, given the general lack of previous experience in the sector.

However, vulnerability to external factors was high and overshadowed the impact of local actions. The lack of previous experience with LLL programmes undermined the much required strong support from the central administration for the lifelong learning initiative.

## ***Replication potential/Main lessons in terms of transferability***

There is scope for reproducing a regional/local level lifelong learning system in most of the new Member States, who have limited experience with LLL programmes (mainly the Central and Eastern European, as well as Baltic, Ireland and Cyprus flexicurity systems). In this respect, LRAs should, as a priority, secure local political commitment to LLL policies and seek close

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collaboration with the central government in order to make best use of available co-financing mechanisms (matching of EU, national and local funds). Moreover, planning of local LLL activities should follow consultation with trade unions and employer associations on the selection of LLL priorities that address the requirements of the local labour market.

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### **3.4 The Greater Copenhagen and Zealand Employment Region, Capital Region of Denmark and Region of Zealand (Denmark)**

#### ***Type of initiative and characteristics of the region***

*A combination of flexible and reliable contractual arrangements with active labour market policies applied in a Competitiveness and Employment Region of the Nordic flexicurity system (C1 and C3).*

The Greater Copenhagen and Zealand Employment Region covers the eastern part of Denmark and represents almost 33% of Denmark's labour market. It includes the capital city, Copenhagen, which is four times larger than Aarhus, the country's second-largest city. Greater Copenhagen and Zealand is now the most successful centre for growth and jobs in Denmark, with the unemployment rate remaining below the national average in 2006, at 4%.

#### ***Background***

During the last decade, Denmark's labour market policy has developed according to international economic trends, macroeconomic management initiated by demand and a political approach to employment policy, which has resulted in significant achievements. Denmark has managed to present a level

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of unemployment that positions the country among the lowest rates of unemployment in Europe. From the high of 12.4% in 1993, the unemployment rate steadily decreased to 2.4% of the labour force in 2007, which equates to 66 000 people. The Danish model's success is based on four main elements: (a) active labour market policies; (b) a high level of job mobility, which is a result of job protection laws and regulations (flexible labour market); (c) a substantial welfare scheme; and (d) the active role of the authorities and social partners in the system. A crucial part in the long-term success of the Danish model is attributed to the institutional and structural reform connected with the model, which took place in Denmark in 2007. The reform shaped core changes in the organisation and allocation of tasks with regard to the central government, local and regional authorities and social partners. Four employment regions have been created along with an equal number of regional employment councils, which are responsible for managing local job centres and thus for safeguarding consistency among the national employment policies and the local initiatives. The Employment Region and the Regional Employment Councils agree on a yearly contract with the Ministry of Employment, which includes targets and result requirements for employment policy in the year to come.

#### ***Description (including role of LRA)***

The key responsibilities of the Greater Copenhagen & Zealand Employment Region are: (i) to support and guarantee the operation of the job centres; (ii) to follow up the performance and results of the job centres; (iii) to manage and analyse the progress of the regional labour market; and (iv) to make available information regarding the regional labour market to the national labour market. The region has 44 job centres, out of a total of 97 that operate in the whole country. Local municipalities are in charge of running the job centres. A fundamental component introduced during the restructuring of the employment system is the use of innovative tools for planning, managing and monitoring the employment procedures. The tools are intended to both support the job centres in designing their employment measures and guarantee accountability. They reproduce and maintain the new regional management strategy, mainly focusing on outcomes, rather than actions and measures. The main tools introduced are: (i) the *performance audit*, carried out annually by the municipalities of the region and the state, concerning the job centre's employment achievements. They include an analysis of the effects and results of each job centre's actions in comparison with other job centres, estimation, indication and assessment of the funds that could be reserved from better-organised employment measures, and an assessment and references for those areas that need more effective efforts; (ii) the *employment plans*, delivered to the regional employment council, which are annual employment

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strategies designed by each municipality in cooperation with the state for each job centre, aiming to keep the focus on the overall targets and to guarantee consistency between the national employment policies and targets, and the daily procedures and actions in the job centres; (iii) the *analysis and outcome dialogue meetings*, held by the Employment Region on a quarterly basis, which aim to compare and benchmark local results, to be subsequently discussed with each job centre, so that support can be directed towards increasing the latter's performance; (iv) the web portal *jobindsats.dk*, providing statistical information and an overview of the changes that have taken place in the labour market and the results achieved by the job centres.

## ***Results***

The establishment of the Greater Copenhagen and Zealand Employment Region along with the introduction of new planning, management and monitoring tools, significantly contributed to keeping unemployment rates low in the area in question. The new regional employment council has managed to reflect the real conditions of spatial labour-market dynamic forces in a better way. In particular, demand-related initiatives (such as campaigns) have become more efficiently managed.

## ***Success factors (including recommendations for LRAs)***

The key success factors of the approach that are recommended for LRAs, are:

- the establishment of an institutional structure (the Regional Employment Councils) that is capable of sustaining a level of commitment and competence to reach agreements, despite its reduced official effect;
- the level of autonomy in establishing 'targets and tools' for PES employability interventions at regional and municipal level, allowing also for implementation of 'early intervention' pilot actions in local areas of high unemployment;
- the forum established between the Employment Region, the central government and social partners, as a fruitful bottom-up effort by Greater Copenhagen to influence national policy.

## ***Replication potential / Main lessons in terms of transferability***

The example of the Greater Copenhagen and Zealand Employment region is largely based on decentralised action, has a high degree of innovation, and requires efficient and experienced local structures. Hence, it is more likely to be reproduced in regions with a high level of flexicurity development (Nordic, Anglo-Saxon and Continental flexicurity systems).

LRAs attempting to transfer the practice should pay particular attention to the comprehensiveness of the tools used, but also consider the outcome- (as opposed to action-) oriented approach of the public employment services in the target Employment Region; in this respect, LRAs should concentrate on innovative actions and measures adapted to the local context, rather than replicating the exact Danish tools.

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  - Danish Ministry of Employment [website](#);
  - The Progressive Economics Forum (2008), [The Danish Flexicurity Model](#);
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  - EPA (2009), [Flexicurity and atypical employment in Denmark](#);
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  - Copenhagen & Zealand Employment Region [website](#).
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### **3.5 The ‘Conjugate in the Future’ project for addressing the impact of the financial crisis on the labour market, Liguria region (Italy)**

#### ***Type of initiative and characteristics of the region***

*A comprehensive initiative addressing all flexicurity policy components (FCA, ALMP, LLL and MSS) in a Competitiveness and Employment Region of the Mediterranean flexicurity system (E1, E2, E3 and E4).*

A coastal region, bordering on France, Liguria has a strong economy, with a wide range of high-quality and high-tech. products (from flowers, olive oil and wine, to electronics and petrochemicals), as well as a strong tradition in shipbuilding and tourism. The gross added value per worker is well above the national average. During the last decade, average annual unemployment rate was just below 6% ([Eurostat 2000-2009](#)). The ongoing international financial crisis has resulted in stagnation of both entrepreneurship and the local labour market (FGB 2010), while a relatively large number of workers lack job security, being on fixed-term contracts ([Liguria Region 2009](#)).

#### ***Background***

At the beginning of 2009, the Liguria regional council, acknowledging the downward local labour market trend as well as the significant risk of a increasing job insecurity among local workers, decided to create and implement a plan of incentives to support employment, allocating EUR 50 million to that end, with resources partly covered by the European Social Fund. In the same year, the Liguria Employment Agency, with the contribution of the Liguria provinces and the social partners, notably employers' and employees' associations, instigated the EUR 15 million ‘Conjugate in the Future’ project, with a view to implementing policies seeking to impede the expansion of precarious employment in the region ([Agenzia Liguria Lavoro 2009](#)).

#### ***Description (including role of LRA)***

The project focuses on workers facing job insecurity in the private sector. It uses an intervention approach based on the concept of ‘resuming responsibility for the worker’, which offsets flexibility at work with a combination of income subsidies, active labour policy services and ongoing training. Once workers join the scheme, the employment services take steps to involve them in the project activities, providing customised services that increase their employability.

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‘Conjugate in the Future’ targets both the citizens (workers) and the companies (employers), with a set of services and activities which: (i) enable the former to deal with potential difficulties arising from the fragmentation of forms of employment and build experiences serving their vocational development, thus to ‘conjugate in the future’ their personal objectives; and (ii) support the latter to make best use of the flexibility offered by the various forms of contracts and to find the labour resources they require, in order to ‘conjugate in the future’ a desirable market position.

The project comprises the following five principal sets of actions (the first four addressing the area of employability for integration into the labour market, and the fifth the area of social security for integration into the community): (i) Orientation – marketing – tutoring, where the employment services provide a set of match-making and accompanying services to both workers and companies, including information on incentives and training opportunities, personalised advice on opportunities for professional development, and selection and management of the appropriate contract types; (ii) development of skills and support for self-employment through the provision of personalised training addressing the specific needs of precarious workers (both in terms of thematic focus and approach, e.g. use of web services, flexible time schedule, etc.); (iii) tax relief and vouchers or incentives for firms that agree to sign open-ended contracts with workers; (iv) provision of equal opportunities services (housekeeping and family support) to workers; (v) facilitated access to other services. This last action seeks to develop an operational network of local entities (such as private companies, financial institutes, health and social services facilities, etc.) offering reduced-price services to workers and their families.

The allocation of roles and responsibilities to the many partners involved is rather complex. The region of Liguria has a coordinating role and is assisted by the provincial administrations and, specifically, by their training and employment services. More precisely, the employment centres (CPI) of the four Liguria provinces will communicate the project to the target groups; carry out the activities of guidance and firm marketing (Action 1); make sure that the envisaged network of support is fully operational; be part of the procedure for the provision of incentives; and monitor the progress of the targeted workers.

## **Results**

The project has not been completed yet, and so quantitative information on the actual results of its activities is not available. Expected results include the

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involvement in the project of a total of at least 5 000 precarious workers and 1 000 companies, as follows: 3 000 workers and companies receiving guidance, marketing and tutoring services; 1 600 workers enhancing their skills and receiving support for self-employment; facilitated access to other services offered to about 500-1 000 workers; 1 000 workers receiving ‘grants’ for the unemployed; 650 workers/companies benefiting from tax relief; 800 workers and companies provided with vouchers and incentives.

### ***Success factors (including recommendations for LRAs)***

LRAs should consider the following key success factors of the ‘Conjugate in the Future’ project:

- the approach was designed as a bottom-up initiative, building on past experience of the region of Liguria in the implementation of LLL and ALMP policies;
- an open approach to coordination is applied by the region of Liguria, actively involving the provincial administrations. Their role is considered crucial in terms of bringing together private companies and individual workers;
- the project design allows for the development and testing of a wide range of services targeting workers and companies with varied needs, such as seasonal work, irregular production peaks, cross-border work, etc.

### ***Replication potential/Main lessons in terms of transferability***

The project targets worker adaptability and social security; hence scope for replication is greater in regions where these issues are more prominent, i.e. in the Mediterranean, the Baltic, Ireland and Cyprus, as well as the Central and Eastern European flexicurity systems. Moreover, the described actions lay considerable emphasis on the mobilisation and active involvement of the local business sector, reflecting both the relatively high level of development in Liguria region and its past experience in implementing flexicurity policies; this inevitably hampers transferability to most of the Convergence regions.

On the other hand, the envisaged option to customise actions and interventions so as to better address the particular features and specific needs of each area, in terms of labour insecurity, allows for easier replication to other EU regions. LRAs should therefore consider the potential for adapting the described set of actions to their local context, making a selection from the

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wide range of available services targeting workers and companies with varied needs, such as seasonal work, irregular production peaks, cross-border work, etc. Other issues that LRAs should take into consideration when reproducing the approach include:

- the need to establish a local mechanism to monitor the progress of the targeted workers;
  - the importance of communicating the project properly to the target groups;
  - the added value of close collaboration with local labour market stakeholders, especially private companies, financial institutes, and health and social services facilities.
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#### **Sources & links:**

- FGB (2009), '[The regional dimension of flexicurity in Italy](#)', in "Regional disparities and flexicurity policies: an integrated approach", European Commission, DG Employment, Social Affairs and Equal Opportunities;
  - Province of Genova Enterprise [web portal](#) and Province of Genova [web portal](#);
  - Agenzia Liguria Lavoro [website](#);
  - Liguria Region [website](#);
  - SMEs confederation in Liguria [website](#).
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### **3.6 Mobility Centre Automotive, Province of Limburg (the Netherlands)**

#### ***Type of initiative and characteristics of the region***

*Active labour market policies applied in a Competitiveness and Employment Region of the Anglo-Saxon flexicurity system (B3).*

The province is situated at the periphery of the Netherlands, bordering on Germany to the east and Belgium to the west and south. It has a hilly terrain and the river Meuse runs through it from south to north. Although predominantly a rural area, Limburg is industrially developed with a well-advanced R&D sector, specialising in chemicals, the automotive industry and office equipment. Its central position in Europe ensures a potential market within a 400 km radius of more than 100 million consumers with one of the highest GDPs globally, as well as 200 000 companies, in five countries. At the beginning of the century (2002-2004), many jobs were cut in the region, due

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to the extensive relocation of industrial production facilities to low-cost countries. Moreover, the regional economy, greatly dependent on exports, was severely hit by the recent global financial downturn, with GDP dropping by 4.8% in 2009 and unemployment reaching 8.2% in December of that same year, although with signs of recovery in 2010. In most industries in the Netherlands collective labour agreements regulate working conditions, including wages; the latter apply at industrial branch level. Such collective agreements are usually the outcome of negotiations between the employers' associations and the unions, with a usual validity period of one year. Being a member of a trade union is not mandatory for workers; union membership is limited to about 25% of total workers, while high-level employees and executives decide on individual contracts (LIOF 2010).

### ***Background***

The region has an impressively low record as regards the number of working days lost because of strikes; this should be attributed to the generally good relationship between workers' unions and employers' organisations. The social partners have long been engaged in dialogue on flexicurity issues, primarily focusing on dismissal conditions. Evaluation of the Dutch Flexibility and Security Act revealed that flexibility is given priority over security; hence trade unions advocate improved protection of typical employment in collective labour agreements.

With regard to benefits provided to the workers by their employers, social security premiums (including contributions, paid leave, vacation allowance, etc.) count for approximately 30% of the basic wage costs.

In 2006, the car manufacturer Daimler Chrysler announced the termination of production of the Smart Forfour car and a strategy to exit Nedcar (a Dutch car-making company), putting the employment status of more than 2 000 workers at risk.

### ***Description (including role of LRA)***

Following Daimler Chrysler's announcement, a project group involving both public and private organisations agreed to start up a project (named 'Mobility Centre Automotive' – MCA) to support the employees of Nedcar and its supplier companies in securing their employment status.

In addition to the Limburg province, the following other public partners were involved in the initiative: the public employment service 'Centrale Organisatie Werk en Inkomen' (Central Organisation Work and Income -

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CWI), which initiated the project; the Sittard-Geleen municipality; the UWV centre for expertise of education staff (Sectorbestuur Onderwijsarbeidsmarkt - SBO); and Kenteq (an expert centre for technical craftsmanship). Participating companies from the private sector included Nedcar (as the main employer concerned), re-integration companies and more than ten temporary work agencies.

The 'Mobility Centre Automotive' aimed to support job-to-job transitions for the employees that were made redundant as a consequence of the 2006 Daimler Chrysler local exit strategy. MCA facilitated the transition of laid-off workers (main target group) to other jobs, with a view to averting the need for these persons to apply for social security benefits.

The key features of the MCA project were as follows: (i) coordination of action through the concentration of services in one place and one organisation; (ii) intensification of services, through a shorter intervention cycle, more and focused interventions; (iii) integration of services and providers; (iv) *ex-ante* specification of project life-span; (v) use of the following tools and approaches: a. specific lines of action (such as trial periods, education and group activities), b. work-café (places where laid-off employees can meet and share experiences); c. thematic 'job markets' (such as 'logistics day', 'operators day', etc.), d. company presentations and road shows with presentations of employees' profiles, e. 'speed dates' (opportunities for employers and jobseekers to meet face-to-face).

## ***Results***

The effectiveness of the initiative was impressive, with more than 80% of the employees who lost their job and entered the Mobility Centre finding another job during the period between July 2006 and December 2007. In total, 1 333 employees (85% of the inflow) managed to find a new job, not necessarily in the automotive sector but in other sectors too.

## ***Success factors (including recommendations for LRAs)***

At the beginning of the project, given the large number of jobseekers, MCA advisors were unable to speak frequently with all targeted workers; hence, at that stage, referrals to private reintegration companies were limited.

Key success factors include:

- the Limburg province and the Sittard-Geleen municipality invested EUR 600 000 directly in the project (with the total project cost being

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EUR 6 650 000 );

- the response of the LRAs involved was immediate and had a clear sense of urgency;
- the Limburg province had already helped with the establishment of a network of local partners, through the provision of a platform allowing labour-related public and private organisations to frequently meet with each other.

### ***Replication potential/Main lessons in terms of transferability***

The initiative clearly deviated from standard procedures and rules and should be seen as a crisis intervention instrument for the labour market, applied in a well-developed area, featuring adequate past experience in flexicurity policies implementation; hence scope for replication is more focused on Competitiveness and Employment Regions of the Nordic, Anglo-Saxon and Continental flexicurity systems. In addition, should the MCA be integrated into the daily structure of public employment services, it is doubtful whether it would achieve the same level of success.

Any attempt by LRAs to implement a similar project should carefully consider the specific circumstances that are to be addressed. In this context, lessons learned from the MCA approach that are valuable to LRAs include: (i) preparation in advance is a key prerequisite to success, especially as regards networking and information; (ii) political commitment may push the project forward; (iii) LRAs should make adequate plans for deviations from the existing administrative system, in order to facilitate direct provision of services to jobseekers; (iv) a good mix of public and private organisations is crucial; (v) such policies should have a limited life-span and not be integrated into ongoing processes.

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### **Sources & links:**

- European Commission, DG Employment, Social Affairs and Equal Opportunities in response to tender No. VT/2006/043, [The role of the Public Employment Services related to 'Flexicurity' in the European Labour Markets](#), VC/2007/0927, Final report, Policy and Business Analysis, March 2009;
  - LIOF (2010), [Limburg Province, The Netherlands, In the Heart of Western Europe](#), Limburg Development and Investment Company, Foreign Investment Department.
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### **3.7 Labour market activation through innovation (INNOACT project), Tallinn and Tartu local authorities and Ida-Virumaa county (Estonia)**

#### ***Type of initiative and characteristics of the region***

*A combination of active labour market policies and comprehensive lifelong learning in a Convergence Region of the Baltic, Ireland and Cyprus flexicurity system (D2 and D3).*

The target areas include a county (Ida-Virumaa) where the metals sector is prominent and the two largest cities in Estonia (the capital, Tallinn, and Tartu). In 2006 (one year after the start of the project), the country's unemployment rate was 5.9%, with long-term unemployment as low as 2.8% (Eurostat). Flexicurity is considered a new concept in the target areas, with all of its four dimensions relatively underdeveloped at the time of project implementation. Active social partners in the metals sector include both a trade union and an employers' association (voluntary membership in both cases). A collective agreement involving multiple employers was recently concluded in the sector, but traditionally, enterprise-level agreements prevail (PRAXIS 2010).

#### ***Background***

In 2004, the Estonian Labour Market Board (Tööturuamet TTA), given the lack of a comprehensive skills and training needs analysis in most sectors of the economy (especially at local and county levels) that would allow action towards bridging the gap between labour supply and demand, planned to put forward an innovative project to increase employment security through the provision of customised skills development and training services. The initiative initially addressed only one sector (metals industry) in three areas (Tallinn, Tartu and Ida-Virumaa), but in a second phase was extended to three other sectors, focusing only on Tallinn.

#### ***Description (including role of LRA)***

The project partnership was a collaboration of local governments (Tallinn and Tartu Municipalities, Ida-Virumaa County), an employers' union (Estonian Federation of Metal Construction), a university (Tallinn Technical University), and the Estonian Labour Market Board (ELMB).

The initiative targeted jobseekers in the metals industry and companies in the Estonian Federation of Metal Construction, located in the three target areas.



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Action comprised four stages, as follows: (i) survey of employers in the metals sector in the three areas of concern, with a view to documenting their short- and medium-term recruitment needs with an emphasis on desired skills over the next three years (information was collected concerning specific elements of jobs on offer, including the nature of the job, the tasks to be carried out and the required qualifications; (ii) use of the responses to the survey for to identify detailed, sector-specific skills and training needs; (iii) selection of unemployed workers, following tests to identify their specific skill levels; and (iv) development of training and skills development courses and subsequent provision to the selected jobseekers (including a certificate following exams).

The initiative costs a total of EUR 240 000 and was co-funded by the European Social Fund (at a rate of 80%), with the remainder of the financial resources provided by a broad range of partners, including the Tallinn and Tartu local authorities, as well as the ELMB.

## ***Results***

The effectiveness of the skills development approach proved to be impressive: out of the 400 project beneficiaries only about 20-30 unemployed workers failed to find a job after following the training courses.

## ***Success factors (including recommendations for LRAs)***

LRAs should consider the following key success factors of the initiative:

- the INNOACT project built on the past experience of the Estonian public employment services as regards cooperation with other public organisations – mainly municipalities – in ‘normal’ employment services such as counselling, guidance, training, and activation;
- the core element of the approach was the customised approach documenting local short- and medium-term recruitment needs (close collaboration with the local business sector);
- the project engaged the employers in action (both directly, using a survey, and through their association), thus enhancing the effectiveness of the training and skills development approach, which assisted jobseekers in acquiring abilities that are in line with their potential employers’ needs;

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- ESF match-funding of the initiative was shared among a pool of national and local stakeholders, including the Tallinn and Tartu local authorities, as well as the ELMB.

### ***Replication potential/Main lessons in terms of transferability***

The project has scope for replication by other LRAs and local public employment services in areas lacking a comprehensive skills and training needs analysis addressing specific sectors of the economy (mature flexicurity development level is not a prerequisite for success); hence transferability is more likely in new Member State regions of the Baltic, Ireland and Cyprus, as well as the Central and Eastern European flexicurity systems.

The main issues to be considered by LRAs when reproducing the approach are:

- the need to establish an efficient mechanism for collaboration with both the central government agencies and the local business sector;
- the high percentage of co-financing by the ESF, indicating a potential need to secure financial support from both central government and EU resources;
- customisation of services is likely to require support from external consultants, especially if local structures lack relevant experience.

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### **Sources & links:**

- Andersen T. Et al. (2009), [The role of the Public Employment Services related to 'Flexicurity' in the European Labour Markets](#), European Commission, DG Employment, Social Affairs and Equal Opportunities in response to tender No. VT/2006/043, VC/2007/0927, Final report, Policy and Business Analysis, March 2009;
  - De Troyer, M. & V. Cortese (2008), ['Modernization of public employment services: 'employer's new approach'](#);
  - PRAXIS (2010), [Representativeness of the European social partner organisations: Metal sector – Estonia](#), Liina Osila & Kirsti Nurmela (authors).
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### **3.8 Regional co-operation in post-secondary technological education, Aveiro district (Portugal)**

#### ***Type of initiative and characteristics of the region***

*A comprehensive lifelong learning initiative implemented in a Convergence Region of the Mediterranean flexicurity system (E2).*

This is an industrially developed coastal region, bordering on the Atlantic ocean. Innovation initiatives are relatively advanced in the region, which has a strong local university and several projects being implemented in the information society sector. In 2002 (starting year of the initiative), the labour force was characterised by low qualifications vis-à-vis the requirements of local industries, resulting in problems in labour activation.

#### ***Background***

Despite the impressive growth of higher education in Portugal in recent decades, there are still incompatibilities between the skills required by employers, on the one hand, and, on the other, the content of study and training programmes offered by universities, higher education institutes and vocational training centres. Government efforts to address this gap date back to 1999, when specialised technological programmes (CETs) were introduced, with the following characteristics: (i) professionally oriented; (ii) combining academic qualifications with professional skills and competences; (iii) leading to a level-4 vocational qualification. A particular requirement of CETs is that they are to be delivered in partnership with local authorities, schools providing secondary, technological and professional qualifications and centres for professional development, as well as companies, professional bodies and employers' associations. CETs target both mature professionals and young people, aiming to promote technical and vocational education as well as reskilling, while improving at the same time cooperation between universities and the main sectors of the corresponding regional economy.

#### ***Description (including role of LRA)***

The initiative started in 2002 with the aim of providing CET programmes in the Aveiro region. It involved a network led by the University of Aveiro and including 11 of the 19 municipalities of the Aveiro district, as well as several secondary schools, one employers' association, two hospitals and over 100 companies, mainly SMEs in the metals, mechanics, ceramics, automotive parts, moulding, electronics and IT sectors, but also in the shoemaking and cork industry.

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The Aveiro CET programmes followed a dynamic approach in their development, adapting the content of the training curricula to the changing socio-economic needs in the district. The regional cooperation network has been equally flexible, with new municipalities joining in after the initial success of the programmes.

Training programmes were greatly decentralised, with courses running simultaneously in several locations, focusing on technical skills, accounting, design, business and other industry-relevant themes. Apart from the university's polytechnic department, courses were delivered at public and private training centres, as well as in secondary schools. To facilitate broader participation, training was offered outside normal working hours. To achieve high quality of lectures, university staff collaborated with secondary school teachers and qualified professionals in all stages of training provision, while all programmes remained under the responsibility of a member of the university's teaching staff. Programmes were organised in a similar way, each catering for 20 to 30 students. Around 25% of the training was delivered in the workplace.

Financing came mainly from state and EU sources, while some contributions were also made by the regional authority and certain companies.

## ***Results***

Five years after their launch, the Aveiro CET programmes were delivering professional training to more than 450 students, while about 260 students of past years were already placed in partner companies as trainees.

Indirect, non-quantified results include the development of skills within the university and partners, as well as support for development of SMEs in the region (succeeding in addressing the lack of a qualified labour force).

## ***Success factors (including recommendations for LRAs)***

LRAs should consider the following key success factors in the Aveiro CET programmes:

- the initiative was not static but developed dynamically in line with the changing socio-economic needs in the district, mainly by adapting the training curricula and facilitating the expansion of the regional cooperation network, offering new municipalities the option to join in at a later stage of programme implementation;

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- LRAs in the Aveiro district, as part of their political mandate, acted as mediators in solving problems of conflicting interests hampering potential synergies between the various stakeholders, using, where necessary, their powers as co-financers;
  - LRAs also lifted part of the administrative burden that the programme entailed, making sure that appropriate financing was allocated to the programme officers and beneficiaries on time.

### ***Replication potential/Main lessons in terms of transferability***

The Aveiro CET programmes target basic issues of worker adaptability and do not require very experienced local structures; they therefore present good scope for replication in regions with limited experience in flexicurity policy implementation and low performance in labour market adaptability/flexibility (i.e. regions of the Mediterranean, the Baltic, Ireland and Cyprus, as well as the Central and Eastern European flexicurity systems).

Issues that LRAs should take into consideration when reproducing the approach include:

- the need to establish an efficient management and coordination mechanism at an early stage of implementation;
  - the added value of widely disseminating the results of the initial LLL activities as a means of attracting the interest of local stakeholders, with a view to expanding the local cooperation network and increasing the potential for local synergies;
  - the need to decentralise implementation of activities, making best use of existing education and training structures such as local universities and vocational training structures.
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## Sources & links:

- EUCEN (2007a), [University of Aveiro Case Study: Regional Cooperation in post-secondary technological education](#), BeFlex Plus case Study;
  - EUCEN (2007b), [Training materials](#), Regional Collaboration and Partnership in University Lifelong Learning, DG Education & Culture Lifelong Learning Programme;
  - Nazaré, M.H., M.A. Assunção & M.S, Conceição (2007), [Aveiro University as a catalyst in promoting regional innovation: Instruments and action](#).
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## 3.9 Internships through the local labour offices, Podlaskie region (Poland)

### *Type of initiative and characteristics of the region*

*A combination of effective active labour market policies, comprehensive lifelong learning activities and modern social security systems implemented in a Convergence Region of the Central and Eastern European flexicurity system (F2, F3 and F4).*

Podlaskie Voivodship (region) is located in the north-east of Poland. To the north-east it borders on Lithuania and to the east on Belarus. The capital of the region is the city of Białystok, located about 180 km away from Warsaw, the country's capital. The region is the 6th largest in Poland, covering 6.5% of the country's total area and having a population of approximately 1.2 million. According to the [OECD](#), in 2007 the average unemployment rate in the region was around 11%, although it varied greatly from county to county, with differences of as much as 12%. It is worth noting that the Podlaskie region suffers from depopulation more than any other region in Poland.

### **Background**

Public employment services in Poland comprise a system of regional and local labour offices established and operated by regional and local authorities in close cooperation with the central government. Local and regional authorities are responsible for: (i) monitoring and defining the labour market in their area, (ii) developing human resources in line with the national labour market policies, (iii) distributing the labour fund and (iv) designing local and regional action plans regarding employment measures. These tasks are implemented by the local labour offices.

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For years, lifelong learning in the Podlaskie region was not advanced, with relevant participation levels well below the EU average. Its recent prioritisation triggered the introduction of a wide range of both broad and specialised provisions.

### ***Description (including role of LRA)***

The main institution for implementation and monitoring of regional labour market policy in the region is the Voivodeship Labour Office (VLO), located in Białystok. The VLO implements and promotes activities to effectively support the development of the region's labour market. Key activities implemented by the VLO are: (i) periodical labour market research and analysis; (ii) job orientation consultation; (iii) EURES services; and (iv) implementation of regional projects and EU-funded projects.

Internship is an active labour market service provided to several vulnerable groups of the unemployed, especially young people. The unemployed acquire practical abilities and significant know-how in order to enter the labour market by means of a flexible process. The VLO communicates with employers to agree on a framework for internships, including a set of relevant conditions, such as the participation of the unemployed person in vocational training. Employers taking part in the process do not pay the interns salaries because the latter receive benefits from the VLO. According to the agreement, employers have a duty to provide practical experience to the interns in order for the latter to enhance their skills. Throughout the internship, the interns are instructed by qualified personnel of the employer. The internship lasts from three to twelve months; the exact duration is determined by the employer, the needs of the unemployed person and the funds available at the VLO. After completing their internship interns receive a report from their employer with information about their performance and skills obtained. The unemployed person also gets a certificate from the VLO which includes information relevant to the completion of the process. During the internship, the unemployed person may receive up to 140% of the unemployment benefit (per month). The employer is obliged to create a job position and to hire the participant after the process.

### ***Results***

The last report on the results of the initiative is available from the [Ministry of Labour and Social Policy](#). It shows that, in 2007, 164 000 people took part in the scheme, representing an increase of 6% since 2006. It is emphasised that 40% of the participants were guided to the procedure by the VLO. The efficiency percentage concerning completion of internships is 48%.

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Internships were mainly provided in the field of: (i) administrative work; (ii) sales, marketing and trade; and (iii) accounting and banking.

### ***Success factors (including recommendations for LRAs)***

LRAs should consider the following key success factors in the initiative:

- the local regional labour office gives emphasis to the appropriate preparation of the unemployed person prior to the participation of the latter in the internship; preparation for the internship is not limited to training but also includes initiatives to inspire the unemployed person to enter the labour market;
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- the regional labour office puts emphasis also on the adaptation and utilisation of the tools to the needs of the local labour market.

### ***Replication potential/Main lessons in terms of transferability***

The project has scope for replication by other LRAs and local public employment services in areas with low participation levels in education and training activities, also characterised by decentralised implementation of labour market policies; hence transferability is more likely in the Mediterranean, the Central and Eastern European, as well as in the new Member State regions of the Baltic, Ireland and Cyprus flexicurity systems.

The main issues to be considered by LRAs when reproducing the approach include:

- the importance of establishing close collaboration and a ‘trust’-based relationship with a pool of local businesses that are willing to participate in the internship initiatives – collaboration with local chambers of commerce and/or universities with relevant previous experience may assist to that end; the need to secure adequate funds for the sustainability of the action, most probably through central government or EU co-financing.
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### **Sources & links:**

- OECD (2009), ESF CoNet Project: [International Learning Models, Report for Podlaskie](#);
- Mutual Learning Programme (2009): [Peer Country Comments Paper](#)



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#### Poland;

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  - Sula, Piotr (2009), [Poland: Collective bargaining and continuous vocational training](#), Eurofound;
  - Podalskie Labour Offices [website](#);
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### **3.10 Recruitment of technologists, Castilla-La Mancha (Spain)**

#### *Type of initiative and characteristics of the region*

*A combination of effective active labour market policies and comprehensive lifelong learning activities implemented in a Convergence Region of the Mediterranean flexicurity system (E2 and E3).*

Castilla-La Mancha combines plains with mountainous landscapes and has an agricultural local economy. Agritourism and agri-industry developed rapidly during the last decade. Investments in R&D are limited, while infrastructure regarding services to companies is poor. The majority of the workforce (55.5% in 2006) is employed in the service sector (CES 2006). Unemployment in the region is among the highest in the EU, reaching 18.8% in 2009, with Castilla-La Mancha ranking 12<sup>th</sup> among EU27 regions (Eurostat 2010). Precarious employment is relatively high, with almost one third of employees on a temporary contract.

#### **Background**

The 2006 employment sector reform in Spain focused on limiting the use of temporary contracts, as well as on supporting underprivileged groups in entering the labour market (facilitating recruitment of young people, women and people with disabilities). An additional set of measures was introduced in 2009, aiming at further promoting employment and protecting the unemployed.

The ‘Recruitment of Technologists’ initiative has been developed within the framework of the ‘Pact for Growth, Consolidation and Quality of Employment’, an agreement between the regional government of Castilla-La Mancha and the employers’ and union associations of the region, due to remain effective until 2013.

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In Castilla-La Mancha, employment policies are locally managed and implemented by the regional public employment service (SEPECAM), an independent body of the Department for Labour and Employment.

### ***Description (including role of LRA)***

The ‘Recruitment of Technologists’ initiative involves a subsidy scheme for companies that agree to employ young unemployed graduates from Castilla-La Mancha (‘technologists’). More precisely, companies engage in six month contracts with ‘technologists’, with an option to extend those contracts up to 18 months. The graduates are registered in local job banks (managed by SEPECAM) and receive training relevant to the needs of the research & development (R&D) and innovation departments of the participating companies, with a particular focus on relevant regional projects.

Technologists may be associated with the following types of action, which are eligible for subsidies: (i) implementation of R&D projects that are in the development phase at the time of the contract and which have received subsidies, aids or loans from the Centre for Technological and Industrial Development (CDTI) in response to bids under the R&D National Plan, the relevant European Union Framework Programme or the HITO, as well as from the Education and Science Department of the Community Board of Castilla-La Mancha; (ii) the development and submission of R&D project proposals in response to public calls for tender, including under the R&D National Plan, the CDTI or the European Union Framework Programme; (iii) the start-up of research, development and technological innovation departments within companies; (iv) the development of projects related to modernisation, innovation, research, application, development, quality, market enlargement or management improvements.

### ***Results***

During the period 2006-2008, the initiative provided support to 101 unemployed technologists (63 men and 38 women), engaging them, on temporary contracts, in a total of 82 projects. The total amount of subsidy aid provided to companies reached EUR 3 342 693 EUR, with the majority of support being provided during the first year of implementation.

### ***Success factors (including recommendations for LRAs)***

LRAs should consider the following key success factors of the initiative:

- the approach builds on existing schemes supporting R&D and

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innovation projects;

- efforts of the regional public employment services focus on maximising the benefits that the region can get from private R&D&I initiatives;
- The regional public employment services invest in areas with high potential for multiplication of results, especially as regards the actions related to starting-up of R&D&I departments within local companies.

### ***Replication potential/Main lessons in terms of transferability***

The project has scope for replication by other LRAs and local public employment services in areas with decentralised implementation of labour market policies and also high unemployment rates, especially among young graduates with high scientific qualifications (an additional characteristic being the presence of an adequate number of private companies involved in R&D&I initiatives); hence transferability is more likely in the Mediterranean, the Central and Eastern European, as well as the Baltic, Ireland and Cyprus flexicurity systems.

The main issues to be considered by LRAs when reproducing the approach include:

- the need for a very good knowledge of the local labour market, especially with regard to the nature of the work of local businesses and the qualifications of the unemployed – collaboration with local chambers of commerce and universities in the creation of relevant databases may help to that end;
- the importance of good communication of results, with emphasis on success stories, in order to attract the interest of local businesses as well as graduates and to increase participation in the initiative.

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### **Sources & links:**

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  - European Employment Strategy [webpage](#).
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## 4. Conclusions and recommendations

Flexicurity is perceived differently within the EU Member States. Some consider it a dual concept, integrating, as its name implies, flexibility with security at work. Others see it as an indispensable component of their daily routine, be they family workers in an industry wishing to spend more time with their children, or entrepreneurs facing the impact of the global economic downturn and looking for sustainable solutions for their businesses.

Until recently, discussions on flexicurity in EU Member States were largely confined to the national level, following the relevant academic debate on the comparison of national labour market models (Rogowski 2008), and on the interactions between policies and institutions. As a consequence, suggestions for an optimum flexicurity ‘model’ have been variations on the same recipe, using the four components of flexibility (flexible and reliable contractual arrangements - FCA; comprehensive lifelong learning - LLL; effective active labour market policies - ALMP; and modern social security systems - MSS) as ingredients in a broad range of arrangements.

In this context, the Danish and Dutch flexicurity approaches have been highlighted as ‘models’, representing the Nordic and the Anglo-Saxon flexicurity systems, respectively. In both countries, flexicurity policies have been described as the key driver for impressively positive labour market performance. Moreover, the two ‘models’ give a pivotal role to the social partners and to social dialogue in the process of developing and justifying flexicurity policies.

The Danish model is based on what has become known as the ‘golden triangle’, i.e. a combination of three components: (i) flexible labour markets; (ii) generous unemployment support; and (iii) strong emphasis on activation. On the other hand, the Dutch flexicurity model is based on the principle of ‘normalising non-standard work’. However, empirical evidence has revealed a sharp increase in the traditional flexicurity ‘models’, which should be attributed to the diverse conditions between and within Member States in terms of both flexibility and security, as well as to the specific characteristics of the regional contexts (especially as regards the level of labour policy decentralisation, decision-making and implementation mechanisms).

Given the absence of a universal flexicurity model and considering that the applicable institutional, legislative and political context largely determines the outcome of labour policies, the flexicurity debate inevitably shifts its focus on how stakeholders can learn from other countries’ experiences (including good

practices at subnational level), especially with regard to success factors in relevant policy measures and their replication potential. Likewise, current European policy trends promote multi-level governance and coordination, and at the same time favour ‘soft’ over ‘hard’ law measures.

Moreover, new regulatory concepts emerge from empirical evidence, such as the safeguarding of ‘collective human capital’ as opposed to the protection of individual jobs, which builds on the experience gained in terms of the various forms of active securities, notably the German Kurzarbeit (short time work). Collective human capital is regarded as a valuable local asset which needs to be further developed through active labour market policies and lifelong learning; thus requiring regional development strategies to explore ways of balancing the skills and competencies of the local labour force with the regional growth agenda.

Recent developments in labour market policies also indicate that EU LRAs have started to take up a key position in terms of influencing the implementation of flexicurity policies, due to the obvious advantages deriving from the decentralisation of the labour policy processes. Their role in analysing the complexity of regional and local employment issues and in suggesting precise solutions at regional, area, sector or firm level becomes even more crucial now that ‘(...) *policies are more closely geared to the particular conditions of the local labour markets*’(FGB 2010a). Indeed, if sub-national involvement in coordinated, multi-level decision-making processes – as Commission social policy developments require – is to have an added value, then LRAs along with other local actors should be in a position to fully understand specific regional labour needs, as well as to analyse and project local employment trends.

In practice, as part of a comprehensive approach for the enhancement of entrepreneurship, job creation and labour market security, there is a need for a ‘local intelligence service’ able to translate the spatial variations in business development and in employment/unemployment problems into actions geared to the local needs. A ‘local intelligence service’ may result in enhanced focus and targets, flexibility of approach, greater involvement of local actors, increased ‘ownership’ and legitimacy of actions undertaken, closeness to target groups, implementation benefits deriving from information exchange, development of trust relations, more effective networking and interaction between agencies/groups, and the development of partnerships to provide ‘joined up’ solutions to multidimensional problems. Moreover, the existence of such a service will give substance to one of the main arguments favouring greater LRA involvement in flexicurity policy implementation, i.e. the ability of subnational level actors to better understand and respond faster to the changing socio-economic perspectives of their area.

There is no universal approach to creating the labour market ‘local intelligence structure’; instead, several alternative solutions are applicable, depending on the administrative, institutional, scientific and financial capacity of the local labour market actors, including LRAs. For each specific regional context, a feasibility study is required to examine different management and operation scenarios, as well as available funding sources, to secure the sustainability of the new structure. Such scenarios may indicatively include:

- a joint bottom-up initiative by a partnership involving local chambers of commerce, universities and/or research centres, and LRAs;
- a centrally-planned initiative implemented by the local office of a national-level structure, such as the Ministry of Employment and Social Security or the national public employment services;
- a centrally-planned and -implemented initiative, run by the national statistics agency;
- a regional authority initiative, managed by a business-led regional development agency and supported by a council of local social partners with consultative powers.

Several LRAs already carry out their own investigations/analyses of strengths, weaknesses, and prospects of regional and local economies or even, more specifically, of the labour market and of indicators directly relevant to the four flexibility policy components. European territorial cooperation programmes may assist to that end, through the exchange of relevant experiences and best practices; specifically, the Interreg IVc programme, provides an opportunity not only for disseminating knowledge to regions that are less advanced in that field, but also for funding feasibility studies focusing on a wide variety of local contexts, thus offering a guide for good practice covering the whole range of flexicurity systems taxonomy. Advanced regions may also seek funding through the Structural Funds, specifically the Sectoral Operational Programmes on Public Administrative Capacity/Administration Reform.

The EU approach to flexicurity grants a central role to social partners, recognising the importance of a comprehensive institutional dialogue in the implementation of relevant policies. The degree of social consensus achieved at country, but also at regional and local levels, is considered crucial for achieving more labour market flexibility and/or increased social security (European Foundation for the Improvement of Living and Working Conditions, 2007a). In this context, LRAs are given both an opportunity and the responsibility to

become more intensively involved in a wide range of flexicurity objectives, notably in active labour policies, collective bargaining processes, lifelong learning, and social security incentives.

During the last two decades, issues included in collective agreements have gradually increased in scope (Andersen & Mailand 2005) to address, among others, ‘light jobs’, leave schemes, education and atypical employment. In line with recent developments, the involvement of LRAs in flexicurity efforts has so far attempted to influence a wide range of labour regulation dimensions, from wage and pension systems (decentralisation of the wage bargaining process) to activation schemes and from training and skills development to working time flexibility.

Currently, irrespectively of the flexicurity model typology, the majority of flexicurity initiatives in the EU Member States, are planned by the centralised administration and implemented through sub-national level agencies. Empirical evidence has shown that only recently have regional authorities managed to develop comprehensive labour market intervention plans focusing on flexicurity (Case study 4.5). The lack of an adequate number of regional/local flexicurity initiatives of a more complex nature and the reliance on central government guidance are indications that effectiveness at local and regional level in the administration of programmes fostering flexicurity and job creation needs to be improved.

On the basis of the above conclusions, the following recommendations are suggested:

#### Recommendation 1

*In the context of the variety of existing flexicurity initiative , LRAs should make best use of the opportunity offered by the European territorial programmes to design and implement projects facilitating exchange of good practices and better understanding of the success factors and the replication potential of flexicurity policy measures.*

#### Recommendation 2

*Collective human capital is regarded as a local asset, as valuable as individual jobs; hence LRAs need to take action to further develop it, notably through active labour market policies and lifelong learning.*

### Recommendation 3

*Those LRAs which have yet to put labour market-related monitoring instruments in place should consider developing partnerships, agreements or cooperative frameworks with relevant stakeholders such as (local, regional) universities, research centres, networks of experts, think tanks, statistics offices, observatories or similar, in order to build up substantial knowledge of needs and the provision of evidence to policy- and decision-making. ‘Task forces’ may alternatively be established on ad hoc basis to undertake the necessary analyses and investigations to respond to specific needs.*

### Recommendation 4

*Social partners have acquired a central role in the EU approach to flexicurity, and may significantly increase the effectiveness of relevant LRA initiatives; the latter may and should draw nearer to the social partners with a view to assisting them with a broad range of flexicurity objectives, notably in active labour policies, collective bargaining processes and lifelong learning.*

### Recommendation 5

*The level of responsibility of LRAs in the implementation of comprehensive flexicurity initiatives is not always accompanied by an adequate level of qualification. This may result in low effectiveness of the programmes administered or in low capacity to absorb available funds. Empirical evidence suggests the need for a training programme for locally elected representatives, possibly managed at EU level, for a better knowledge of the management of employment-related matters.*

Finally, a number of indicative guidelines and recommendations can be established on the basis of the lessons learned in the case studies examined. These are presented below, structured in accordance with the typology proposed in Section 3 of the report:



## ***Flexible and reliable contractual arrangements***

*Application to the Nordic, Anglo-Saxon and Continental flexicurity systems:*

- LRAs should aim at establishing institutional structures (such as the regional employment councils of the Greater Copenhagen and Zealand Employment Regions) that are capable of sustaining an adequate level of commitment and competence to reach agreements.

*Application to the Mediterranean, the Baltic, Ireland and Cyprus, as well as the Central and Eastern European flexicurity systems:*

- LRAs, given their relatively limited experience in flexicurity measures, should consider the added value of close collaboration with local labour market stakeholders, especially private companies and financial institutions, facilitating the adaptation of flexicurity tools and actions to the local context and assisting in better addressing the particular features and specific needs of the local labour market.

## ***Comprehensive lifelong learning***

*Application to the Nordic, Anglo-Saxon and Continental flexicurity systems:*

- LRAs should pay particular attention to establishing efficient mechanisms for the process of exchanging data and information among the different levels of governance as a means to address persisting management obstacles between national and local public employment services, mainly in terms of administrative delays.

*Application to the new Member States of the Baltic, Ireland and Cyprus, as well as the Central and Eastern European flexicurity systems:*

- LRAs should consider the establishment of an efficient mechanism for collaboration with: (i) the central government agencies in order to facilitate top-down transfer of knowledge and experience in flexicurity issues; and (ii) the local business sector, in order to facilitate input regarding the specific requirements of employers in terms of workers' qualifications. In cases where customisation of services is required, LRAs should seek support from external consultants, especially if local structures lack relevant experience;
- in cases of highly expensive initiatives, LRAs should take action to secure financial support from both central government and EU resources.

*Application to the Mediterranean, the Baltic, Ireland and Cyprus, as well as the Central and Eastern European flexicurity systems:*

- LRAs should, as a priority, secure local political commitment to LLL policies and seek close collaboration with the central government in order to make best use of available co-financing mechanisms (matching of EU, national and local funds);
- Planning of local LLL activities should not be a top-down decision but rather follow consultation with trade unions and employer associations on the selection of LLL priorities that address the requirements of the local labour market;
- In the case of initiatives engaging large partnerships of local stakeholders, LRAs should consider the following as good practice: (i) the establishment of an efficient management and coordination mechanism, at an early stage of implementation; (ii) widespread communication of the results of the initial LLL activities as a means of attracting the interest of local stakeholders, with a view to expanding the local cooperation network and raising the potential for local synergies; (iii) decentralisation of the implementation of activities, making best use of existing education and training structures such as local universities and vocational training structures.

### ***Effective active labour market policies***

*Application to the Nordic, the Anglo-Saxon and the Continental flexicurity systems:*

- LRAs should assess the provision of incentives not only based on the number of participants helped to find a job, but also on criteria considering the difficulty of assisting the jobseeker to enter the labour market, to avoid further exclusion of the less skilled and suitable from employment opportunities;
- in cases where monitoring of progress is performed by local actors, LRAs should insist on the use of objectively verified indicators of the level of the participants' involvement in the jobseeking process, to ensure transparency and establish a sense of fairness among the beneficiaries;
- LRAs should, as a priority, secure sufficient political commitment to ALMP policies.

*Application to the Mediterranean, the Baltic, Ireland and Cyprus, as well as the Central and Eastern European flexicurity systems:*

- LRAs should promote collaboration with local chambers of commerce and universities in the creation and management of local labour market databases, with information on the nature of work of local businesses and the qualifications of the unemployed.
- LRAs should consider the importance of good communication of results, with emphasis on success stories, in order to attract the interest of local businesses as well as of the unemployed, as a means of enhancing participation in the initiative;
- regions responsible for the implementation of flexicurity activities should consider an open approach to coordination (actively involving the provincial/municipal administrations) as good practice for bringing together private companies and individual workers.

*Application to the Mediterranean, the new Member States of the Baltic, Ireland and Cyprus, as well as the Central and Eastern European flexicurity systems:*

- LRAs should consider the establishment of a ‘trust’-based relationship with a pool of local businesses as good practice to secure adequate participation in internship initiatives;
- LRAs should, as a priority, secure adequate funds for the sustainability of flexicurity initiatives, through both central government and EU co-financing.

### ***Modern social security systems***

*Application to the Nordic, Anglo-Saxon and Continental flexicurity systems:*

- In cases where unemployment benefit schemes are linked to ALMP activities, LRAs should consider to be good practice the local monitoring of jobseekers and establishment of a form of punishment linked with the provision of the unemployment benefit for those who fail to fulfil their obligations, since local control of monitoring and punishments gives a better sense of fairness to the participants.

*Application to the Mediterranean, the Baltic, Ireland and Cyprus, as well as the Central and Eastern European flexicurity systems:*

- LRAs should consider to be good practice the establishment of a local mechanism to monitor the progress of the workers benefiting.



# Appendix I – Databases, press sources, keywords

## Databases

There are a number of databases that offer information and sources relating to employment data and local and regional initiatives to create jobs. The most important are presented below:

### ▶▶ [EURES](#)

The European Job Mobility Portal provides information, advice and recruitment services to jobseekers and employers. Established in 1993, EURES is a network for cooperation between the European Commission and the public employment services of the EEA Member States and other partner organisations. The learning section of the portal, provided by PLOTEUS, a service of the European Commission, contains information on education and training opportunities throughout Europe.

### ▶▶ European Enterprise Awards – [Good practice database](#)

The database contains good initiatives and measures undertaken by public authorities in the 27 EU Member States to improve the business environment for SMEs

### ▶▶ [European Foundation for the Improvement of Living and Working Conditions](#)

This EU agency contributes to the planning and design of better living and working conditions in Europe through research and communication activities. Within the framework of its 2009–2012 work programme, activities focus on three main areas: (i) employment growth and demand and supply of labour in changing labour markets; (ii) more and better jobs and higher productivity through partnership; and (iii) promotion of social inclusion and sustainable social protection. The Foundation has three main monitoring instruments and information resources: the European Industrial Relations Observatory (EIRO), the European Monitoring Centre on Change (EMCC), and the European Working Conditions Observatory (EWCO).

### ▶▶ [European Employment Observatory](#)

The European Employment Observatory (EEO) contributes to the development of the European Employment Strategy through the provision of information,

comparative research and evaluation as regards employment policies and labour market trends in the countries covered by the EEO.

▶▶ [Eurostat](#)

Eurostat is the Statistics Office of the European Communities. Labour market statistics refer to: (i) employment and unemployment – the Labour Force Survey (LFS); job vacancies; earnings – gross and net earnings, the Structure of Earnings Survey (SES), gender pay gap, minimum wages; labour costs incurred by businesses – the quarterly Labour Cost Index (LCI), annual labour costs data, the Labour Cost Survey (LCS); labour market policies (LMPs); and labour disputes. Statistics on the labour market are used to monitor the Europe 2020 strategy and the European Employment Strategy (EES).

▶▶ [FreQueNz](#)

FreQueNz is a research network sponsored by the German Federal Ministry of Education and Research, in which various institutions contribute to the identification of initiatives related to the training and qualification needs of workers.

▶▶ [OECD regional labour market statistics](#)

This database provides information about the labour markets of OECD member states. The Regional Labour Market statistics include annual data from 1990 to the most recent available year (2008).

**Academic Databases**

▶▶ [SCIENCE DIRECT](#)

This academic database includes online collections of published scientific research. It contains nearly 10 million articles from over 2 500 journals and over 6 000 e-books, reference works, book series and handbooks issued by Elsevier.

▶▶ [SCIRUS](#)

This scientific database is a comprehensive web tool for research. It contains over 410 million indexed scientific items, with search capabilities not only for journal content but also scientists' homepages, courseware, pre-print server material, patents and institutional repository and website information.

## ▶▶ [SCOPUS](#)

This is an abstract and citation database of research literature, including quality web sources. It covers nearly 18 000 titles from more than 5 000 publishers.

## **Press sources**

### ▶▶ [Europa Press room](#)

This is the EU virtual press office, providing news updates and audiovisual material with media information.

### ▶▶ [Europe Media Monitor](#)

This source provides daily media monitoring services (run by the European Commission). It offers continuous updates of European and world news. The portal includes articles categorised according to key EU policy areas, including employment and social affairs.

### ▶▶ [MediaClipping](#)

MediaClipping™ specialises in comprehensive, online press clipping services, providing news monitoring and advanced press clip reporting from local, regional, national, and international online media.

### ▶▶ [CyberAlert](#)

CyberAlert provides local, national and worldwide press clipping, news monitoring, broadcast monitoring and social media monitoring services.

### ▶▶ [News Index](#)

This portal indexes newspapers from around the globe.

### ▶▶ [Northern Light Content Solutions](#)

This source contains information from over 7 000 journals, books, magazines, databases and newswires.

### ▶▶ [Dialog](#)

This source offers more than 12 terabytes of content from international publishers and is designed as an information and research tool.



## **Keywords**

Flexicurity; employment flexibility; job security; job creation; labour market; sustainable employment; social security systems; contractual arrangements; collective wage bargaining process; lifelong learning policies; active labour market policies; atypical employment.

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