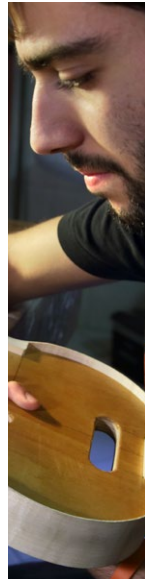
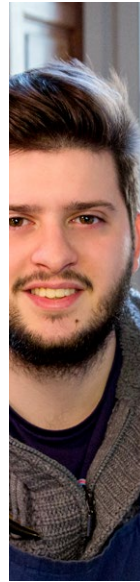
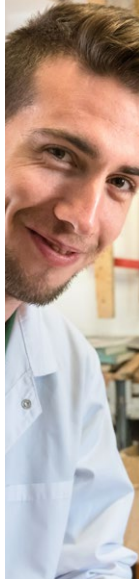
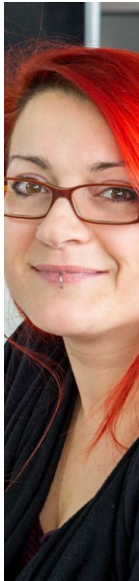




THEMATIC  
COUNTRY REVIEWS



# APPRENTICESHIP REVIEW ITALY

Building education and training opportunities  
through apprenticeships









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THEMATIC COUNTRY REVIEWS

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# Foreword

National governments do not just want apprenticeships; they want quality apprenticeships that help address youth unemployment and skill mismatch. This is what Cedefop's thematic country reviews (TCRs) on apprenticeships aim at supporting in the long run.

Our experience so far has been a win-win situation. Cedefop has achieved better insight into key issues in Member States while working with national authorities and social partners. Stakeholders have had the opportunity to gather together and reflect on national apprenticeship policies and practices benefiting from Cedefop expertise and technical advice. Our goal is to extend this approach to other VET sectors.

Since the launch of the European alliance for apprenticeships in 2013 and the spotlight shone on the added value of work-based learning, in particular apprenticeships, by the Directors General for VET in the Riga conclusions in 2015 (Latvian Presidency of the Council of the European Union, 2015) European stakeholders and Member States have done a lot of work to increase apprenticeship offer and quality. By June 2017, 208 pledges for apprenticeship programmes within the alliance had been made by companies and business associations, chambers of commerce, industry and crafts, social partners, regional authorities, education and training providers, youth and non-profit organisations, think tanks and research institutes. Over 200 companies are also involved through the business-led *Alliance4Youth*.

Cedefop launched the first TCRs on apprenticeships in 2014 to support two volunteer countries (Malta and Lithuania) in their efforts to re-establish or improve apprenticeships while increasing the knowledge base on apprenticeships at European level. Since then, Malta has launched new legislation on work-based learning and apprenticeships and Lithuania has developed an apprenticeship action plan. Between 2015 and 2017, Cedefop conducted the reviews in three more volunteer countries: Greece, Italy, and Slovenia. With this second series of publications, we make the findings available and hope that they will support the national stakeholders in strengthening their structured dialogue and joint efforts, making apprenticeships a natural choice for learners.

Cedefop's TCR methodology relies on a participatory, evolving and iterative approach. Our interaction with stakeholders is one in which learning is reciprocal, where knowledge is challenged and revised, and



where participation is open and transparent. In cooperation with national stakeholders, we identified strengths and enabling factors, focused on the challenges, and developed action to help with the attractiveness and quality of apprenticeships. The involvement of stakeholders and beneficiaries across the board has clearly shown that dialogue among the ministries and the social partners is growing, that employers and trade unions are making efforts to find common ground and that the gap between education and labour market representatives is narrowing, with both reaching out for synergies and cooperation. The ultimate beneficiary of this process is the European citizen who achieves a feasible route to employment and a better quality of life.

Cedefop's TCRs allow all voices to be heard; hard evidence is collected from learners, schools, and companies and shared with policy-makers to enrich their understanding of workplaces before moving ahead with implementing policies. As brokers, Cedefop's goal is to build bridges of evidence and policy orientation.

TCR is a dynamic and developmental exercise. Cedefop's team followed policy development closely in the countries visited and will continue to do so by organising policy learning activities together with all the countries involved in the TCRs. Four more countries (Belgium-French Community, Croatia, Cyprus and Sweden) have been under review since the beginning of 2017; this is fulfilling our objective of making Cedefop's presence in Member States relevant and closer.

We would like Cedefop to have positive impacts in Member States and for resulting experiences to drive our future work programmes. Reciprocity is what makes stakeholders stronger. One of the objectives of the TCRs is for Cedefop to learn from the countries under review and share with them the capacity that it has built over these past 42 years. During that time we have gained a significant amount of in-depth knowledge and better understanding of the situations in the countries reviewed, of the effect of the contextual factors, both historical and contemporary, and of national approaches to apprenticeships. We believe that the in-depth information gathered so far will help both the countries concerned and, through our intermediary role, other countries to reflect on their practices and implement reforms towards better apprenticeship programmes.

People need skills to find jobs. Quality apprenticeships are an excellent vehicle for those who are prepared to learn and earn a living on their own. Cedefop will continue to be at the forefront of support Member States and social partners in creating structures for learning to work.

**Joachim James Calleja**  
*Director*

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## Executive summary

# Executive summary

This report is part of the second series of publications on thematic country reviews (TCRs) on apprenticeships <sup>(1)</sup>; it presents the findings of the TCR conducted in Italy. Two more reports belong to this series and cover the reviews carried out in Greece (Cedefop, forthcoming) and Slovenia (Cedefop, 2017). The three TCRs were conducted from 2015 to 2017.

Apprenticeship was first introduced in Italy in 1955 as an employment contract for young people. It was reformed several times in the following decades, with major changes from the late 1990s, when youth employment measures started to be conceived and designed in connection to education and training policies. In 2003, apprenticeship took on the current structure it still has: three apprenticeship schemes. All apprenticeship schemes are defined as open-ended employment contracts and apprentices are fully entitled to rights and obligations of standard employees.

The 2015 reform of employment contracts <sup>(2)</sup> revised the legal framework of the three apprenticeship schemes. These had the following characteristics at the time of the review:

- (a) Type 1 apprenticeship (Type 1 from here on): ‘Apprenticeship for vocational qualifications and diplomas, upper secondary education diplomas and high technical specialisation certificates’. This is for those aged 15 to 25 and may be applied to vocational education and training (VET) programmes at upper- and post-secondary levels (see Box 1). The duration of the contract (and so the duration of alternance) varies between a minimum six months and the maximum duration of the VET programme it applies to. The distribution of time between training in the education and training institution and the company is defined on one school-year basis. Besides in- and out-of-company training, Type 1 apprenticeship foresees a component of ordinary work experience. Generally, between 50% and 70% of the time is spent at school and the rest in the company;

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<sup>(1)</sup> The first series of publications on thematic country reviews on apprenticeships includes the reports for Lithuania (Cedefop, 2015b) and Malta (Cedefop, 2015a).

<sup>(2)</sup> Legislative Decree 81/2015, 15 June 2015. More information on this decree and all other legal documents mentioned is available at the end of this report.



- (b) Type 2 apprenticeship (Type 2 from here on): ‘Occupation-oriented apprenticeship’. This is a scheme outside the VET system, which leads to an occupational qualification recognised by the national sectoral collective agreement applied in the hiring company. It is for those aged 18 to 29. The minimum duration of the contract is six months and maximum three years (or five years for artisanal jobs), of which out-of-company training for basic and transversal skills covers a maximum 120 hours in total;
- (c) Type 3 apprenticeship (Type 3 from here on): ‘Higher education and research apprenticeship’. This is for those aged 18 to 29 and includes two sub-types:
- (i) apprenticeship for higher education and training, which leads to university degrees, including doctorates, and higher technical institute diplomas. The mode and length of training alternation varies by the programme the scheme applies to;
  - (ii) apprenticeship for research activities, which leads to a contractual qualification outside the education and training systems. There might be no alternation between learning venues in apprenticeships for research activities, as training outside of the company is not obligatory.

Of the three schemes, Type 1 is the one which seems to respond more closely to the criteria of Cedefop’s analytical framework for quality apprenticeships.

### Box 1. **VET in Italy**

Vocational education and training (VET) in Italy is implemented:

- in three- and four-year programmes at the upper secondary level (Istruzione e Formazione Professionale, IeFP), and in one-year post-secondary programmes, under the responsibility of the regions;
- in five-year vocational and technical education upper secondary programmes, and two-year tertiary level programmes, under the direct responsibility of the Ministry of Education, University and Research.

*Source: Cedefop.*

Although first introduced in 2003, the old Type 1 <sup>(3)</sup> never actually took off. Existing practices episodic in nature covered only a few thousand cases concentrated in some areas of the country. In 2015, while (old) Type 1 covered only around 3% of total apprenticeships, Type 2 covered 95.1%, with almost no territorial differences <sup>(4)</sup>. This is why, following the latest reform, the main concern of policy-makers was about preconditions for effective implementation of Type 1.

In July 2015, the Italian Ministry of Labour and Social Policies (*Ministero del Lavoro e delle Politiche Sociali*, MLPS) and Cedefop launched the TCR on apprenticeships in Italy, with a focus on Type 1 (Box 2). The scope was agreed by the steering group nominated by the MLPS. The group included the MLPS itself <sup>(5)</sup>, the Ministry of Education, University and Research (*Ministero dell'Istruzione, dell'Università e della Ricerca*, MIUR), the regions, national trade unions and employers' associations, VET providers, and the National Institute for the Analysis of Public Policies (*Istituto Nazionale per l'Analisi delle Politiche Pubbliche*, INAPP, formerly ISFOL). The main objective of the TCR in Italy was to identify the necessary conditions for implementation of Type 1 at system level, and formulate possible solutions and policy recommendations.

### Box 2. The focus of the Italian TCR on apprenticeships

The focus of this review is on apprenticeship Type 1 (Type 1) in Italy, as it was reformed in 2015. This scheme shares some of the features of dual system apprenticeship model, well established in countries such as Germany and Austria. It is formally linked to the education and training system; it foresees a relevant component of formal training at school or training centre, which systematically alternates with in-company formal training, and a work component at the workplace. The apprentice is contractually linked to the employer through an open-ended employment contract, which includes an individual training plan. The employer is responsible for the apprentice's in-company training, and pays his/her remuneration.



<sup>(3)</sup> 'Old Type 1' indicates the schemes prior to the 2015 reform; 'Type 1' refers to the scheme as per the new regulation, since June 2015 (Legislative Decree 81/2015, 15 June 2015).

<sup>(4)</sup> The main exception is the Bolzano province where apprenticeship is mostly embedded in a dual-system at upper secondary level (ISFOL, 2016).

<sup>(5)</sup> From January 2017 the representatives of the Ministry of Labour and Social Policies were employed by the newly formed National Agency for Labour Policies (ANPAL).

This type of scheme has existed in Italy since 2003 but its implementation remained partial, with marginal activity levels ever since. The latest reform of the apprenticeship legal framework (Legislative Decree 81/2015, 15 June 2015) placed strategic importance on Type 1, by combining work and training in a dual system.

*Source: Cedefop.*

## 1.1. Main challenges

The TCR surveys and the discussions with the steering group identified four main sets of challenges.

### 1.1.1. Governance

Coordination at national and regional levels, and between the two, is still under development. Implementation of Type 1 is entrusted to both the regional VET system and the State VET system. Differences in terms of governance structures and previous experience risk consolidating in Italy two separate sub-schemes of Type 1. While some of the regions have built experience since the scheme was first introduced, the State system is still at the beginning. The regional and State systems also have different ways of organising and approaching training provision: the former is decentralised, more flexible and closer to local labour markets; the latter more centralised with looser ties with the labour market.

The challenge of social partner involvement in Type 1 still deserves attention, especially at the local level. Because of the limited role that the legislation attributed to collective bargaining in relation to the old Type 1, social partner ownership of the scheme had been non-continuous or limited in the past, while their main interest was for Type 2, for which they were entitled a wider regulatory role by law.

The not fully developed and integrated governance mechanisms at national and regional levels also lead to a lack of strategic planning for Type 1 provision.

### 1.1.2. Distinguishing features

The definition of Type 1 as ‘open-ended employment contract’ raises uncertainties in relation to its real nature and prime purpose; it seems to be in contrast with the possibility for employers to terminate the contract at the end of the apprenticeship period <sup>(6)</sup>. Employers tend to consider Type 1 primarily as one among the available instruments for filling vacancies, according to companies’ recruitment strategies. They tend to test the potential Type 1 apprentices in advance through other tools, such as internships. Micro companies, and small and even medium-sized enterprises (SMEs), generally have a short-term planning horizon based on client orders that can fluctuate considerably over the short term. This makes it difficult, if not impossible, for micro companies and SMEs to plan accurately the number of apprentices needed each year. Two major implications need to be considered in the efforts to move Type 1 from episode to system: Type 1 proves to be relatively unattractive as a recruitment instrument for SMEs (see company involvement, below); and it proves difficult to envisage any strategic planning for Type 1 provision.

Type 1 beneficiaries are formally assigned the double status of ‘students’ and ‘full-time employees’, which often alternate in practice, rather than coexist. Employers have difficulty understanding and managing this double status. Whether and how this might be clarified may also lead to a shift in employers’ perception of Type 1.

The multiple normative sources regulating occupational health and safety for minors, their stratification and lack of coordination are a further deterrent for company engagement in Type 1. Regulations in this area might need adaptation to Type 1, since its application in practice sometimes produces results partly inconsistent with the specificities of the production processes and work organisation models of firms using it.

### 1.1.3. Company involvement

Type 1 introduces a strong polarisation between formal training <sup>(7)</sup> and work. This is the underlying basis of the structure of the financial incentives: no wage for external training; reduced wage for internal training; and full wage for the work component. It also raises several concerns about company involvement in Type 1. First, although statutorily defined, the term ‘formal training’ tends to be misunderstood as training in education and training institutions, rather

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<sup>(6)</sup> I.e. once the qualification or diploma is achieved.

<sup>(7)</sup> Article 2 of the Interministerial Decree MLPS/MIUR of 12 October 2015 defines formal training as training that leads to the final VET qualification, provided inside or outside the company.

than training that leads to the final qualification, be it outside or inside the company. Second, even if this misunderstanding was to be clarified, the question remains of what is considered ‘formal training in the company’ as opposed to work, and how to distinguish the two. Third, companies face the challenge of how to organise the presence of apprentices in the workplace, taking into account the amount and the schedule of external training, and how to combine this with work organisation and production processes. Nor are the calculations needed to divide the apprentice’s time hours among external training, internal training and work always straightforward.

Besides a general lack of information and awareness of the scheme, little evidence is provided to companies on potential benefits of Type 1. It is not easy for an individual company to figure out the costs and the benefits, due to the structure and the variety of ways of organising the scheme (Box 3).

### Box 3. **Logic and organisation of Type 1**

Type 1 is offered as alternative (alongside school-based education) or complementary (in combination with school-based education) way of organising VET programmes (or their practical component) and allowing learners to achieve VET qualifications. Any VET programme, within a range of selected qualifications, may be organised fully or partially as a Type 1 as long as the school and/or learner finds a suitable placement in a company. Learners may attend the whole programme or only part of it in Type 1 (the other part being school-based).

There is great variation in the duration of the scheme, ranging from six months to three or four years, and also within sectors and occupations.

To date, due to the lack of unique guidelines and apprenticeship-specific curricula, Type 1 has been organised and set up mostly on a case-by-case basis, with high implementation costs and risk of fragmentation.

*Source: Cedefop.*

While financial incentives are usually considered sufficient by companies, non-financial incentives are not, although they would ‘make the difference’ in a decision to offer a Type 1. Such factors could include trust in the apprentice’s education and training institution, and where they will attend the external formal training; the apprentice’s personal attitudes and commitment; and procedural simplification, along with more and better services to companies to activate a Type 1 and implement its training component.

#### 1.1.4. Training contents, learning outcomes and delivery

Due to the logic and organisation of Type 1 (Box 3), there are no unique guidelines on curriculum organisation, on the final examination, and on how to adapt curricula for school-based programmes and VET qualifications to the apprentice's individual training plan.

The quality of in-company training delivery is a concern. First, it is often difficult to adapt apprentice training to company work processes and organisation, especially in cases of unexpected events during the contract. Second, in-company training is generally aligned with the individual company's needs, rather than with the local labour market or the sector. Third, the most common mode of delivery is 'on-the-job training under supervision', although apprentices in micro and small companies generally report no distinction between training and ordinary work. SMEs may also not be able to develop all technical skills identified in the individual training plan, which the education and training institution may not cover, leading to potential gaps in expected learning outcomes.

A final factor is the overload on the education and training institutions, which bear most of the burden for the design and implementation of Type 1, particularly when the employer is a micro or small company, or when cooperation between companies and education and training institutions is not sufficiently stable and deep.

## 1.2. Main areas of intervention

The review identified four areas for intervention and, for each, suggestions for action. These do not necessarily reflect the opinions of all stakeholders involved in the review or of the country's decision-makers.

(a) The logic of apprenticeship Type 1.

The gradual development of Type 1 should naturally converge towards an approach to apprenticeship as a distinct type of VET or VET programme, rather than as a mode of training/learning that is alternative (alongside school-based education) or complementary (in combination with school-based education) to VET programmes.

(b) A unified national governance structure at national level.

A permanent central coordinating body, with the full participation of social partners, may be created, reporting to the Ministry of Education and Ministry of Labour. Its functions should be overall steering and

coordination of the Type 1 system, also ensuring the link with decision-makers, and of strategic support to Type 1 implementation.

(c) Distinguishing features of apprenticeship Type 1.

Two scenarios can be envisaged in the medium and long term, with the former anticipating and preparing the paradigm change envisaged by the latter. The 'continuity scenario' still refers to an employment paradigm: the definition of Type 1 is one of an employment contract leading to a formal educational qualification, as per the current legal framework, although with some adjustments or clarifications to Type 1 legal regulation. Under the 'paradigm change scenario', the employment paradigm is replaced by an education paradigm. Type 1 would acquire a new legal status: it would become a specific/distinct type of education and training pathway (equivalent to school-based pathways) leading to a formal qualification or diploma which involves a contract between learner and employer.

(d) Company involvement.

Employers would have access to examples of cost-benefit analysis simulating potential advantages and disadvantages of apprenticeship training. A set of non-financial incentives could encourage company engagement and readiness to offer Type 1 placements: ready-to-use toolkits and instruments, training models and methods for in-company training, and systematic support in practical implementation of the apprenticeship contract, including training for tutors. Although financial incentives seem not to be the main reason why companies choose or not to engage in Type 1, their effectiveness could be periodically assessed and revised, for example by introducing performance-based financial incentives or for the purpose of supporting micro and small companies. More widespread and detailed information and awareness-raising actions are recommended.

This TCR is addressed first to the national stakeholders, those represented in the steering group, the interviewees, and to a broader audience. However, read in conjunction with the publications on Cedefop TCRs in Greece, Lithuania, Malta and Slovenia this report will provide valuable insights for those interested in learning in greater depth about the experience of other countries in setting up and/or reforming apprenticeships.









# 1. Introduction

# Introduction

In July 2015, the Italian Ministry of Labour and Social Policies and Cedefop launched the thematic country review (TCR) on apprenticeships in Italy. This was in the context of the 2015 reform of employment contracts <sup>(8)</sup>, which also introduced significant changes to the apprenticeship system <sup>(9)</sup>. The Ministry nominated a steering group <sup>(10)</sup> appointing representatives of the most relevant stakeholder groups governing and managing the apprenticeship system (see Chapter 2 and Annex 2).

The steering group expressed a clear interest in focusing the review on apprenticeship Type 1 <sup>(11)</sup> (Type 1). This is a scheme <sup>(12)</sup> for 15 to 25 year-olds, leading to a vocational qualification or diploma. The aim was to understand what was needed to make Type 1 implementation more successful. To this end, the review would take into account the implementation of Type 1 prior to the 2015 reform (old Type 1), the reforms introduced in 2015, the early experiences with the reformed type 1, and international practices. According to the steering group, the objective of the TCR was also to develop Type 1 in relation to the dual system <sup>(13)</sup> to overcome separation of education and training from the world of work.

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<sup>(8)</sup> Legislative Decree 81/2015, 15 June 2015.

<sup>(9)</sup> Interministerial Decree MLPS/MIUR, 12 October 2015.

<sup>(10)</sup> According to Cedefop's methodology, the role of the steering group is to guide the TCR, to determine the priority areas, to discuss and provide feedback on intermediary products and results, and to take note of the lessons and recommendations coming out of the TCR to inform policy development in the country on apprenticeships.

<sup>(11)</sup> Of the three types available in Italy.

<sup>(12)</sup> For the purposes of this report, an apprenticeship scheme is a set of rules and regulations about how this type of training should be designed, delivered, assessed, certified and governed. Such schemes can be applicable to different training programmes (dependent on aspects such as programme sector and duration) and result in different types of qualifications (according to aspects such as level and name). An apprenticeship programme is an inventory of activities, content and/or methods implemented to achieve the objectives of an apprenticeship scheme (acquiring knowledge, skills and/or competences), organised in a logical sequence over a specified period of time. There are usually various apprenticeship programmes organised under one apprenticeship scheme. This means that apprenticeship programmes can take different forms, as in the duration and form of alternation.

<sup>(13)</sup> Dual system refers to a vocational training model based on the alternance between school/training and work, as well as strong cooperation between training institutions and companies. The Law 107/2015 and the Legislative Decree 81/2015 support the development of a dual system in Italy.

This report includes the key findings, conclusions and recommendations of the TCR. Chapter 2 offers a short description of the rationale and methodology of Cedefop TCRs on apprenticeships. Chapter 3 provides background information about the Italian labour market context and an overview of the VET system and of apprenticeship schemes in Italy. Chapter 4 presents the main key findings (facts, figures and stakeholder views) of the TCR and the relative challenges for Type 1, as elaborated during the analytical work. Chapter 5 offers suggestions for improvement of the Type 1 in terms of policy- and practice-oriented solutions in selected areas of intervention.









## 2. TCR on apprenticeships: rationale and methodology

# TCR on apprenticeships: rationale and methodology

The main objectives of Cedefop's thematic country review on apprenticeships are as follows:

- (a) at national level, in cooperation with national stakeholders, to carry out in- depth review of apprenticeship in the country, to identify its specific strengths and challenges and present a set of policy recommendations for ensuring quality apprenticeships;
- (b) at European level, to increase the evidence base to support policy- and decision-makers in European countries at different levels in designing and implementing policies and measures for developing and/or improving quality apprenticeships; also to support comparison across countries.

Identifying key national policy challenges as a focus of the analysis and evaluation is essential to meaningful policy recommendations. These recommendations aim at helping the country to establish its apprenticeship system and its gradually expanding knowledge of contextual factors determining or hampering the success of apprenticeship initiatives.

Cedefop applied a review methodology, specifically designed for the project, using three key pillars:

- (a) a common analytical framework;
- (b) an inclusive, participatory and collaborative approach and policy learning;
- (c) an evolving and iterative approach.

The analytical framework (Annex 1) includes characteristic features that are present to different extents and in different combinations in existing (well- functioning) systems of apprenticeship. The framework does not offer a single recommended model but is based on several models and systems that work. The features identified in the framework have a purely operational function and are in no way to be interpreted as necessary conditions. Nor is the framework an exhaustive list; it may evolve as the review progresses.

The analytical framework comprises 10 areas of analysis that are further translated into more detailed explanatory descriptors. These areas were

used throughout the review as a frame of reference for the data collection instruments and process, analysis and reporting.

The inclusive, participatory and collaborative approach is organised on two levels.

(a) Steering of the review and validation.

The Ministry of Labour and Social Policies (MLSP), nominated a steering group with wide representation: the MLPS<sup>(14)</sup>, the Ministry of Education, University and Research (MIUR), the regions, trade unions and employers' organisations, the National Institute for the Analysis of Public Policies (INAPP, former Institute for the Development of Vocational Training of Workers, ISFOL), and representatives of VET providers<sup>(15)</sup>. The role of the steering group was to guide the TCR, to determine priority areas, to discuss and provide feedback on intermediary products and results, and to take note of the recommendations of the TCR with a view to informing national policy developments. The steering group gathered six times during the TCR process: a launch event in July 2015; a meeting to share round 1 intermediate results (May 2016); three validation meetings (December 2015, November 2016, April 2017), and one follow-up event (July 2017).

(b) Stakeholder involvement.

Different stages of the review involved a broader range of actors representing national stakeholders. More specifically, individuals and groups of stakeholders took part in in-depth discussions on the strengths, weaknesses, areas for improvement, solutions and policy, institutional, and organisational implications for apprenticeship systems in the country. During the implementation, consultations with stakeholders took place in three consecutive rounds. A total of 201 individuals were surveyed during the TCR, 12 of whom participated more than once as they were also interviewed in round tables and group interviews (Table 1).

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<sup>(14)</sup> From January 2017, the representatives of the Ministry of Labour were employed by the newly formed National Agency for Active Labour Policies (ANPAL).

<sup>(15)</sup> See Annex 2 for a list of the steering group members.

Table 1. **Number of interviews, by stakeholder group**

Group of stakeholders	Persons interviewed
Apprentices/students	30
VET-schools (directors, deputy directors)	26
VET-school tutors/teachers	28
Companies (directors or HR managers)	24
In-company tutors/trainers	23
Public employment service operators	2
Labour consultants	6
Regions and regional executive agencies	5
Regional offices of the Ministry of Education, University and Research	5
Social partners (at regional level)	31
Social partners (at national level)	11
Ministry of Labour and Social Policies (MLPS) and executive agencies (ANPAL and INAPP)	4
Ministry of Education, University and Research (MIUR)	2
Experts	4
<b>Total</b>	<b>201</b>

Source: Cedefop.

An iterative and evolving approach was applied, where each round had its own specific objectives but it also informed the following round(s). The first-round of consultations took place from April 2016 to June 2016. This was used to collect factual information from stakeholders at implementation level (practitioners and beneficiaries). A total of 139 interviews were conducted in the first survey round amongst apprentices, VET agencies and school directors and tutors, company directors, in-company tutors and trainers, public employment services and labour consultants. Building on the findings of the first round, a second round of consultations was carried out in the autumn of 2016. In total 41 individuals were interviewed, including stakeholders operating at the regional level (regions and regional agencies, MIUR regional offices, trade unions and employers' associations). This second round was used to diagnose better and then discuss challenges identified in the previous survey round; it covered their current and (possible) future



role in transforming Type 1 apprenticeship from an episodic experience into a systematic pathway for youth access to a VET qualification and the labour market in Italy. Some of the stakeholders (12) interviewed in the second round of interviews were invited to participate in two roundtables, organised in Veneto and Lombardy. In these two regions, a sample of companies was also interviewed through an online survey, resulting in responses from 313 companies). The third round of consultations took place from December 2016 to March 2017 at national level; it surveyed 23 individuals through one roundtable with social partner representatives, one group interview with institutional stakeholders, and interviews with experts, to discuss possible solutions and recommendations.

The outcomes of these three survey rounds are integrated in the relevant sections of this report: although there is no precise correspondence, findings from rounds 1 and 2 were the basis for Chapter 4 and findings from round 3 were used as input for Chapter 5.





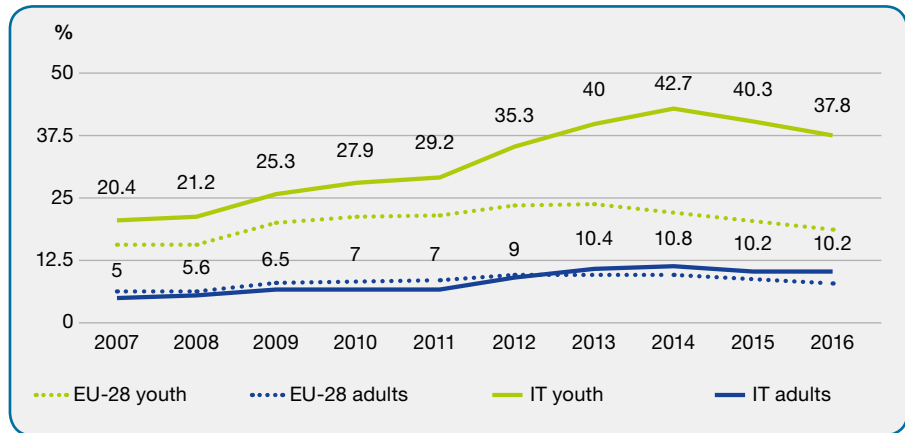
### 3. Context

# Context

## 3.1. The young in the labour market

Key labour market figures show that the Italian performance presents critical challenges as compared to the EU-28 average. The 2008 economic crisis had a severe impact on the Italian economy. According to Eurostat data, the adult unemployment rate (aged 25 to 64) in Italy almost doubled from 5% in 2007 to 10.2% in 2016, becoming increasingly higher than the EU-28 average<sup>(16)</sup>. The adult unemployment rate was below the EU average until 2011 and higher since 2013 but this could also be largely explained by the low participation of the adult population in the Italian labour market.

Figure 1. **Youth and adult unemployment rates in Italy and the EU-28, 2007-16 (%)**



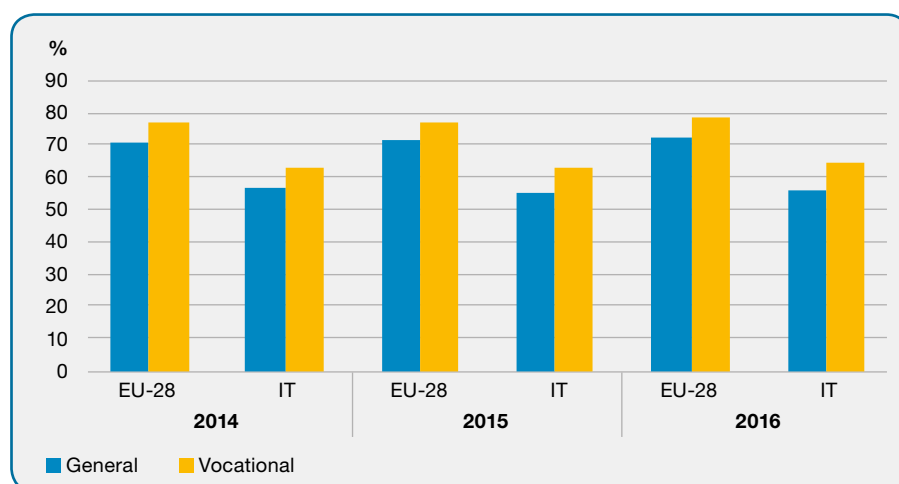
NB: Percentage numbers in the trend line are provided for young people (15 to 24) and adults (25 to 64) in Italy.  
 Source: Eurostat, EU labour force survey, 2017 data, online data code [ifsa\_organ].

<sup>(16)</sup> Unemployment rates by sex, age and nationality. Last update: 5 July 2017.

Compared to adults and the EU average, youth unemployment is more serious. The unemployment rate for ages 15 to 24 increased from 20.4% in 2007 to a peak of 42.7% in 2014; only a slight reduction was observed in the following two years (37.8% in 2016). Although the level of youth unemployment was above the EU-28, the overall trend was similar in Italy and the EU until 2011. From 2011 until 2014 the growth in unemployment was much higher in Italy than in the EU, before returning to a similar (decreasing) trend from 2014. In spite of the slight reduction over the past years, youth unemployment still remains about 19% higher in Italy as compared to the EU average in 2016.

Policy-makers are trying to increase the employability of the young by reforming and promoting VET, particularly work-based learning. As part of this activity, apprenticeship has been promoted as the main route to the labour market. Empirical evidence indicates that VET is a relevant factor for labour market integration: the employment rates of upper secondary <sup>(17)</sup> VET graduates, both in Italy and in the EU-28 average, outperform those of graduates from general education (Figure 2). In 2016, the employment rate of VET graduates (aged 20 to 34) was 8.4% higher than that of graduates from general education (64.10% vs 55.70%); the difference was 5.7% in the EU-28 (78.10% vs. 72.40%).

Figure 2. **General and vocational education graduates: employment rates in Italy and the EU-28, ages 20 to 34, 2014-16 (%)**



Source: Cedefop, based on Eurostat, EU labour force survey, 2017 data, online data code [edat\_lfse\_24].

<sup>(17)</sup> Programmes at ISCED level 3 and 4, upper secondary to non-tertiary education.

From 2014 to 2016 this employment rate ‘premium’ for VET graduates increased in Italy (from 6% to 8.4%), while slightly decreasing in the EU average (from 6.2% to 5.7%). This might suggest that VET provides a special advantage as compared to general education in youth employability in Italy.

Participation in training by enterprises in Italy is generally low. One reason for this is their comparatively small size and this is particularly true when it comes to apprenticeships. European data show that large enterprises are more likely to offer apprenticeships than their small and medium-sized counterparts <sup>(18)</sup>.

In Italy, micro enterprises (zero to nine employees) account for about 46% of all employees and produce almost 30% of the total added value (Table 2). Because of their limited capacity for long-term investment in skills and training initiatives, small enterprises tend to focus more on qualifying their existing workforce rather than on taking on new entrants through apprenticeships or similar schemes.

It is also known that innovative firms require a more qualified staff able to deal with new technologies and production processes. European data <sup>(19)</sup> again show that innovative activity increases with the size of companies and specifically the number of employees. Table 2 presents the shares of enterprises with innovative activity in the core innovative branches in Italy. Within this category, about 85% of enterprises with 250+ employees had innovative activity in the reference period, while this applies only to 45% of firms with 10 to 49 employees. It is apparent that industry size structure in Italy is likely to affect negatively VET initiatives, in general, and apprenticeships in particular.

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<sup>(18)</sup> In 2010, at EU level, 44% of large enterprises offered apprenticeships, against 31% of medium, and 22% of small enterprises (Eurostat CVTS 4, no data available for micro enterprises).

<sup>(19)</sup> Eurostat, community innovation survey (2014).



Table 2. **Italy: enterprises by number of employees: number of enterprises; number of persons employed; value added; innovative enterprises**

	Number of employees	0 to 9	10 to 49	50 to 249	250+	Total
<b>A</b>	<b>Number of enterprises 2013</b>	3 581 269	167 711	18 771	3 093	<b>3 770 844</b>
<b>B</b>	<b>% enterprise of total 2013</b>	95.0	4.4	0.5	0.1	
<b>C</b>	<b>Value added at factor costs 2013</b>	184 26.2	137 832.4	108 558.1	203 398.8	<b>634 415.5</b>
<b>D</b>	<b>% value added at factor costs 2013</b>	29.1	21.7	17.1	32.1	
<b>E</b>	<b>Number of persons employed 2013</b>	6 684 596	2 980 201	1 811 712	2 931 398	<b>14 407 907</b>
<b>F</b>	<b>% employees 2013</b>	46.4	20.7	12.6	20.3	
<b>G</b>	<b>% of innovative enterprises 2012-14 (*)</b>	NA	45	68.2	84.8	<b>48.7</b>

(\*) Share refers to NACE B-M73\_INN innovative core activities (Com.Reg. 995/2012). Innovative enterprises are those that had innovation activities during the period 2012-14, including enterprises with current and abandoned activities. Enterprises that had innovation activities during the period under review, regardless of whether the activity resulted in the implementation of an innovation, are innovation-active.

Source: Cedefop, based on Eurostat, Structural business statistic, 2017 data, online data code [sbs\_sc\_sca\_r2] for columns (A) to (F); Eurostat, Company innovation survey, 2014 data, online data code [inn\_cis9\_bas] for column (G).

## 3.2. Vocational education and training for the young

The Italian vocational education and training (VET) system offers programmes at upper secondary, post-secondary and tertiary level. It is managed by the Ministry of Education, University and Research (under the State education system) and by the regions (under the regional VET system).

### 3.2.1. VET at upper secondary level

VET at upper secondary level is provided under the regional system (*istruzione e formazione professionale*, IeFP) and under the State education system

(*Istruzione tecnica e professionale*). On completion of lower secondary education, young people at age 14 may enrol in one of the following upper secondary VET programmes:

- (a) five-year programmes leading to technical or professional education diplomas, under the responsibility of the Ministry of Education (EQF 4);
- (b) four-year programmes leading to vocational diplomas managed by the regions (EQF 4);
- (c) three-year programmes leading to vocational qualifications managed by the regions (EQF 3).

These qualifications and diplomas are included in the *National repository of education and training qualifications and of vocational qualifications* (national repository from here on) <sup>(20)</sup>.

There is permeability across VET programmes and also with the general education system. On completion of a three-year vocational qualification, it is possible to attend one additional year leading to a four-year vocational diploma. This latter allows enrolling in the fifth year of the State education system and sitting the State exam for a general, technical or professional education diploma <sup>(21)</sup>.

#### 3.2.1.1. *Upper secondary VET under the State education system* <sup>(22)</sup>

The actors responsible for VET under State education at upper secondary level are:

- (a) the Ministry of Education, University and Research (MIUR). This defines the framework (access criteria and curricula) for the five-year programmes

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<sup>(20)</sup> The *National repository of education and training qualifications and of vocational qualifications* is the national reference framework for the certification of competences. It is organised in the following sections: university, secondary school, VET, national framework of regional qualifications, apprenticeship, professions. The repository was developed through the progressive standardisation of existing regional inventories and it is still under development. In early 2017 only two sections were accessible, the one on leFP and the national framework of regional qualifications. The repository is available at: [http://nrpitalia.isfol.it/sito\\_standard/sito\\_demo/atlante\\_repertori.php](http://nrpitalia.isfol.it/sito_standard/sito_demo/atlante_repertori.php)

<sup>(21)</sup> According to Legislative Decree 226/2005, students from the regional VET system can attend the fifth year in upper secondary technical and vocational schools managed by the Ministry of Education only if they have a VET diploma acquired after a four-year regional VET programme. Admission to the fifth year can take place after a process of credit recognition defined by each school; the legislation does not delineate any common instructions and each school can decide how to recognise credits for the access to the fifth-year class. The school's commission evaluates students and decides if they can be admitted to the fifth class and complete the upper secondary education cycle by sitting the State exam.

<sup>(22)</sup> At upper secondary level, the State education system also includes general education, five-year programmes delivered in high schools.



leading to technical or professional education diplomas. It also allocates financial resources to the providers (upper secondary technical and vocational schools), which cover expenses for teaching, managing and auxiliary staff, in order to guarantee the 'right-duty' to education and training (*Diritto-Dovere all'Istruzione e alla Formazione*) <sup>(23)</sup>;

- (b) social partners are consulted in VET policy-making and collaborate in designing and organising labour market policies. Collective bargaining is a key means to this end, both at the national and decentralised (local or company) levels;
- (c) technical schools (*istituti tecnici*) and vocational schools (*istituti professionali*) provide five-year programmes leading to technical and vocational education diplomas, respectively. Technical schools aim at providing skills, knowledge and competences to carry out technical and administrative tasks. Vocational schools aim at providing practical preparation to carry out qualified tasks in professional fields of national interest.

Curricula are designed at regional level by the schools, based on national learning outcomes established by the MIUR. Directives from the MIUR defined the learning outcomes for technical school programmes <sup>(24)</sup> and two for vocational school programmes <sup>(25)</sup>. MIUR directives also set the annual allocation of hours per subject. Schools then have the autonomy to adapt a maximum of 20% of the total number of hours of the curriculum, allocating this time to learning such as laboratory-based activities or new courses.

#### Box 4. **Law 107/2015: reform of the State upper secondary education system**

In 2015, the *Buona Scuola* school reform (Law 107/2015) sought integration of practical training in school curricula, making alternance a structural and compulsory training method for both VET and general education, with a view to increasing students' skills and employability. The school provides students with the opportunity to acquire basic, soft and professional skills at the workplace, aiming at successful school-to-work transitions.



<sup>(23)</sup> Italian citizens under 18 are entitled to the so-called right/duty to education and training for 12 years or until they achieve a qualification by the age of 18. Article 2, Paragraph 1c of Law 53/2003 and Legislative Decrees 76/2005 and 226/2005.

<sup>(24)</sup> MIUR Directive 57/2010 and MIUR Directive 4/2012.

<sup>(25)</sup> MIUR Directive 65/2010 and MIUR Directive 5/2012.

The law introduced compulsory school-to-work alternance in upper secondary schools. Students enrolled in the last three years of technical and vocational programmes have to complete a minimum 400 hours of in-company learning; students enrolled in the last three years of general education programmes have to complete at least 200 hours of in-company learning.

The reform also foresees the possibility of agreements for students to conduct practical activities outside the school with professional, cultural and sport associations.

Work-based-learning activities can take place when there are no teaching activities (such as during summer) and it is also possible to undertake them abroad. Other innovative elements of the reform are:

- the creation of an online national registry of companies offering alternance placements at the Chamber of Commerce, where all companies can register for free <sup>(26)</sup>; the registry should work as a matching tool supporting cooperation between businesses and schools;
- secondary schools can organise training courses in occupational health and safety, for students in alternance activities; schools provide general training certified through a certificate of attendance and a final test, while companies are in charge of providing sector-specific training;
- the financial resources for the schools to carry out alternance come from the MIUR.

Source: Cedefop.

### 3.2.1.2. Upper secondary VET under the regional system (leFP)

The three-year vocational qualifications and the four-year diplomas are under regional competence (leFP) but are included in the national repository (see footnote 20) and recognised at national and European levels. These titles are characterised by a high degree of flexibility and include a mix of activities, such as laboratories and traineeships. The leFP programmes are provided either by the regional training centres accredited at regional level in respect of national minimum standards, or, if foreseen by the region, by schools in a subsidiarity process. In this way, schools (State education system) can also decide to take part in the regional VET system, in addition to their participation in the State system (point (f) below).

<sup>(26)</sup> <http://scuolalavoro.registroimprese.it>

The actors responsible for upper secondary VET under the regional competence are:

- (a) the MIUR defines the minimum standards of leFP provision in terms of general and technical-specific competences for the three and four-year programmes <sup>(27)</sup>;
- (b) the MLPS distributes financial resources to the regions for VET provision, including Type 1 implementation, and supports/monitors its implementation through its agencies, the ANPAL and the INAPP;
- (c) the Permanent Conference for relationships between the State, the regions and the autonomous provinces (State-Regions Conference from here on) takes national level decisions on VET provision, including Type 1 implementation at regional level. The State-Regions Conference played a key role in stimulating and shaping the national repository (see footnote 20). In 2011 and 2012 this body selected the 22 VET qualifications and the 21 VET diplomas for which each region and autonomous province can set up VET programmes that could also be offered as Type 1. For each qualification, the Conference defined the learning outcomes (OSA, *Obiettivi specifici di apprendimento*) expected at the end of the respective training programme;
- (d) regions and autonomous provinces (Regions/AA.PP from here on) are in charge of planning and organising regional VET programmes. They finance those through the Ministry of Labour's and their own resources. Regions/AA.PP may also: define additional qualifications or diplomas to be delivered also as Type 1; define additional specialisations (in Italian '*indirizzi*') to the nationally defined qualifications and diplomas; adapt those qualifications/diplomas to local labour market needs and peculiarities, by including additional competences taken from regional repositories; these are in substitution or integration of those envisaged in the standard qualification/diploma, but without adding training hours. All the regional adaptations are not recognised at national level;
- (e) social partners also play an important role by participating in regional bilateral committees <sup>(28)</sup> and by signing decentralised (local and company-level) agreements, also on Type 1;
- (f) publicly and privately accredited regional training centres provide training for the regional VET programmes. However, in many regions the technical and vocational schools operating in the State VET system may

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<sup>(27)</sup> As per Legislative Decree 226/2005.

<sup>(28)</sup> *Commissioni paritetiche territoriali*.

also provide training leading to vocational qualifications and diplomas. Regions can adopt two ‘models of subsidiarity’<sup>(29)</sup>:

- (i) integrative subsidiarity: students enrolled in five-year vocational programmes can also obtain a three-year vocational qualification at the end of the third year;
- (ii) complementary subsidiarity: students enrolled in vocational schools can acquire a vocational qualification or a vocational diploma (IeFP titles) by following classes created ad hoc in vocational schools. Four regions opted for this type of subsidiarity: Friuli Venezia-Giulia, Lombardy, Sicily and Veneto.

### 3.2.2. VET at post-secondary and tertiary levels

After the upper secondary level, learners may enrol in the following programmes with vocational orientation:

- (a) higher technical education and training courses (HTC), *Istruzione e Formazione Tecnica Superiore* (IFTS): one year post-secondary non-academic programmes which lead to a high technical specialisation certificate (*Certificato di specializzazione tecnica superiore*, EQF 4);
- (b) higher technical institutes (HTI), *Istruzione Tecnica Superiore* (ITS): two- or three-year post-secondary non-academic programmes which lead to a high-level technical diploma (*Diploma di tecnico superiore*, EQF 5).

Regions have exclusive competence in planning the training offer for higher technical education and training courses (HTC). HTC are aimed at developing professional specialisations at post-secondary level, meeting the requirements of the regional labour markets. They are structured in 20 specialisation areas defined at national level, which are described in terms of minimum education standards by the MIUR and the MLPS<sup>(30)</sup>. Those areas may be further defined by the regions in relation to local labour market characteristics. The HTC are financed by regional resources, mostly the European Social Fund and resources allocated through periodic calls for projects. The duration of an HTC programme is 800 to 1 000 hours (two semesters), which include practical and theoretical training and at least 30% of the time spent in a company as trainee. Experts from the world of work and professions should be at least 50% of the teaching staff. HTC have a minimum of four partners belonging to:

- (a) regional training centres;
- (b) schools;

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<sup>(29)</sup> Presidential Decree 87/2010.

<sup>(30)</sup> Interministerial Decree MLPS/MIUR of 7 February 2013.

- (c) universities;
- (d) enterprises or public/private subjects.

The higher technical institutes (HTI) are non-academic training opportunities at tertiary level. The MIUR and the MLPS defined 29 national occupational profiles and general provisions, such as those for assessment and skill certification <sup>(31)</sup>. The HTI system covers six strategic technological areas of specialisation <sup>(32)</sup>. The duration of an HTI programme is 1 800 to 2 000 hours: at least 30% of these hours have to be spent on-the-job (internship). At least 50% of training has to be provided by experts from the world of work and professions. HTI are formally set up as foundations with minimum composition of:

- (a) a regional training, centre either private or public, based in the same province as the foundation;
- (b) a school;
- (c) a university;
- (d) an enterprise belonging to the sector covered by the HTI;
- (e) a local authority (municipality, province, metropolitan city or mountain community).

Currently, 86 HTI foundations operate at national level offering 363 programmes (MIUR, 2016). In March 2017, 8 400 people were enrolled in HTI.

### Box 5. The higher technical institutes in the *Buona Scuola* reform

The *Buona Scuola* reform also introduced a set of measures to boost the HTI: the share of performance-related funding to be 30% in 2016; students with only a four-year upper secondary vocational qualification also to be able to access the HTI after completing a ‘foundation year’; increase in permeability between the HTI and academically-oriented higher education; and simplified administrative procedures. A quality-rewarding financing model for the HTI was introduced with 10% of funding allocated based on a set of performance indicators (Law 107/2015).

Source: Cedefop.

<sup>(31)</sup> Interministerial Decree MLPS/MIUR of 7 September 2011, complemented by Interministerial Decree of 7 February 2013.

<sup>(32)</sup> The areas are: energy efficiency, sustainable mobility, new technologies for life, new technologies for Made in Italy (mechanics, fashion, food, housing, business services), innovative technologies for cultural goods and services, ICT.

The Italian tertiary level of education includes also university and other non-university programmes (such as higher VET for arts and music, *Alta formazione artistica e musicale*, AFAM, EQF 5 to 8) (Cedefop, 2014).

### 3.3. Apprenticeship schemes in Italy

#### 3.3.1. Overview

There are three main apprenticeship schemes in place:

- (a) Type 1 apprenticeship (Type 1), apprenticeship for vocational qualification and diploma, upper secondary education diploma and high technical specialisation certificate <sup>(33)</sup>: this covers VET programmes at upper secondary level (currently there are 21 qualifications and 22 diplomas codified as nationally valid and included in the national repository) and post-secondary level;
- (b) Type 2 apprenticeship (Type 2), occupation-oriented apprenticeship <sup>(34)</sup>: this does not correspond to any education level and leads to an occupational qualification. This is a qualification recognised by the relevant national sectoral collective agreement applied in the hiring company, outside the VET system (2 075 qualifications reported in the national repository);
- (c) Type 3 apprenticeship (Type 3), higher training/education and research apprenticeship <sup>(35)</sup>. This includes two sub-types:
  - (i) higher training/education apprenticeships leading to university degrees, HTI diplomas, and doctoral degrees corresponding to the tertiary level;
  - (ii) apprenticeship for research activities leads to a contractual qualification, which is not valid within the education and training system.

During an apprenticeship contract the learner alternates learning periods at an education and training institution (regional training centre/schools/universities) and a company.

Type 1 and Type 3 for higher training/education apprenticeships are associated with a formal education and training programme, while Type 2 and Type 3 for research activities are not.

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<sup>(33)</sup> *Apprendistato per la qualifica e il diploma professionale, il diploma di istruzione secondaria superiore e il certificato di specializzazione tecnica superiore.*

<sup>(34)</sup> *Apprendistato professionalizzante.*

<sup>(35)</sup> *Apprendistato di alta formazione e ricerca.*



Apprenticeship is always defined as an open-ended employment contract. The contract must be in written form and include an individual training plan (ITP). Employers are fully autonomous in defining the ITP for Type 2, while they jointly define with the education and training institution for Type 1 and Type 3. The ITP defines the allocation of competences among the two learning venues and, for Type 1 and Type 3 for higher training/education apprenticeships this is based on the curriculum of the relevant formal education and training programmes (there are no specific apprenticeship curricula).

The minimum duration for all types of apprenticeships is six months; maximum duration varies by type:

- (a) Type 1 lasts a maximum three or four years, depending on the final qualification, diploma or certificate to be achieved;
- (b) the maximum duration of Type 2 cannot exceed three years, or five years for craft occupational profiles;
- (c) the maximum duration of Type 3 for higher training/education apprenticeships normally may not exceed the duration of the school/university-based programme. The Regions/AA.PP, in agreement with local level social partners and education and training providers, define the actual maximum duration of the apprenticeship contract. The regional agreement defines also the maximum duration of apprenticeship for research, which is not linked to any education programme recognised by the MIUR. If no regional regulation is defined, the education and training institutions and enterprises can sign ad hoc agreements. Three years is the maximum duration for apprenticeship for research activities.

When the learner who signed a Type 1 or Type 3 contract gets the qualification, diploma or certificate associated with it, the contract may terminate. Otherwise, if not explicitly stated, the apprenticeship contract turns into an open-ended standard employment contract and the person is paid as a qualified employee. The same applies to Type 2 at the end of the apprenticeship training, if the employer does not give due termination notice.

Regulation of all types of apprenticeship contracts is left to inter-sector agreements or national collective labour agreements <sup>(36)</sup>. The legislative framework gives these agreements an important role in all apprenticeship

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<sup>(36)</sup> Only agreements signed by social partners' associations, which are comparatively most representative, as defined by Article 51 of Legislative Decree 81/2015. The apprenticeship contents regulated by collective labour agreements are substantially the same as those indicated for the inter-sector agreements. There were 809 national collective labour agreements in Italy, according to the fifth periodic report of National Council for Economy and Labour.

contracts, provided that they do not modify the following distinguishing features:

- (a) the final goal of the contract: the young person's training and work experience, combining learning at school and in the workplace;
- (b) the responsibility of an employer to deliver training <sup>(37)</sup> and to observe relevant standards (in terms of learning outcomes, qualification and duration).

Inter-sector agreements or national collective labour agreements must respect a set of general principles (indicated in Article 42 of Legislative Decree 81/2015): no piece-work pay permitted; the possibility to enrol the apprentice at maximum two pay grades below the one assigned to qualified workers holding the (occupational) qualification the apprentice is being trained for; the appointment of a company tutor; the extension of the training period in case of illness, work accident or occupational disease, if these last a minimum of 30 days. The law also defines the number of apprentices (for all three types) an employer may hire, which is no more than two apprentices for every three qualified workers. Companies that employ more than 50 workers cannot hire new Type 2 apprentices if, within the 36 months preceding the new intake, they have not retained in employment (with an open-ended standard employment contract) at least 20% of the apprentices (all types) already employed by the company.

Inter-sector agreements and national collective labour agreements generally refer to all apprenticeship types (but mostly Type 2) and typically regulate both the employment and training dimensions: the apprentice's hiring conditions, trial period duration, contractual framework, contract form, salary, company tutorship, apprentice training, training standards. Employers willing to use one of the apprenticeship types should apply the provisions of one of the collective agreements regulating those schemes. If the employer operates in a sector whose agreements do not regulate apprenticeships, or in a sector without any specific agreements, they must explicitly adopt the apprenticeship-related contents of an agreement covering a similar sector. This can be indicated in the individual apprenticeship contract.

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<sup>(37)</sup> Before the adoption of the Consolidated Act on Apprenticeship of 2011 (Legislative Decree 167/2011) the definition of 'formal training' referred to training provided outside the company. That notion was superseded by the definition provided in the Interministerial Decree signed by the MIUR: formal training is intended as the training taking place both inside and outside the company.

In the case of Type 1, the education and training institutions (either a regional training centre or a school) define, in cooperation with the enterprise, which competences have to be acquired and when in the two learning venues, the VET centre or school and the workplace, in the ITP attached to the contract.

In the case of Type 2, employers must deliver job-specific training, while public funded training, 'if financial resources are available' (Article 44 of Legislative Decree 81/2015), should cover basic/general skills for a maximum 120 hours over the duration of the contract (three years or five for qualifications linked to the artisanal sector).

### 3.3.2. Policy developments and the new legal framework

Apprenticeship in Italy has a long tradition, with the first law dating back to 1955. The legal framework has been repeatedly reformed in the past 15 years, with the aim of enhancing apprenticeship training quality and its link to the formal education and training system. Box 6 lists the main legislative reforms up to 2016.

#### Box 6. Main steps in the legal regulation of apprenticeships in Italy

Law 25/1955: this introduced apprenticeship in Italy and defined it as an employment contract of maximum five years duration with the objective of easing access to employment of those aged 15 to 20 while ensuring adequate professional training.

Law 196/1997 (Article 16): this law opened apprenticeship by widening the participant age (16 to 24), it changed the duration (from 18 months to four years), and introduced a minimum amount of external (to the company) training hours (120 every year).

Legislative Decree 276/2003 (Articles 47-53): this gave apprenticeship the structure it still has, with three types of apprenticeship and applicability until age 29; definition of an individual training plan; social partners responsible for the definition and implementation of the in-company training component.

Legislative Decree 167/2011 (Apprenticeship Consolidated Act): this cancelled all previous legal regulatory sources and reorganised apprenticeship – but



maintained the overall three-type structure – with a view to easing its use by companies and reinforcing, at the same time, the importance of apprentice skills/competences development.

Law 183/2011: this introduced a 100% tax cut for employers with fewer than 10 employees for the first three years of the contract and allocated, starting from 2012, yearly State funding for external training activities implemented as part of the apprenticeship contracts. At least 50% have to be allocated to Type 1 and Type 3.

Law 92/2012: this introduced the minimum contract duration of six months, incentives for confirming apprentices as qualified employees after the end of their apprenticeship contract, and for hiring apprentices in general; it also modified the limits to the maximum number of apprentices by company.

Law Decree 34/2014 (so-called Jobs Act), its conversion Law 78/2014 and the enacting Legislative Decrees 81/2015 and 150/2015: these normative sources were in force at the time of the TCR and their implementation had just started (see below for detailed information and Table 3).

Interministerial Decree MLPS/MIUR, signed on 12 October 2015: this defined the training standards for Type 1 and Type 3 and provided implementation general criteria and tools.

Legislative Decree 185/2016: this introduced the possibility to extend Type 1 for one year, if the apprentice did not obtain the qualification or the diploma by the envisaged date.

*Source: Cedefop.*

The 2015 reform of employment contracts (Legislative Decree 81/2015) modified the three existing apprenticeship types. The most relevant change was the repeal of Legislative Decree 167/2011 (Consolidated Act on Apprenticeship), which had revoked all previous sources of regulation of apprenticeships since 1955.

While the reform covered all apprenticeship types, the government privileged Type 1 and Type 3 to provide young people with a quality opportunity to achieve a formal qualification, diploma or certificate at upper

secondary (Type 1), post-secondary (Type 1) and tertiary levels (Type 3, higher training/education apprenticeships), through training alternation between an education and training institution and a company. The decree (Article 41) stated that Type 1 and Type 3 should progressively integrate in a 'dual system' combining work and training (Box 7). Another new aspect was that the education and training institution and the employer should jointly design and sign the individual training plan enclosed in each Type 1 and Type 3 apprenticeship contract. The legal framework required the Regions/AA.PP to adopt by December 2015 <sup>(38)</sup> the provisions contained in the Interministerial Decree on regulation of training organisation, the Individual training plan, and allocation of duties between employers and the education and training institution. In principle, companies operating in regions that did not take action could not take in apprentices. However, if they have plants also in a region that has adopted the relevant regulations, they could apply the other region's regulation.

#### Box 7. The Italian way to a 'dual system': a mainstreaming approach

In Italy, the expression 'dual system' refers to a training model, implemented through the State-Regions Agreement of 24 September 2015 <sup>(39)</sup>. This model is based on alternance between school/training and work, as well as on a strong cooperation between education and training institutions and companies. Law 107/2015 and Legislative Decree 81/2015 support the development of a dual system in Italy through the following instruments:

- apprenticeships Type 1 and Type 3;
- alternance in State upper secondary general education and VET (200 hours for high-schools (*licei*) and 400 hours for vocational- and technical-schools are compulsory in the last three years);
- the so-called strengthened alternance in regional VET courses (400 hours of external working experience in each year, compulsory for all enrolled students);
- the simulated training company model (IFS, *Impresa Formativa Simulata*) <sup>(40)</sup>.



<sup>(38)</sup> Type 1 apprenticeship was regulated by the following regions: Lombardy, Piedmont, AA.PP of Bolzano, AA.PP of Trento, Veneto, Emilia-Romagna, Friuli Venezia Giulia, Marche, Apulia, Sicily and Basilicata, as of 20 February 2017.

<sup>(39)</sup> State-Regions Conference Agreement 158/CSR/2015, 24 September 2015.

<sup>(40)</sup> The *Impresa formativa simulata* is an experience which reproduces in a school environment the operational dynamics and processes of a company (organisation, environment, relations and working tools).

Only apprenticeships foresee an employment contract; the others do not. Along with the dual system, traineeships are important tools for the school-to-work transition in Italy. There are different types of traineeships, but none of them entails an employment relationship <sup>(41)</sup>.

Source: Cedefop.

Table 3 summarises the main differences between Type 1 before and after Legislative Decree 81/2015 and the implementing Interministerial Decree of 12 October 2015, in relation to the areas covered by Cedefop’s analytical framework (Annex 1).

Table 3. **Type 1 legal framework before and after the 2015 reform, by area of Cedefop’s analytical framework**

Areas	Old type 1	Type 1
Place in the education and training system	Type 1 leads to educational titles limited to the regional upper secondary VET system (IeFP): vocational qualifications and diplomas.	Extension of the educational titles that can be acquired with Type 1 to upper secondary education diplomas and high technical specialisation, formerly included under Type 3. Type 1 is formally recognised as an instrument supporting integration between the education and training system and the labour market, within the context of a ‘dual system’. Those who acquired a 3-year vocational qualification or a 4-year vocational diploma as Type 1 apprentices can extend their apprenticeship contracts of maximum 1 year, to achieve an upper secondary diploma or an HTC certificate.

<sup>(41)</sup> Traineeships can be:

- non-curricular traineeships, which include training and guidance traineeships, job placement/re-entry traineeships for the unemployed (also people receiving unemployment benefits), guidance and training traineeships for the disabled, disadvantaged people, and refugees;
- curricular traineeships for students (in the VET system, upper secondary education, university, etc.);
- summer traineeships: organised for upper secondary education/VET students and young people enrolled in any kind of university or high school programme and take place during the summer break.



Areas	Old type 1	Type 1
Governance structures	Governance mechanisms at regional level, involving actors of the upper secondary regional VET system (Section 3.2.1.2 of this publication).	<p>The Ministry of Education, University and Research (MIUR) is more involved at national and regional level, as also upper secondary education diplomas are attainable with Type 1.</p> <p>The MIUR jointly contributes with the MLPS to provide the guidelines for Type 1 implementation. Inclusion of upper secondary schools, provincial centres for adult education (CPIA) and HTC among training providers.</p>
Training content and learning outcomes	The State-Regions Conference Agreement of March 2012 adopted the training standards for vocational qualifications and vocational diplomas attainable in Type 1.	<p>Employers have to provide formal in-company training (internal) in addition to the formal training provided by the education and training institutions (external).</p> <p>Training standards for Type 1 are the same as those defined for the school-based programmes in upper secondary education (general and VET), adult education, high technical specialisation.</p> <p>The number of training hours can be adjusted to each training programme admission requisites. Limits are set on the amount of formal out-of-company training hours (as a share of the total annual course or curricular hours).</p> <p>A competence certificate (after passing an exam or obtaining a qualification) or an ‘annex to the certificate’ is issued by the education and training institution the apprentice is enrolled in (as per Legislative Decree 13/2013). The diplomas or qualifications should refer to the national repository (see footnote 20).</p> <p>Minimum percentage of formal training attendance (in and out-of-company, 75%) is set for moving to the following year course or for being assessed or for accessing the final certification.</p>

Areas	Old type 1	Type 1
Cooperation among the learning venues	National, local or company level collective labour agreements determine company training modalities of provision, in respect of the regional general standards.	<p>The employer and the education and training institution where the apprentice is enrolled have to sign a cooperation protocol, for which the Interministerial Decree of October 2015 provides a template.</p> <p>The education and training institution involves the employer to design the individual training plan, which is signed by both parties and also by the apprentice.</p> <p>A template for the apprentice's individual dossier (Annex 2), is designed as a supporting tool for the identification, monitoring and assessment of the acquired competences.</p> <p>Education and training institutions have a guiding role in coordinating internal and external formal training.</p> <p>The tutors' function is to ensure organisational and educational coordination between the company and the education and training institution.</p>
Participation of and support to companies	Companies' rights and obligations are defined in the apprenticeship contracts, in accordance with inter-sector or national collective labour agreement (in addition to general provisions in Legislative Decree 81/2015).	Minimum requirements for companies to provide apprenticeship placements are set.

Areas	Old type 1	Type 1
Requirements and support to teachers and in-company trainers	No specific requirements were defined for teachers and in-company trainers, or for tutors.	There are no relevant differences from old Type 1.
Financing and cost-sharing mechanisms	Training hours (internal and external) had to be paid at minimum 35% of regular pay (Law 78/2014). For the in-company working hours the basic wage was defined in collective labour agreements (or in territorial specific agreements) but could be reduced in accordance with Article 2 c.1 of Legislative Decree 167/2011.	Apprentice's wage during formal internal training is 10% of the regular pay and null for external training hours. Type 1 hiring incentives are foreseen such as the reduction of the contribution rate from 10% to 5% of the taxable income for companies with less than 9 employees. Legislative Decree 150/2015 allocated a dedicated funding of EUR 54 million to finance formal training in Type 1 and in other alternance instruments in 2015/2016 and 2016/2017.
Quality assurance	No quality assurance dedicated system was defined and implemented neither for Type 1, nor for the other types.	There are no explicit differences.

Areas	Old type 1	Type 1
Apprentice working and learning conditions	Apprentice learning conditions were separately defined depending on the learning venue: in regional training centres apprentices are equal to regular students; in companies, apprentice conditions were regulated by the provisions of the collective labour agreement applied by the company.	Apprentice as student and worker at the same time (double status). Apprentice rights and duties are made explicit. Education and training institutions, together with the employers, inform potential apprentices about: <ul style="list-style-type: none"> <li>• training and contractual elements and the coherence between the qualification/diploma to be achieved and the apprenticeship activities;</li> <li>• contents of the protocol and of the ITP;</li> <li>• procedures to select apprentices.</li> </ul> In case of termination of the apprenticeship contract before the envisaged date, apprentices can return to the school based programme.
Responsiveness to labour market	At national level, ISFOL (now INAPP) produced, every year since 2001, a monitoring report on all apprenticeship types, based on a Ministry of Labour mandate.	Annual monitoring and evaluation of Type 1 training is carried out by the Ministries of Labour and of the MIUR with the support of the INAPP and Indire. Monitoring of learning developments and apprentice self-assessment is carried out by education and training institutions.

NB: The 2015 reform refers to Legislative Decree 81/2015 and Interministerial Decree MLPS/MIUR of 12 October 2015.  
Source: Cedefop.

### 3.3.3. Participation in apprenticeships and Type 1 pilots

In 2015, the number of apprentices of all types (young people employed with any type of apprenticeship contract) was 410 213, or 13.6% of all those aged 15 to 29 and employed. The number of apprentices decreased by 8.1% in 2015 compared to 2014. In 2015, 197 138 new apprenticeship contracts were activated, -17% compared to 2014. Of the companies activating apprenticeship contracts, 66% are in services, 25% in handicrafts and 8.3% in construction.

As shown in Table 4, Type 2 is the dominant type, at 95.1% of total apprentices in 2015; virtually no differences are reported between areas of the country <sup>(42)</sup>. In 2015 Type 1 covered around 3% of total apprenticeship employment contracts, a reduction of 13.7% from 2014 to 2015 (against 6.7% for type 2) (ISFOL, 2016).

Table 4. **Number of apprenticeships per type and geographic area (2014 and 2015)**

	Geographic area	North	Centre	South	Italy
2014	Type 1	8 974	2 741	3 750	15 465
	Type 2	238 892	108 291	70 766	417 950
	Type 3	652	233	297	1 182
	Not indicated	5 997	2 790	2 844	11 630
	Type 2 in total %	93.9	94.9	91.1	<b>93.7</b>
2015	Type 1	8 141	2 382	2 831	13 354
	Type 2	228 128	99 782	62 200	390 110
	Type 3	732	223	281	1 237
	Not indicated	2 685	1 325	1 502	5 512
	Type 2 in total %	95.2	96.2	93.1	<b>95.1</b>

Source: ISFOL (2016).

The first pilot started in 2014 in companies from Enel Group, with an Interministerial Decree between the MLPS, the MIUR and Ministry of Finance <sup>(43)</sup>. The Enel pilot project involved 145 students enrolled in the fourth year at seven technical schools <sup>(44)</sup> in the sectors technology for electronics and electro-technics <sup>(45)</sup>.

In 2016, both Enel Group and Eni S.p.a. – multinational energy companies – signed protocols with the MLPS and the MIUR to activate Type 1.

<sup>(42)</sup> The main exception is the Bolzano Autonomous Province, where apprenticeship is mostly embedded in a dual system at upper secondary level.

<sup>(43)</sup> [http://www.isfol.it/sistema-documentale/banche-dati/normative/2014/normativa-statale\\_2014/miur-decreto-5-giugno-2014-n.-28/S\\_Decreto17giugno2014n.473MIUR.pdf](http://www.isfol.it/sistema-documentale/banche-dati/normative/2014/normativa-statale_2014/miur-decreto-5-giugno-2014-n.-28/S_Decreto17giugno2014n.473MIUR.pdf)

<sup>(44)</sup> IT Fermi – Gadda di Napoli; IS G. Marconi di Piacenza; IT G. Marconi di Civitavecchia; IIS Avogadro di Torino; ITI Giorgi di Brindisi; IT A. Meucci di Firenze; IS A. Pacinotti di Mestre.

<sup>(45)</sup> For a report on this experience, see Vaccaro, 2015.

The Eni protocol (MIUR/MLPS/Eni S.p.a., 2016) foresees Type 1 pilots for VET qualifications and diploma, and upper secondary education diploma. As a result of the pilot, in the school year 2016/17, 95 Type 1 contracts leading to upper secondary technical education diplomas will be signed and 10 Type 1 contracts leading to a VET qualification or diploma. For the school year 2017/18, another 30 Type 1 contracts for VET qualifications or diplomas are foreseen and 40 contracts for upper secondary technical education diplomas.

The 2016 Enel protocol (MIUR-MLPS/Enel group, 2016) foresees that 140 students in their fourth or fifth year of technical schools in seven regions<sup>(46)</sup> will sign Type 1 contracts to achieve their diploma. As in the first pilot, during the school year, apprentices are going to spend one day a week in the company, while they will work full-time in summer.

Besides the group-specific pilots, the implementation of Type 1 after the reforms started with two national level pilot projects aimed at supporting and developing the dual system: one promoted by the MLPS and the other by the MIUR.

The scope of the MLPS pilot project, *Sperimentazione duale*<sup>(47)</sup>, was broader than Type 1, as it also included simulated company and school-to-work alternance<sup>(48)</sup>. It was initiated by an agreement approved by the State-Regions Conference in 2015. As a result of the project, in two years about 60 000 young people should obtain a three-year vocational qualification or a four-year vocational diploma through training pathways, including Type 1, that foresee training-work alternance. The MLPS agency for active labour market policies (former *Italia Lavoro*, now *Anpal servizi*) selected 300 regional training centres that should carry out training/work alternance activities, including Type 1, within the regional VET system.

Among the regional projects of this pilot, Region Lazio prioritised Type 1 in terms of promotion and activities proposed to the companies. Nevertheless, companies preferred to use school-to-work alternance as

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<sup>(46)</sup> The technical institutes are: Buccari-Marconi, Cagliari; E. Scalfaro, Catanzaro; Galilei Sani, Latina, G. Giorgi, Milano; Vittorio Emanuele III, Palermo; J. F. Kennedy, Pordenone; B. Focaccia, Salerno.

<sup>(47)</sup> <http://www.anpalservizi.it/wps/portal/sperimentazioneeduale>

<sup>(48)</sup> Following the State-Regions Agreement 158/CSR/2015 signed on 24 September 2015, the pilot programme has been implemented by ItaliaLavoro (now Anpal Servizi). It is structured in two lines: Line 1 (funded by ESF national operational programmes belonging to the Ministry of Labour and Social Policies): this is dedicated to developing and strengthening public and private regional training centres' guidance and placement capacities; Line 2 (funded nationally): this is dedicated to supporting the implementation of the regional VET programmes within the dual system, including Type 1.

a tool to get to know and select young people. Of the total 55 approved projects, 49 were activated for one year in the fourth year of the regional VET programmes with people over the age of 18. The limited success of Type 1 may be due partly to companies' and regional training centres' scarce knowledge of the contract, as well as its difficult implementation in practice, but also to the lack of training for apprenticeship tutors.

The MIUR pilot is based on the Directorial Decree 1068/16 <sup>(49)</sup>. The project financed start-ups for 10 regions <sup>(50)</sup> where the pilot ENI and ENEL apprenticeship projects were implemented. Two projects per region can be accepted. Projects are presented by a technical or vocational school in partnerships comprising at least four schools, one of which should have participated in the Enel/Eni pilots. Partnerships also include social partners, training centres, experts and local authorities. The pilot has a EUR 1 million fund (about EUR 50 000 per school) and should reach 400 apprentices.

Among other experiences of implementation in the regional VET system, an example of programming strategy good practice for Type 1 comes from Lombardy. The region adopted a regional law <sup>(51)</sup> that envisages that at least 5% of the resources allocated for Type 1 and Type 3 apprenticeships should be used to finance training activities of apprentices enrolled in the third and fourth year of VET programmes and in HTC programmes. The number of Type 1 contracts increased from 110 registered in 2014 to 2 600 in 2016.

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<sup>(49)</sup> Directorial Decree 1068/2016, MIUR, 19 October 2016.

<sup>(50)</sup> Basilicata, Calabria, Campania, Emilia Romagna, Friuli Venezia Giulia, Lombardia, Sardegna, Sicilia, Toscana and Veneto. Initially 11 but eventually Lazio did not present a project.

<sup>(51)</sup> Regional Law 30/2015. [http://www.fse.regione.lombardia.it/wps/wcm/connect/613f57a9-ee8e-40b2-b5cb-5463adf95938/Allegato+B+-+DGR+sistema+IFL+2017-2018.pdf?MOD=AJPERES&CONVERT\\_TO=url&CACHEID=613f57a9-ee8e-40b2-b5cb-5463adf95938](http://www.fse.regione.lombardia.it/wps/wcm/connect/613f57a9-ee8e-40b2-b5cb-5463adf95938/Allegato+B+-+DGR+sistema+IFL+2017-2018.pdf?MOD=AJPERES&CONVERT_TO=url&CACHEID=613f57a9-ee8e-40b2-b5cb-5463adf95938)





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## 4. Apprenticeship Type 1 and its implementation challenges

# Apprenticeship Type 1 and its implementation challenges

The steering group of the thematic country reviews on apprenticeships in Italy decided to focus analysis on apprenticeship Type 1 (Type 1). This chapter covers mainly Type 1 at upper secondary level <sup>(52)</sup>. Information on legal provisions refers to Type 1 after the 2015 reform, while the information on performance mainly describes the old Type 1 (before the 2015 reform).

## 4.1. Type 1 distinguishing features and place in education and training

### 4.1.1. Type 1 features

This subsection describes the Type 1 features, analysed along the defining characteristics of ‘apprenticeship’ as per the TCR working definition <sup>(53)</sup>.

#### 4.1.1.1. *Systematic long-term training alternating periods at the workplace and in an education and training institution or training centre, which lead to a qualification*

The minimum duration of a Type 1 contract is six months, while the maximum duration is three or four years (depending on the maximum duration of the VET programme leading to the desired diploma, qualification or certificate).

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<sup>(52)</sup> As indicated in Section 3.3.1 of this report, Type 1 is linked to the vocational qualification or vocational diploma and high technical specialisation certificate (upper secondary and post-secondary regional VET system), and to the upper secondary education diploma (upper secondary State VET system). Although there is no evidence of Type 1 implementation in adult education, this is possible, at least in principle, for technical, vocational and artistic programmes leading to upper secondary education diplomas (as per Presidential Decree 263/2012).

<sup>(53)</sup> According to Cedefop’s TCR methodology, apprenticeships have the following characteristics:

- systematic long-term training alternating periods at the workplace and in an education and training institution or training centre;
- an apprentice is contractually linked to the employer and receives remuneration (wage or allowance);
- an employer assumes responsibility for the company-based part of the programme leading to a qualification.

Type 1 may be activated at any moment during the VET programme (which is otherwise delivered entirely as school-based) and its duration may be different from that of the VET programme.

During Type 1, learners receive formal training in an education and training institution (external formal training) and in the company (internal formal training) and they work. The external formal training cannot exceed the following limits <sup>(54)</sup>:

- (a) upper secondary regional VET qualifications or diplomas: the external formal training cannot be more than 60% of the training hours of the second study year, or more than 50% for the third and fourth study years. If the contract is activated from the first year of the programme, the external formal training cannot exceed 60% of the total training hours in the first and second study year and 50% for the third and fourth study years;
- (b) high technical specialisation certificate: the external training cannot be more than 50% of total training time; while for the annual integration course aimed at sitting the upper secondary education State exam, the external formal training cannot be more than 65% of the school time.
- (c) upper secondary State technical or vocational education diplomas: the annual share of external formal training cannot exceed 70% of the total training hours for the second study year, and 65% for the third, fourth and fifth study years. Type 1 maximum duration is four years, and cannot be activated in the first year;
- (d) in adult education pathways, the external company formal training share cannot exceed 60% to maximum 70% of the training time in school, depending on the type of adult education pathways.

Besides undertaking the full amount of training hours in a study year (about 1 000 to 1 050 hours), the apprentice has to work a number of hours which are much less than foreseen by the employment contract for a full-time worker. Up to 50-70% of the total number of training hours of a study year <sup>(55)</sup> can be delivered in education and training institutions ('external training'). The remaining number of hours (the difference between the total number of training hours of a study year and the number of external training hours) should be spent in the company receiving 'internal training'. Apprentices also carry out ordinary work activities: the hours of this component equal

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<sup>(54)</sup> Article 5 of Interministerial Decree MLPS/MIUR, 12 October 2015.

<sup>(55)</sup> Or 'didactic period' for adult education courses (Article 5c.2 of Interministerial Decree MLPS/MIUR, 12 October 2015).

the difference between the annual working hours (as they would be for a full-time job and are specified in the individual Type 1 contract) and the total training hours of a study year. Table 5 offers a simplified example of the distribution of hours in Type 1 for a one year contract (although duration may vary from six months to three or four years).

**Table 5. Simulation of the distribution of Type 1 activities and number of hours**

Activity	Number of hours
A. External formal training (school, VET centre)	500-700
B. Internal formal training (in company)	300-500
C. Work component in the company	700
<b>A+B = study year</b>	<b>1 000</b>
<b>A+B+C = one year of Type 1 (full-time job)</b>	<b>1 700</b>

Source: Cedefop.

4.1.1.2. *An apprentice is contractually linked to the employer and receives remuneration (wage or allowance)*

Like the other two types of apprenticeship, Type 1 is defined by law as an open-ended standard employment contract, targeting learners aged between 15 and 25. It is linked to the achievement of a formal VET diploma, qualification or certificate. Those who sign a Type 1 contract are considered as employees and receive a salary for the time spent in the company:

- (a) when the apprentice attends internal formal training, the employer must pay the apprentice 10% of his/her wage, while for the external training hours no pay is foreseen;
- (b) for the working time, the apprentice's pay can be established by collective agreements up to two levels lower than the one specified by the company's collective labour agreement for the final occupation the apprentice is trained for, or as a percentage of the latter.

4.1.1.3. *Employer responsibility for the company-based part of the programme.*

Article 3 of the Interministerial Decree of 2015 introduced eligibility criteria for companies to hire learners using Type 1:

- (a) 'structural capacities': suitable spaces for in-company training and, for apprentices with disability, the absence of architectural barriers;
- (b) 'technical capacities': the availability of instruments and equipment

- allowing implementation of in-company training;
- (c) 'training capacities': the availability of one or more company tutor(s) whose responsibilities and tasks are defined in Article 7 of the same Interministerial Decree.

The company also signs a protocol and the individual training plan with the education and training institution <sup>(56)</sup>.

### Challenges: **Type 1 distinguishing features**



The legislation is clear about the prime purpose of Type 1, which is to deliver alternative learning pathways for earning a qualification from the formal education and training system (as stated in Legislative Decree MLPS/MIUR 81/2015). However, the open-ended nature of the employment contract may appear in contrast with Type 1 prime purpose, although there is a possibility to terminate the contract once the educational qualification is achieved. Most companies tend to consider Type 1 primarily as a standard open-ended employment contract and so as a contractual option for recruitment, rather than a training investment. As a contractual option, it may be less attractive compared to others <sup>(57)</sup>. The lack of knowledge about Type 1 may also lead to compare Type 1 with Type 2 as alternative instruments if hiring a person from the same target group (age 18 to 25), and find Type 1 less attractive than Type 2, which requires – on the employer's side – less engagement, a lower degree of responsibility and less bureaucracy.

Company perception of Type 1 primarily as a standard open-ended employment contract has far-reaching consequences in relation to planning the Type 1 provision (possible only on the basis of the companies' manpower needs, which are estimated mainly in the short-term) and on the selection of apprentices (the best students are offered a Type 1 contract).

The allocation of hours between external and internal training and work may not be straightforward. The presence of apprentices at the workplace needs to be combined with the firm's work organisation and production processes. In this respect, the minimum share of about 50% of 'formal training' outside the



<sup>(56)</sup> See Table 3, Section 3.3.2, with reference to Area 4 (Cooperation between learning venues) of Cedefop analytical framework (Table A1 in Annex 1).

<sup>(57)</sup> Employers may benefit from other advantageous employment options for hiring young people (such as the so-called growing-protections contract).



company can be challenging for the company organisation, especially SMEs <sup>(58)</sup>.

As a result, employers' representatives highlighted the problem for companies in striking a balance between the number of external training hours and the number of hours spent in the company for internal training and work, and how to organise and combine them.

#### 4.1.2. Type 1 and the qualifications associated with it

Type 1 may be potentially associated with all the types of formal VET programmes at upper secondary and post-secondary levels, and in the adult education system. It can lead to technical or professional education diplomas (State education system), vocational qualifications and diplomas (regional system) and high technical specialisation certificates (regional system).

All these qualifications, diplomas and certificates are formal and recognised nationally; they may also be obtained following fully school-based programmes with a compulsory alternance period <sup>(59)</sup>.

In terms of recognition of qualifications for transferability/permeability or progression to higher levels, the same rules that apply for the VET system as a whole apply for Type 1 (Section 3.2).

Besides educational qualifications, Type 1 contracts are associated also with an occupational qualification. At the beginning of a Type 1 contract (as well as of any apprenticeship type) employers assign an occupational qualification to the apprentice, as defined by the relevant national collective labour agreement. On completion of the apprenticeship contract, the employer can choose whether to recognise the occupational qualification as appropriate to the apprentice, who will then become a qualified worker. This results in a pay increase and in the registration of the qualification in the workers' electronic booklet, if the apprentice has one.

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<sup>(58)</sup> The average length of a VET school year is about 1 000 to 1 050 hours a year as compared to about 1 700 hours of one year of full-time standard work (see simulations in Table 5).

<sup>(59)</sup> With the introduction and mainstreaming of the 'dual system' (Box 7), all programmes (VET and general education) have compulsory alternance between school/training and work. As a result, students who attend a fully school-based programme also spend some time in a workplace. What distinguishes Type 1 from compulsory alternance is the presence of an employment contract during the period of alternance, the length of the alternance (which is longer for Type 1), and the responsibility that the employer has towards the learner. Different types of traineeship exist as means to support young people's school-to-work transition.



## Challenges: **Type 1 and the qualifications associated to it**



Type 1 is not a specific VET programme: the same qualifications, diplomas or certificates may be attained in school-based regimes that include compulsory alternance periods. Although Type 1 clearly distinguishes itself from the other dual system instruments and school-to-work transition schemes (such as extra-curricular traineeships), some interviewees claimed that the fact that more than one instrument covers the same target population (under 25 years old) might orient companies towards training or employment instruments other than Type 1. According to information collected during the surveys, companies used the other instruments (for example traineeships) as a way to test young people before offering them a Type 1 contract.

There is no formal link between educational qualifications (VET qualifications or diplomas, technical or professional education diplomas) and occupational qualifications, which might create difficulties in designing apprentice ITPs and in finding alignment between curricular training content and job profiles, as described in national sectoral collective labour agreements.

### 4.1.3. Type 1 apprentices

#### 4.1.3.1. *Status*

Apprentices bear the ‘double status’ of worker and student. By signing a Type 1 contract, learners become standard employees while also students, since they are enrolled in a formal education and training programme.

There is a significant difference between under-18 apprentices, for whom the formal link with the education and training system is necessary because they are to receive a form of education and training provision until they are 18 (see footnote 23) and over-18 apprentices, who are no longer entitled to the so-called right/duty to education and training for the Italian law. The consequences of this different status mainly relate to a different level of formal responsibility towards the apprentice in the company (for example, in terms of health and safety regulations).

#### 4.1.3.2. *Access and classes*

The minimum requirement for being eligible to sign a Type 1 contract is entry age, which has to be between 15 and 25 <sup>(60)</sup>. Other entry requirements are specific to the VET programme Type 1 may apply to (given that Type 1 is not a specific programme).

Education and training institutions organise apprenticeship training in small groups or classes depending on the number of apprentices aiming at the same final qualification. In most cases, there are no apprentice classes, but apprentices attend lessons with students of the school-based track. Apprentices may participate in additional activities (lessons or laboratories) specifically tailored to their learning and working needs.

#### 4.1.3.3. *Guidance and counselling and support*

Prior to signing a Type 1 contract, a potential Type 1 apprentice has the same access to guidance and counselling as any other student or worker of his/her age enrolled in VET or upper general education. This has meant so far that the potential to access guidance and counselling largely depends on the local supply and availability of these services, within the ordinary employment service and education and training institutions.

Employment services are in charge of the monitoring and of intervention with minors who do not regularly fulfil their education/VET compulsory attendance; this is in agreement with the school/training provider that the apprentice or student should be enrolled until the age of 18 or achieve a regional VET qualification. In the Northern regions, public employment services provide guidance to future apprentices (especially minors) and parents, aiming to offer a contrast with early school leaving.

However, it is the education and training institution that plays a crucial role in offering guidance and counselling to young people before they decide to sign a Type 1 contract, and during the contract if necessary.

After the contract signature, education and training institutions contribute to supporting the young person until the successful completion of the apprenticeship experience, mainly through the tutors. Support also takes the form of monitoring and supporting apprentices' in-company activities and learning outcomes assessment, and management of behavioural problems,

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<sup>(60)</sup> Article 43, Paragraph 2 of Legislative Decree 81/2015, 15 June 2015.

should these arise. In monitoring the apprentices' training activities <sup>(61)</sup>, education and training institution tutors cooperate with company tutors <sup>(62)</sup>.

#### 4.1.3.4. *Rights and obligations*

The apprentice's rights and obligations are defined in the apprenticeship contract. The learning aspects and the apprentice's duties as a student are reported both in the employer-education and training institution protocol and in the individual training plan. Apprentice rights and obligations reflect the double status of student and worker: 'employers and training institutes should respect general rules concerning the working and training place, such as those regarding workplace hygiene, occupational health and safety <sup>(63)</sup> as well as the obligation to attend internal and external training'. The education and training institution in which the apprentice is enrolled is the reference point, 'in agreement with the employer', for informing the apprentice, and his/her parents or guardians if under-18, about:

- (a) educational, training and contractual issues;
- (b) coherence between the company's/employer's activities/sector and the qualification to be achieved;
- (c) the content of the employer-training institution protocol and of the individual training plan;
- (d) apprentice selection procedures;
- (e) the double status of student and worker and its meaning in terms of duties.

Apprentices enjoy the rights and benefits of standard employees, as regulated by the workers' statute, following the national collective labour agreement applied in the company they are placed <sup>(64)</sup>.

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<sup>(61)</sup> While the contract regular implementation and the working aspects are monitored by the MLPS local inspectors, the apprentice's learning development is monitored by the education and training institution's tutor.

<sup>(62)</sup> Article 7 of Interministerial Decree MIUR/MLPS, 12 October 2015.

<sup>(63)</sup> The most relevant norms in force are: Law 977 of 17 October 1967 (Protection of children and adolescents at work) as modified by the Legislative Decree 345/1999 of 4 August 1999, and in turn modified by the Legislative Decree 262/2000 in execution of the EC Directive 94/33/CE concerning young in workplaces protection; the Legislative Decree 81/2008; the Law Decree 69/2013 (which became Law 98/2013).

<sup>(64)</sup> Among regular employee rights extended also to apprentices are: holidays, Christmas bonus pay, severance pay, working seniority increase; also social protection measures such as social security and pension coverage, insurance in case of illness with daily allowance in accordance to the general regulation for employees, maternity rights, family allowances, insurance against work injuries and occupational illnesses, insurance against invalidity and old age, and the unemployment scheme allowance (so called NASpl, *Nuova Assicurazione Sociale per l'Impiego*). According to Legislative Decree 148/2015 (and to INPS communication 197/2015), Type 1 apprentices are excluded from income integration schemes.

In case of specific company problems in providing internal training <sup>(65)</sup>, the apprenticeship contract may be interrupted by one of the parties (company or apprentice). Where termination is anticipated, the apprentice ‘is guaranteed the possibility to re-enter in the education or VET system [as a full-time student], also with training tutor support’ <sup>(66)</sup>.

### Challenges: **Type 1 apprentices status**



There are no guidelines to manage – in practice – the double status of Type 1 apprentices, of students and employees: to distinguish the internal training from the work component, and human resource management aspects linked to the absence of the apprentice-worker from the workplace (to attend external training).

Consistent with its nature of being a dual system instrument that may be applied to virtually all VET programmes and learners and for different purposes (old Type 1 was primarily used to combat school-drop out or early school leaving, while Type 1 seems to be used as an instrument for top performer students), there are no specific coherent and consistent strategies or guidelines on access, class organisation, guidance and counselling. It is extremely challenging and burdensome for education and training institutions to organise and manage the external training of apprentices when each institution has a limited number of apprentices, divided among several classes and at work in different places, with different lengths of contracts and starting dates.

The partial offer of counselling guidance services in Italian education and training reflects on the lack of guidance and counselling for apprentices, not only before becoming an apprentice but also during the contract. In the past, the combination of poor individual motivation and of weak accompanying services caused the interruption of many contracts before final qualification was achieved.

<sup>(65)</sup> This is understood as a different case from the employer not complying with his/her obligation to provide training: see Article 47 c.1 and 2 of Legislative Decree 81/2015.

<sup>(66)</sup> Article 6 c.2 of Interministerial Decree MLPS/MIUR of 12 October 2015; the same was possible in the old legislative framework.

## 4.2. Governance

### 4.2.1. Main actors and their roles, in theory and in practice

The governance structure of Type 1 is quite complex and involves several actors. In the interest of clarity, their roles and responsibilities in relation to Type 1 are summarised in Table 6.

Table 6. **Roles and responsibilities of the main institutional actors**

Ministry of Labour and Social Policies (MLPS)	<ul style="list-style-type: none"> <li>• Monitoring of implementation.</li> <li>• Overall coordination of Type 1 implementation strategies, regulations and activities at national level (also through dedicated bodies/committees; see below in this table) with reference to Type 1 in the upper secondary regional VET system.</li> <li>• Cooperation with MIUR to coordinate Type 1 implementation.</li> <li>• Promotion of Type 1 within the upper secondary regional VET system (in agreement with Regions/AA.PP).</li> <li>• Ensuring, through labour inspectorates, that companies respect and comply with norms, duties and regulations in apprenticeship contracts (both employment and training aspects) and apprentice conditions; imposition of fines and sanctions.</li> </ul>
Ministry of Education, University and Research (MIUR) and its regional offices	<ul style="list-style-type: none"> <li>• Overall coordination of Type 1 implementation strategies, regulations and activities at national level (also through dedicated bodies/committees: see below in this table) with reference to Type 1 in upper secondary education in the State VET system.</li> <li>• Technical support from the central level or through its regional offices to upper secondary schools in implementing Type 1 at local level.</li> <li>• Promotion of Type 1 within the upper secondary State VET system.</li> <li>• Definition of national level pilot projects.</li> <li>• The Ministry of Education, University and Research formal competences are defined in Article 605 and following of Legislative Decree 297/1994 (Unified text on education norms and regulations). The Ministry is generally responsible for school funding, approval of modifications to the courses offered by each school, regulation of school operations and activities, supervision and inspection of schools. These activities are carried out by the Ministry through its central offices and through its regional or provincial offices.</li> </ul>

Ministry of Economy and Finance	<ul style="list-style-type: none"> <li>• Participation in decisions about public funding, mainly under the form of legislative framework implementing acts), also for the incentives foreseen by Article 32 Legislative Decree 150/2015 (Section 5.4.1 in this report).</li> </ul>
State, regions, autonomous provinces Permanent Unified Conference	<ul style="list-style-type: none"> <li>• Strategic and policy-level decision-making for Type 1 implementation in the regional VET system upon the advice of the members of the Council.</li> <li>• Approval of any nationally valid act concerning Type 1 in the regional VET system.</li> <li>• Definition and approval of the list of the upper secondary qualifications and diplomas in the regional VET system or HTC (post-secondary) certificates which may be achieved through Type 1.</li> <li>• Approval of pilot projects (involving the upper secondary regional VET system) enacting Interministerial Decree of 12 October 2015.</li> </ul>
Regions/ autonomous provinces of Bolzano and Trento	<ul style="list-style-type: none"> <li>• Regulation of Type 1 (for upper secondary regional VET system diplomas and qualifications and for HTC certificates at post-secondary level). If the regions do not adopt regional acts to regulate Type 1, the provisions of Interministerial Decree 12/10/2015 are directly applicable, as per the so-called Give-in clause (clausola di cedevolezza).</li> <li>• Monitoring of implementation.</li> <li>• Selection among upper secondary VET qualifications and diplomas of the regional VET system and codified as nationally valid, by the Conference, of those to be delivered also through Type 1 in the specific region or autonomous province.</li> <li>• Planning, programming and monitoring of external formal training in Type 1 for vocational qualifications and diplomas as well as for HTC courses.</li> </ul>
Employers' organisations and trade unions	<ul style="list-style-type: none"> <li>• National and local level regulation of Type 1, through national collective labour agreements and/or cross-sector agreements, within the limits set by law.</li> <li>• Formal opinion, to national or regional level institutions, about the qualifications (VET qualifications, diplomas and HTC certifications) to be delivered within the regional VET system (also by means of Type 1) which are of main interest/priority for the sectors/companies represented; the same for training contents or learning outcomes, generally through participation in steering or coordination bodies or committees exclusively or not dedicated (depending on the case) to Type 1, apprenticeship or training or employment-related issues. The activation of such bodies/committees is normally envisaged in national or regional/AA.PP laws (or other regulations) or in specific protocols/agreements.</li> </ul>

<p>Training providers and schools <sup>(67)</sup></p>	<ul style="list-style-type: none"> <li>• Scouting of companies and local promotion of Type 1 and supervision of company compliance with the requisites indicated in Article 3 of the October 2015 Interministerial Decree.</li> <li>• Definition of apprenticeship general curricula on the basis of company and apprentice profiles and in accordance with the curricula and final qualifications.</li> <li>• Signature of the individual apprenticeship protocol with the employer/company using the format defined in the Interministerial Decree.</li> <li>• Definition of the individual training plan with the participation of employer/company, on the basis of VET/education relevant curriculum.</li> <li>• Provision of apprentice individual tutoring (appointing a training tutor).</li> <li>• Delivery of external formal training.</li> <li>• Monitoring the delivery of in-company training.</li> <li>• Carrying out the formal final assessment and certification of learning outcomes (as per Legislative Decree 13/2013).</li> <li>• Delivery of final formal qualifications or diplomas (in accordance with the regulations of the different qualifications to be issued).</li> </ul>
<p>Employers/companies</p>	<ul style="list-style-type: none"> <li>• Signature of the individual apprenticeship protocol with the education and training institution using the format defined in the October 2015 Interministerial Decree.</li> <li>• Apprentice selection and hire (usually on the basis of names provided by the education and training institutions or through direct contact with potential apprentices).</li> <li>• Participation in the definition of the apprentice’s individual training plan together with the education and training institution.</li> <li>• Delivery of in-company formal training.</li> <li>• Provision of apprentice individual compulsory tutoring (appointing a company tutor).</li> <li>• Informal assessment of the learning outcomes covered by in-company formal training.</li> <li>• Registration of apprentice’s learning achievements (for company-based training) in the worker’s individual electronic booklet.</li> </ul>

<sup>(67)</sup> For a full list of the education and training providers entitled to offer Type 1, see Article 2, Paragraph 1 c of Interministerial Decree MLPS/MIUR of 12 October 2015.



INAPP	<ul style="list-style-type: none"> <li>• Monitoring of and reporting on Type 1 implementation.</li> <li>• Participation in the management and development of the national repository.</li> </ul>
ANPAL	<ul style="list-style-type: none"> <li>• Managing the implementation of the dual system pilot project with the FixO initiative carried out by Anpal Servizi.</li> </ul>
Labour consultants and business/fiscal consultants	<ul style="list-style-type: none"> <li>• Provision of guidance, advice and assistance to companies in deciding to activate apprenticeship contracts (all types): especially for SMEs and micro companies, they are the main entrepreneur's advisor).</li> </ul>

Source: Cedefop.

#### 4.2.1.1. Institutions

Since the State and regional VET systems share competences on Type 1, the governance system involves actors at different levels:

- (a) the Ministry of Labour and Social Policies (MLPS) and the Ministry of Education, Research and University (MIUR) at the national level;
- (b) the Regions/AA.PP:
  - (i) main areas of intervention in the regional VET and Type 1 system comprise: management of the regional register of students; definition of the regional education/training supply; the definition of the education/training institutions organisation at regional level (including regional training centres and training structures implementing the HTC); upper secondary school building maintenance; certification of apprentice competences;
  - (ii) Regions/AA.PP have responsibility together with the MIUR for education, although respecting upper secondary school autonomy <sup>(68)</sup>. Regions/AA.PP are also expected to define regulations for Type 1 implemented in upper secondary schools, when there is a subsidiarity arrangement (Section 3.2.1.2);
- (c) The MIUR, its regional offices and the education and training institutions under its competence: upper secondary schools, and the provincial centres for adult education (*Centri provinciale per l'istruzione degli adulti* – CPIA).

#### 4.2.1.2. Social partners

With reference to Type 1, trade unions and employer organisations reacted promptly to the 2015 changes in the legal framework, by signing a number

<sup>(68)</sup> Upper secondary schools are autonomous entities in accordance to Presidential Decree 275/1999.

of dedicated sector and cross-sector national or territorial agreements in 2016 (aside from collective labour agreements), some of which also involved the Regions/AA.PP. At national level those agreements cover manufacturing (May 2016), trade and commerce (October 2016), small businesses (December 2016), and cooperatives (July 2016). At regional level, the social partners signed agreements for craftsmanship in Veneto and Lombardy (2016) and, together with the regional/local institutions, in Piedmont, in the Autonomous Province of Trento and in Sicily. Companies consider these agreements as the baseline for implementing Type 1. They mainly define apprentices' working conditions, wage levels and career progressions, as well as formal training achievements. As a result of these initiatives, the social partners fully exercised their competence as endorsed by law, while the main competence on education and training contents remains with the regions and schools.

Challenges: **main actors and their roles, in theory and in practice**



The level of experience and engagement in Type 1 implementation is not homogeneous among the regions and autonomous provinces: few among the Regions/AA.PP have a consolidated experience with the old Type 1 and had already engaged in Type 1 implementation at the time of the TCR.

In contrast, the involvement of upper secondary schools and the MIUR in Type 1 is still growing <sup>(69)</sup>, yet incomplete.

Because of the limited role that the legislation attributed to collective agreements in relation to the old Type 1, social partner ownership of the scheme had been intermittent or limited in the past, while their main interest was in occupation-oriented Type 2 apprenticeship, for which they were entitled a wider regulatory role by law. The degree of intervention in defining apprenticeship curricula in terms of training content and learning outcomes remains limited.

Although most sectors have defined Type 1 pay levels, there is still work on apprentice wage level definition, with reference to the working part of the contract, within national sectoral collective labour agreements and/or other inter-sector agreements between social partners. This is a critical challenge: without such agreements companies would not hire Type 1 apprentices.

<sup>(69)</sup> The MIUR pilot project in 10 regions was still under implementation at the time of the TCR (Section 3.3.3).

## 4.2.2. Coordination

### 4.2.2.1. Technical and coordination bodies

Several national bodies have a legal mandate to work on apprenticeships. Some cover all types, others are specific to Type 1. They involve representatives of the MLPS and the MIUR and social partners, as well as, when relevant, of the Regions/AA.PP and of technical bodies (such as the INAPP).

Table 7. **Working groups and committees with Type 1 implementation mandate**

Body	Legal basis	Composition	Functions	Current position
Technical body for apprenticeships ( <i>Organismo Tecnico per l'Apprendistato</i> )	Legislative Decree 167/2011, Article 6 (para. 3, 4) Legislative decree 81/2015, Article 46, para. 3	MLPS, MIUR, Permanent Conference, representatives of employers' organisations and trade unions	Creation of the national repository of occupations to harmonise VET qualifications in the regional VET system and occupational qualifications (all types), and to allow correlation of training and occupational standards	The correlation of occupational qualifications and VET qualifications in the regional VET system was completed. Last meeting March 2016
1) Steering group dedicated to alternance  2) Monitoring and evaluation committee on alternance	Protocol MIUR-MLPS on alternance, as part of labour market and school reforms	MIUR, MLPS, regions, social partners, INAPP, Indire	Supporting, monitoring and evaluating activities carried out by students in compulsory alternance	1) Nominated but not operating  2) It was already foreseen in Legislative Decree 77/2005 and it operates

Body	Legal basis	Composition	Functions	Current position
Interministerial working group for monitoring MIUR Type 1 pilot projects	Ministerial Decree 663/2016 of 1.9.2016 (funding) Public call 1068 of 19.10.2016 Departmental Decree 1239 of 23.11.2016 (nomination of members)	MIUR, INAPP, Indire	Supervision of Type 1 pilot projects financed by MIUR. These had to be innovative Type 1 projects, basis on the Enel-Eni pilots in 10 regions that signed the relevant protocols, aimed at creating innovative models for the Type 1 (information is presented in Section 3.3.3)	October 2016, end of monitoring December 2017, end of the pilot and creation of models for Type 1 implementation
Bilateral committees to implement Enel and Eni protocols (national pilots, see Section 3.3.3)	Agreement Protocols <ul style="list-style-type: none"> <li>• MIUR, MLPS, Enel</li> <li>• MIUR, MLPS, Eni</li> </ul>	MIUR, MLPS, INAPP, Indire	Technical-scientific committees to manage Type 1 initiatives, and to monitor and evaluate the outcomes of the pilots	Active for the whole duration of the Enel-Eni national pilots

Source: Cedefop.

#### 4.2.2.2. Programming and implementation

So far, Type 1 has been established and programmed along two distinct and independent lines, corresponding to the regional and State education tracks.

In the first case, programming responsibility is mainly under the Regions/

AA.PP together with social partners, while implementation is left to regional training centres (and schools in the regions with a subsidiary approach) and companies. VET in the regional system is consolidated, structured and institutionalised. The programming process for VET qualifications and diplomas and high technical specialisation certificate (HTC) is mainly linked to the definition of sector or target population priorities, budget definition and allocation, and management of different implementation activities.

In the second case, programming is under the responsibility of the MIUR, which can be direct or mediated by its regional offices, in agreement or in coordination with the Regions/AA.PP. If MIUR regional offices are involved, the Ministry is in charge of both territorial strategic programming and operational support to schools, in collaboration with the regions.

Type 1 in the regional system and in the State system appear to be different and independent. This is largely due to different governance structures but can also be interpreted as a consequence of the longer experience of the regional VET system in implementing apprenticeships; this is generally true, though with scarce experience – limited to a few Regions/AA.PP – in Type 1 implementation. The Regions/AA.PP are generally recognised (by companies, families) as fully legitimised and experienced actors, able to organise apprenticeships in partnership with accredited training centres. Upper secondary schools do not generally work with Regions/AA.PP, as their regional reference institutions are MIUR regional offices, with the exception of those schools which also deliver training leading to vocational qualifications and diplomas belonging to the regional VET system (for example, in Lombardy, Piedmont, Veneto).

This division of Type 1 along the lines of the regional and State systems could also result from the greater flexibility of the regional VET compared to the State system, in terms of organisation and regulations. The regional VET system is also traditionally more connected to the local labour market and is familiar with a competence and learning-outcomes approach to training, while the upper secondary schools in the State system work with more rigid curricula.

## Challenges: **coordination**



Several national technical bodies have competence on apprenticeship; however, they have limited functions, as they are mainly focused on specific projects or programmes and do not have permanent and/or overarching strategic functions (at least at national level). The only one with strategic responsibilities is the *Organismo Tecnico per l'Apprendistato* (technical body for apprenticeship). These bodies are also limited in scope: they are either concerned with the upper secondary regional VET system or with the State one.

There is no permanent national multi-stakeholder coordinating body bringing together the institutional actors and social partners to define and set up implementation of Type 1. The State-Regions Conference is an institutional body with policy-making powers also in relation to the upper secondary regional VET system, but it does not deal with operational implementation of Type 1. The absence of a permanent Type 1 dedicated body risks hampering the definition of a coherent and consistent national strategy.

Echoing the absence of a national coordinating body, Type 1 is implemented in a fragmented way: at the level of the Regions/AA.PP for the upper secondary regional VET system and HTC, and in schools or CPIAs for the upper secondary State VET system and adult education which may lead to the development of two sub-types of Type 1. At the time of the TCR, Type 1 was operating in separation within the two subsystems (State and regional upper secondary VET) following different governance structures, regulations, procedures and practices. These differences reflect on the lack of comprehensive programming and implementation, as well as on the contents of curricula and the organisation of the school/training time.

## 4.3. Training contents and learning outcomes

### 4.3.1. Curricula and individual training plans

The 2015 reform of Type 1 introduced the requirement that formal training should take place both in companies (internal) and in education and training institutions (external). The label 'formal' associated to internal training means that it also contributes to the achievement of formal qualification, diploma or certificate learning outcomes. This makes companies jointly responsible for achieving the desired diploma, qualification or certificate: the outcomes and

contents of both formal internal and external training should cover (partly or fully) the curricular competences or disciplines foreseen in achieving the relevant qualification.

There are no Type 1 specific training standards or curricula. Those foreseen for school-based VET programmes also apply to Type 1, for formal internal and external training.

The regions design VET programme curricula based on training standards established at the national level by the State-Regions Conference. Regional training centres belonging to the regional VET system have the autonomy to define the curricula to achieve such training standards.

The MIUR establishes national learning outcomes for State system education programmes that schools use to design curricula.

Allocation of training content and learning outcomes between the education and training institutions and the company is defined in the ITP. The ITP is designed using the curricula of school-based programmes leading to the same qualification. In it, curricular training standards are described in terms of learning outcomes. In the official format, each learning outcome should be related to a 'learning unit', that is the competence or subject it relates to as described in the relevant qualification, and possibly with reference to the national repository of qualifications. The ITP should also indicate which training delivery mode is associated to each learning unit: in classroom; on-the-job; action learning; e-learning/distance learning; individual exercises; group exercises; company visits; or other forms <sup>(70)</sup>. Learning units are generally translated in a plan of activities, tasks and operations for each year of Type 1, which cover both internal and external formal training.

As indicated by its name, the individual training plan is highly individualised and generally depends on:

- (a) the apprentice's entry profile: age, last formal qualification achieved, number of completed years of education/training;
- (b) Type 1 duration;
- (c) the gap between the learning outcomes required for the final qualification and the knowledge and skills necessary for the apprentice to work in the company, which will depend on business-specific tasks and activities.

The ITP is part of the Type 1 contract and is drafted by the education and training institutions in collaboration with the employer, basis on the template provided by Interministerial Decree of October 2015, which covers

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<sup>(70)</sup> Interministerial Decree MIUR-PLPS, 12 October 2015 (Section 4, Annex 1A).



both contractual and training-related issues. In practice, so far, according to the survey findings, the education and training institutions play a substantial role in writing the ITPs in most cases.

Company and education and training institution representatives consider the ITP as a useful and suitable instrument for supporting and guiding training cooperation, or at least coordination between the two learning venues. The ITP helps, above all, with decisions on the distribution of training responsibility between the company and the education and training institution.

Challenges: **curricula and individual training plans**



Given that Type 1 is not a distinct type of VET programme, there are no specific apprenticeship curricula. There are gaps between VET/school training standards and curricula, on the one hand, and working contents relevant for the company on the other hand. There might also be misalignment between the qualification, diploma or certificate to be achieved and the apprenticeship occupational/contractual qualification of the apprentice.

Companies expect education and training institutions to adapt standards and curricula for the apprentice ITP. However, institutions (especially schools) may not always be familiar with this process and struggle to use adequate training tools, methods and equipment accordingly.

On their side, companies struggle to translate the ITPs into practice, especially when it comes to in-company formal training. First, it is not always easy to distinguish between training and ordinary work. Then modifications and unexpected events during the contract period (economic decline, changed market conditions) might affect the apprentices' tasks, functions and working contents in the company. The in-company formal training also poses specific challenges in relation to the learning outcomes that go beyond regular company business activities. As a result, the learning outcomes of the ITPs tend to be highly individualised and generally firm-specific so that they meet single company needs, instead of being aligned also with the labour market needs at local or sector level. This makes matching curricular content, company peculiarities and apprentice profile complex.

Even though the meaning of 'formal training' is defined by the Interministerial Decree of October 2015, this term risks being misunderstood by companies which refer to the old definition (training in schools or regional training centres).



A different understanding of terms and concepts used by companies and by education and training institutions seems to hamper cooperation, for example in successfully defining the apprentice ITPs. As a result, some companies may face difficulties in understanding, designing, implementing and assessing in-company 'formal training'.

#### 4.3.2. The role of tutors in delivery formal training

Several findings relating to the implementation of formal training concern the key role of tutors.

First, tutors (both in the education and training institution and in the company) play a key role in guiding and supporting cooperation, acting as linking-pins between the two learning venues, and between the company, the training institution and the apprentice. Their role is critical in making cooperation between companies and institutions possible. Teachers collaborate with the company tutor to deliver formal internal training, although the company formally has sole responsibility.

Second, in most cases, company tutors do not have formally recognised pedagogical qualifications or certified didactic or teaching skills, as this is not required by law or by most collective labour agreements. In a few exceptional cases, company tutors attend dedicated courses organised by education and training institutions, or those that were formerly organised and delivered by the regions <sup>(71)</sup>. However, company owners generally appoint technically skilled and competent staff members as tutors. In micro and small companies these are often the company owners themselves. In both cases, the role may be taken by one of the colleagues who work with the apprentice, although without formal appointment as tutor. Education and training institutions' representatives and apprentices <sup>(72)</sup> reported that they consider company tutors as competent, not only in how they support apprentices in developing work-related skills, but also for the young people's personal development. Apprentices also indicated that company tutors are generally attentive and engaged in their learning process.

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<sup>(71)</sup> Decree 22/2000 of 28 February 2000 of the Ministry of Labour and Social Policies of (company tutor's professional requirements) had introduced compulsory training for apprenticeships company tutors. However, Legislative Decree 167/2011 designated collective agreements to define requirements for apprenticeships tutors. Some inter-professional training funds are currently considering supporting companies by providing dedicated resources to train tutors and help them to properly exercise their role.

<sup>(72)</sup> Under old Type 1 scheme.

Where in-company formal training mainly takes the form of on-the-job training under the tutor's supervision, the distinction between training and work is not always clear.

### Challenges: **the role of tutors in formal training**



Although the role of company tutors is crucial for assuring training quality and achievement of expected learning outcomes, in many cases they lack didactic, teaching and assessment skills. They generally receive no support in how to carry out their expected working tasks. Such support is crucial as tutors should monitor the in-company learning processes, select appropriate learning methods consistent with the company specificities, manage cooperation with the education and training institution's tutors and assess apprentice learning outcomes.

Education and training institution have no additional requirements for teachers working as apprentice tutors as opposed to training regular students. Although the institutions' and the companies' tutors are the key people in making cooperation between companies and training institutions possible, there are no formal mechanisms to allow them build a collaborative relationship during apprenticeship and share knowledge. The Enel pilot project (Section 3.3.3) is an exception: tutors gathered for monthly meetings. In-company tutors, education and training institutions' tutors, cooperation between them, and the separate training venues are the aspects of this challenge.

#### **4.3.3. Final assessment of Type 1 learning outcomes**

All learning outcomes achieved in formal training during Type 1 are assessed by the education and training institutions which confer the final certification <sup>(73)</sup>. They carry out the assessments at the end of every training/school year, and organise the final qualification exam following the rules that apply to the programme (the same rules apply no matter how the programme was delivered: school-based or apprenticeship). However, the final exams also take into account the company tutor assessment in the individual dossier and the learning outcomes defined in the ITP. For the final exams in the State system, the company tutor may be consulted

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<sup>(73)</sup> Article 46.c.4 of Legislative Decree 81/2015.

as external expert to define the contents of one of the written tests (the so-called *Terza Prova*)<sup>(74)</sup>.

Once apprentices achieve the diploma or qualification, they also have the right to receive a ‘competences certificate’ or an ‘additional competence certificate’<sup>(75)</sup>.

The certificate of achieved competences in upper secondary State and regional VET systems must comply with specific requirements<sup>(76)</sup>:

- (a) at the end of every education/training year/course the apprentice should have attended at least 75% of both internal and external training;
- (b) final exams are carried out as per the ordinary regulations of the VET or education programme associated with the specific Type 1 contract (except for some flexibility given in the upper secondary education diploma, the candidate being a worker-student).

The company tutor should also carry out the apprentice’s learning formative assessment. The surveys showed that company tutors usually base their assessment on informal feedback at the workplace rather than formal and structured assessment. Such feedback is not generally considered part of the assessment for the final qualification, diploma or certificate; this is why they often work under guidance and with the practical support of the training institution tutor who, for example, provides simple grids and instruments.

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<sup>(74)</sup> The provision is indicated in Article 8.c.5. of the Interministerial Decree of 12 October 2015. The recent reform of the so-called State examination – the examination covers only the State education curricula and not the regional VET curricula – will enter into force in 2019 and, in the version approved by the Government, will cancel the *Terza Prova* (making current provision no longer valid). At the time of the thematic country review, the reform was under discussion and still to be approved by the relevant parliamentary committees; the provisions related to apprenticeship will only be known once the implementing acts are finalised.

<sup>(75)</sup> Usually, educational qualifications, for instance a diploma, do not report the competences acquired by the learner.

<sup>(76)</sup> See Legislative Decree 13/2013 and Article 8 of the Interministerial Decree of 12 October 2015.

## Challenges: **final assessment of Type 1 learning outcomes**



With the exception of some flexibility given in organising the final exam for the upper secondary education diploma (the candidate as worker-student), the apprentice must attend the same final exam as full-time students: this makes Type 1 implementation quite complex, especially if each education and training institution has a limited number of apprentices in total, divided into several classes and working in different places, with different lengths of contract and starting dates.

It may be a challenge to align and coordinate the time of the final exams with formal training delivery (especially internal training), and the company's work organisation.

## 4.4. Support for company participation in Type 1

### 4.4.1. Drivers of participation

Companies usually do not decide to 'provide Type 1 apprenticeship' but they decide 'to hire a Type 1 apprentice'. This is because Type 1 is an employment contract and is considered – primarily – as such, rather than a training instrument. This is true especially for micro and small companies, while large companies might more easily identify the benefit of investing in human capital for future needs and respond to it through Type 1. They might also engage in Type 1 as part of their corporate social responsibility or marketing strategies.

For most companies, the decision to 'hire a Type 1 apprentice' comes from the combination of factors:

- (a) the need to cover an occupational profile vacancy suitable to be filled with a young employee, and for which the company considers it as important to provide specific in-company training (both through formal training and through ordinary work);
- (b) the trust relationship between a company and an education and training institution. Employers needed to trust the institution's capacity to provide support in selecting reliable and prepared apprentices, train them, and manage the bureaucratic obligations linked to contract implementation. The education and training institution, in turn, should trust the company's capacity to act as a training partner and not only as a workplace;

- (c) the positive opinion the company has of a potential apprentice, mainly in terms of personal attitudes and engagement. This usually reflects previous contacts between the company and the young person (candidate apprentice) through curricular traineeships or summer internships <sup>(77)</sup>. Beneficiaries are usually learners enrolled in the second or third year of programmes for VET qualifications or in the past year for a VET diploma. For some company tutors, the possibility to see a potential apprentice at work (before hiring them), through a traineeship or an internship, is an incentive to hire them as apprentices in the future. These in-company experiences, when successful, help foster a reciprocal confidence between the company and the education and training institution.

#### Challenges: **drivers of company participation**



The decision to hire a Type 1 apprentice is an arrival point rather than a starting point in cooperation between a company and a training institution, at least from existing experience with old Type 1.

As long as company Type 1 intakes respond to their needs to fill a vacancy, it is difficult to imagine a stable Type 1 system in the long term. Once the vacancy is filled, companies do not necessarily offer Type 1 further placements unless another vacancy opens. This, in the medium and long run, means that the system might not be sustainable. No economies of scale are created and the investment in turning a company into a ‘training company’ for young people risks being lost.

Companies seem to take decisions about Type 1 apprentice intake without a clear idea of apprenticeship costs and benefits. Most employers have incomplete knowledge of Type 1 costs, benefits, opportunities and implementation. Education and training institutions and employers’ associations at local level provide information on Type 1 but this is generally for specific cases of potential apprentices. Analysis of the costs and direct benefits (in terms of monetary incentives or savings for employers) of Type 1 is not available, though it would support company choice in offering Type 1.

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<sup>(77)</sup> Reference is made to old Type 1 experiences.

### Box 8. Lombardy and Veneto web survey on employer interest in apprenticeships (any type)

More than half of the respondents stated that they are not interested in apprenticeships of any type and that they prefer to hire employees using other types of employment contract (55% of total answers). Around a third (37%) of the respondents consider it 'too complicated to implement' while 35% quote 'no resources are available to support the apprentice'. Overall, apprenticeship costs appear to be marginal in companies' decisions not to hire Type 1 apprentices.

Source: Cedefop.

#### 4.4.2. Who supports companies and how

According to the information collected during the TCR, on the old Type 1, initial involvement and participation of companies heavily depended on the initiative of the education and training institutions and their support to companies. While large companies were autonomous in managing apprentices, micro and small enterprises were highly dependent on the support of the education and training institutions to implement Type 1 before the contract started. Regional training centres have more experience of this than schools e at the beginning of their experience with Type 1 (with some exceptions) <sup>(78)</sup>.

Education and training institutions are key actors in providing support to companies, informing them about the possibility to use Type 1 and by promoting this opportunity. Education and training institutions also play a leading role implementing Type 1 contracts, from apprentice selection to the design of the ITP and organisation of formal training, as well as in carrying out the necessary administrative tasks and bureaucratic obligations <sup>(79)</sup>.

Company labour consultants and experts may play a significant role, but only after the contract starts and the apprentice becomes an employee.

In rare situations, small companies are supported by labour or fiscal experts, mainly for administrative and hiring-related obligations.

<sup>(78)</sup> For example, the schools involved in the Enel pilot projects (Section 3.3.3.)

<sup>(79)</sup> Training institutions take care of: the obligations linked to hiring the apprentice; his/her enrolment in the school/VET centre; definition of the individual training plan and of the protocol between the company and the training institution. Training institutions also often take care of other obligations during Type 1 implementation, such as keeping the apprentice's attendance and training register, and the formalisation of learning outcomes assessments.



Employer associations may provide non-financial support in specific territorial areas or sectors (typically craftsmanship). Similarly, in some territories and sectors, social partners carry out targeted information and promotion activities through their associations, although systematic evidence is limited.

#### Challenges: **who supports companies and how**

Companies still rely heavily on education and training institutions to manage the bureaucratic and formal obligations linked to the definition and activation of Type 1 contract.

There is scope to expand the activity of labour market actors and intermediaries in providing support to companies, and to give visibility to the initiatives already in place, such as those organised by employer associations at the local level.

#### Box 9. **Lombardy and Veneto web survey on support to employers**

According to the TCR employer web survey, almost 68% of companies received no support in implementing Type 1 (this percentage is 82% for micro and small companies). The support – when received – was provided by labour consultants (70%) and training institutions (50%) and mostly covered issues like arranging the contract and the paper work (90%), plus, to a minor extent, selection of the apprentice (10%).

*Source: Cedefop.*

#### 4.4.3. **Financial and non-financial incentives**

Three types of financial incentive are in place for companies which activate Type 1 contracts. Companies hiring a person with a Type 1 contract benefit from <sup>(80)</sup>:

- (a) incentives common to all apprenticeship types: a favourable duty scheme, in which the apprentice pays 5.84% of taxable wage for social

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<sup>(80)</sup> See communication 2499/2017 of the National Institute for Social Security (INPS): <https://www.inps.it/MessaggiZIP/Messaggio%20numero%202499%20del%2016-06-2017.pdf>

- security contributions, and the employer between 3% and 10%, or pays no contribution if the company has nine employees or fewer <sup>(81)</sup>;
- (b) incentives directly related to the apprentice's participation in formal training: for external training hours, the employer does not have to pay a wage, while for the internal training hours the employer must pay the apprentice 10% of his/her wage <sup>(82)</sup>;
  - (c) incentives introduced in 2015 as part of a temporary pilot, specific to Type 1 <sup>(83)</sup>, which supersede 'standard' provisions (see point (a) above) for contracts signed from 24 September 2015 until 31 December 2017:
    - (i) in cases of contract termination (by the employer) at the end of training period, the employer does not have to pay the so-called termination duty <sup>(84)</sup>;
    - (ii) for social contributions, employers (irrespective of company size) pay 5% of the taxable gross wage; this rate is normally 10% <sup>(85)</sup>;
    - (iii) employers do not have to pay unemployment insurance ordinary funding (NASpl, *Nuova Assicurazione Sociale per l'Impiego*) which is due for Type 2 and Type 3, and which would be equal to 1.31% on the social security taxable gross wage;
    - (iv) companies do not have to pay, for the hired apprentice(s), the 0.30% contribution normally due to inter-professional training funds;
    - (v) training costs paid by companies are not considered for the calculation of IRAP (a regional tax on net production value).

Employers, who permanently hire an apprentice at the end of training, benefit for a further year from these incentives (except for those temporarily introduced in a pilot, see footnote 83).

The only relevant evidence available for non-financial incentives, which is limited, is of sector or local targeted communication strategies; however,

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<sup>(81)</sup> For employers with no more than nine employees, the 2012 Budget Law (Law 183/2011, 12 November 2011) introduced a 100% cut in social security duties for the first three years of apprenticeship contracts signed between 1.1.2012 and 31.12.2016 (incentive then extended to 31.12.2017).

<sup>(82)</sup> As already highlighted, this percentage may be modified (but only in melius) by national collective labour agreements.

<sup>(83)</sup> This set of incentives is regulated by Article 32 of Legislative Decree 150/2015 (referred to in Article 47, Paragraph 10 of Legislative Decree 81/2015 and therefore specific for Type 1). These incentives (Paragraphs 1 and 2) were initially in force until 31 December 2016. Article 1, Paragraph 240(b) of Law 232/2016 prolonged them until 31 December 2017.

<sup>(84)</sup> Article 2, Paragraphs 31 and 32 of Law 92/2012.

<sup>(85)</sup> Between 24 September 2015 and 31 December 2016 there has been an overlap of two different special regimes, which have to be considered as 'alternative'; see Paragraph 1.4 of INPS communication 2499/2017.

social partners carry out decentralised promotion activities through their associated organisations.

### Challenges: **financial and non-financial incentives**



Employers do not quote indirect costs as a major barrier, probably because they feel fully compensated by existing financial incentives. These are important for companies but the possibility of increase is not considered a factor which ‘makes the difference’ in the decision to offer Type 1 placements, for both companies using and not using Type 1. In contrast, companies explicitly claim for financial support to train their tutors.

With non-financial incentives, companies ask for more information, lower level of bureaucracy and fewer administrative obligations, and the need for better services and support for activating, developing and managing Type 1, especially the training part.

### Box 10. **Lombardy and Veneto web survey on support to employers**

When asked about the financial support that could encourage the hiring of Type 1 apprentices, employers answered that financial support, if available, would mainly be ‘useful to pay wages, welfare and insurance of the apprentices’.

Companies do not have one preferred option of how non-financial support could encourage employers to hire Type 1 apprentices. ‘Receiving information on costs and benefits of Type 1 apprenticeship’ was chosen by 45% of the respondents while ‘information likely to increase cooperation with training institutions on how to implement formal training’ and ‘support aimed at providing motivated apprentices’ are both important for 36% of respondents. Lower, but still of significant interest was more flexibility in the requirements for providing apprenticeship placement (31%) and opportunities to upskill in-company tutors (29%). Support in the form of services to meet and select apprentices (13%) and of guidelines for Type 1 implementation (3%) are priorities for the minority.

*Source: Cedefop.*

## 4.5. Conclusions: challenges for systemic implementation of Type 1

This section summarises the main challenges for the systemic implementation of Type 1 apprenticeship (Type 1) – ‘from episode to system’ – as identified during TCR survey rounds 1 and 2. It groups them under four headings: governance; distinguishing features; company involvement; and learning outcomes, training content and delivery. The summary highlights the interconnections among the most relevant issues, and the main challenges ahead to bring Type 1 from episode to system.

### 4.5.1. Governance

#### 4.5.1.1. *National level coordination is still developing*

The growing but still partial involvement of upper secondary schools and of the MIUR, as compared to the more consolidated experience of some Regions/AA.PP, shapes two subsystems of Type 1. Interviewees indicated that the coordination between regions and State VET systems is crucial also to ensuring the minimum efficient scale of Type 1 offer across the country.

A functional national permanent coordination body for Type 1, bringing together all apprenticeship stakeholders, including the social partners, is still lacking. Currently, coordination among different stakeholders takes place only in connection to the implementation of specific projects or programmes, without a shared overarching strategy.

#### 4.5.1.2. *Regional level coordination is still developing*

Type 1 implementation at local level is overseen by the regions and accredited regional training centres on the one hand, and by MIUR regional offices and upper secondary schools on the other. The degree of coordination in the two systems differs.

First, while the relationship between the regions and regional training centres has a long history, upper secondary schools and the MIUR regional offices are generally not used to working and cooperating with the regions, except for those schools participating in the regional VET system (Section 3.3.1).

Second, the regional MIUR offices must comply with national institutional requirements that are more rigid than the more flexible VET regional system.

Third, the Regions/AA.PP and recognised regional training centres are usually connected to local labour markets, used to train by competence, and to organise their training activities by learning outcomes rather than by subjects. This approach is still developing in schools.

The existing separation between the two governance systems – also at regional level – challenges the activation of a unified programming process for Type 1 at local level. Coordination is deemed crucial for involving a significant number of students in Type 1, especially among those enrolled in vocational and technical upper secondary schools in the State system.

Social partner regional involvement still needs to be strengthened, with a view to engaging and supporting companies but also to selecting the VET qualifications that may be more relevant for Type 1 based on local labour market characteristics. The inadequate connection between the institutions and labour market intermediaries challenges the responsiveness of Type 1 to real skills needs, Type 1 attractiveness for companies, and its overall chances of success.

Incompletely developed and partially integrated regional governance mechanisms lead to a lack of strategic planning for apprenticeship provision. There are limited exceptions to the regions' programming initiatives based on local labour market skills needs and VET system capacity.

#### **4.5.2. Distinguishing features of apprenticeship Type 1**

Information gathered in the TCR survey rounds 1 and 2 suggests that the stakeholders see the latest apprenticeship reforms (as of 2011) as positive developments that have helped streamline the legislative framework. However, analysis of findings suggests that there is scope to clarify aspects of the definition of Type 1, since current residual (real or perceived) ambiguities could hinder full implementation.

##### *4.5.2.1. Type 1 definition raises uncertainties about prime purpose*

Coherently with its statutory definition, companies consider Type 1 first of all as a standard open-ended employment contract. Therefore, it is generally understood as a contractual option for recruitment rather than a training investment, even with a view to possible recruitment.

Stakeholders reported that the definition and nature of Type 1 as a standard open-ended contract seems to obscure its primary purpose: to deliver alternative learning pathways for obtaining a qualification from formal education.

The open-ended nature is also contradicted by the possibility for employers to terminate the contract at the end of the apprenticeship period, once the qualification or diploma is achieved <sup>(86)</sup>.

The learner who enters a Type 1 contract is, in effect, also an ordinary employee, seemingly outside the education and training system since, in the event of anticipated termination of a Type 1 contract, the person ‘is assured the option of returning to the education or VET system, also with training tutor support’ <sup>(87)</sup>.

While the Type 1 formal employment component (its definition and use as an ordinary open-ended employment contract) makes it distinct among other dual instruments (such as alternance or internships) and gives it added value, it may also make its educational component vulnerable.

As a result:

- (a) Type 1 may not be attractive for companies as a contractual option for recruitment, compared to other contractual options;
- (b) Type 1 intakes are based on firms’ manpower needs, and managed according to their human resources strategies, priorities and practices.

Companies:

- (i) are usually not in the position to estimate their Type 1 intake needs in the medium or long term; this poses a problem for any attempt to programme the Type 1 offer in a medium and long-term perspective;
- (ii) prefer to offer a Type 1 contract to a learner that they tested in advance (through an internship or another kind of work experience in the company). This tends to restrict the pool of beneficiaries: only the ‘best’ students will be likely to be selected for Type 1, so risking not giving the same opportunity to disadvantaged students, and only the more structured (and probably bigger) companies will be able to engage in a long selection process, starting with one or more internships, and to develop reliable forecasting of their manpower needs <sup>(88)</sup>;
- (iii) face a challenge in striking a balance between internal and external formal training, and business processes and production needs. The ‘formal’ training amounts to an annual average of 900 to 1 000 hours of a total of 1 700 yearly working hours, for a full-time apprenticeship contract. The need of ‘formal’ in-company training to comply with

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<sup>(86)</sup> Article 42 of Legislative Decree 81/2015.

<sup>(87)</sup> Article 6, Paragraph 2, of Interministerial Decree of 12 October 2015.

<sup>(88)</sup> Evidence from the interviews shows that mainly large-size companies engage in the reformed Type 1 and learner profile is one of motivated, highly performing students.

the VET curricula, relative standards and learning outcomes makes its planning and supply complicated, especially for SMEs.

#### 4.5.2.2. *Practical consequences of the double status of student and employee*

The statutory definition of Type 1 considers the students who sign a contract also as employees. Despite the clarification provided in the legal framework<sup>(89)</sup>, most Type 1 users (companies, teachers, students) reported difficulties in managing the two together; these often alternate in practice, rather than coexisting.

#### 4.5.2.3. *Occupational health and safety regulation for minors needs clarification/ adaptation to Type 1*

The legislation on occupational health and safety that applies to minors is not always considered clear, due to multiple normative sources, their stratification and lack of coordination. Its application in practice may be partly inconsistent with the specificities of company production processes and work organisation models. Existing legislation limits working hours, allowed jobs, operations and task contents, as well as processes that may involve apprentices as part of in-company training<sup>(90)</sup>.

### 4.5.3. **Company involvement**

In addition to the points mentioned above, the following challenges may shed light on the reluctance of companies to get involved in Type 1:

#### 4.5.3.1. *The concept of formal training is not always understood and in-company training overlaps with work*

Designing and implementing ‘formal in-company training’ is still a challenge for many companies, leading to discussions among apprenticeship stakeholders despite the clear definition provided by Interministerial Decree of October 2015. More clarity is needed about how in-company formal training and working time may be distinguished in companies.

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<sup>(89)</sup> Interministerial Decree of 12 October 2015 (Article 6, Paragraph 1 (d)).

<sup>(90)</sup> A few examples are the limits to the use of certain chemicals in the pharmaceutical industry; the limits to working time during weekends for retail, or the prohibition of evening shifts in hospitality and tourism.



4.5.3.2. *There is no analysis/evidence on company benefits*

Absence of regular analysis and communication of Type 1 costs and benefits and potential impact, goes hand-in-hand with a general lack of information and awareness both among companies and education and training institutions. This also results in the impossibility of steering Type 1 implementation towards the sectors, occupations, regions or types of companies which may be more interested, likely or oriented to using it. Ideally, a step-wise approach would enable the system to develop gradually, like a mosaic, and reach a sustainable size.

4.5.3.3. *Non-financial incentives are insufficient*

Although companies consider financial incentives (in terms of reduced labour cost and tax breaks) as important (though not sufficient for company tutor training), other elements still ‘make the difference’ in the decision to offer a Type 1 contract: trust in the education and training institution the apprentice comes from and where they will attend the external formal training; the apprentice’s personal attitudes and commitment). Among the non-financial incentives, procedural simplification and more and better services to activate a Type 1 are particularly important. Similarly, the definition of apprentice pay by collective labour agreements and/or by inter-sector agreements is still under way in some sectors, although there has been considerable and speedy progress so far.

**4.5.4. Learning outcomes, training content and delivery**

4.5.4.1. *No unique guidelines for curriculum and final examination organisation*

Curricula for the regular VET programmes are used as a basis for apprentice individual training plans. However, there are no guidelines on how to adjust the former to the latter and how to organise the final exam to encompass all learning outcomes achieved by the apprentice. As a result:

- (a) there is a distance (especially in micro and small companies) between curricular contents/learning outcomes, and company-specific production or operation processes. This gap generally results in a mismatch between training and work contents (the former being not relevant for the latter and vice-versa). This is also reflected in the difficulty in finding alignment between the VET/education qualification and the corresponding occupational/contractual qualification;

- (b) there is a different understanding among companies and education and training institutions of terms and concepts defining the apprentice's training and learning. Misunderstandings in the terminology are an obstacle to fruitful cooperation between companies and education and training institutions in defining the apprentice individual training plan;
- (c) learning outcomes assessment in companies mostly consists of informal feedback at the workplace from company tutors. It is difficult to use this for the continuing and final apprentice assessment, which is related to the award of a final qualification or to admission from one study year to the next.

#### 4.5.4.2. *In-company training quality is a concern*

Many stakeholders (especially region representatives) see delivery of formal training inside the company and its quality as the main challenge for Type 1.

One of the reasons is that some companies lack the capacity to translate the apprentice ITPs into practice. It is often difficult to adapt the ITP and the apprentice's tasks, functions, and working contents to unexpected events and necessary modifications that may arise during the Type 1 alternance duration. In-company training is generally aligned with single company needs, rather than the local/ regional labour market or the sector.

'On-the-job training under supervision' is reported as the most common mode of delivery, although apprentices in micro/small companies generally report no distinction between training and ordinary work.

The role of company tutors (and of the employees who act as tutors to the apprentice) is crucial in assuring development of in-company learning, the distinction between training and ordinary work, the cooperation with the education and training institution tutors and the use of learning methods consistent with the company's specificities. However, the selection, professional development and remuneration of companies' tutors are not always addressed with sufficient attention or receive appropriate resources.

#### 4.5.4.3. *Overload on education and training institutions*

The distribution of responsibilities for the training component of the contract, and more generally for its overall management, is unbalanced. Interviews revealed that education and training institutions bear most of the burden for designing and implementing Type 1 and its ITPs, particularly in cases when the employer is a micro/small company, or when cooperation between companies and education and training institutions is not sufficiently stable and deep. The heterogeneity of the final expected qualifications, and the

individual situation of each apprentice, curricula and learning outcomes, make matching curricular contents, company situation and apprentice profile a complex activity. Also the bureaucratic and formal obligations linked to the defining and activating the contract, which are also followed by the education and training institution must be considered as an important part of the challenge.







## 5. Areas for reform and suggestions for action

# Areas for reform and suggestions for action

Based on the reported findings and on the challenges analysed in the thematic country review <sup>(91)</sup>, this chapter identifies areas for reform and suggestions for action. What follows is derived by the authors of this report and does not necessarily reflect the opinions of all stakeholders involved in the review. Italy itself will decide whether and how these would be taken forward.

## 5.1. The logic of Type 1

One of the first steps that experts and policy-makers may take into account for the systemic implementation of Type 1 (moving ‘from episode to system’) is to agree on its logic.

According to a forthcoming Cedefop study <sup>(92)</sup>, which covered the EU-28 Member States plus Iceland and Norway, countries adopt two main approaches to organising apprenticeship schemes, each of which underlies two different apprenticeship policy logics (Box 11):

- (a) as a type of VET or VET programme;
- (b) as a mode of training/learning.

### Box 11. **Apprenticeship organisation approaches, EU-28 plus Iceland and Norway**

European countries adopt two main approaches to organising apprenticeship schemes.

The first approach (which we call A) covers schemes close to the traditional German-like dual system. There is a clear-cut distinction between



<sup>(91)</sup> Four groups of challenges have been identified: governance; distinguishing features of Type 1; company involvement; and training contents, learning outcomes and delivery.

<sup>(92)</sup> The study is based on the project *Apprenticeships: a cross-national overview*, whose findings will be published in the first quarter of 2018.

apprenticeship programmes and school-based programmes, with or without placements in the company. In some countries, this is the only form of VET. The apprenticeship schemes correspond to specific programmes and curricula, have dedicated governance structures, specified entry requirements, clear duration (usually two-three years), and necessitate placements for all learners enrolled in the scheme (safety nets are foreseen in case placements are not found). They normally lead to apprenticeship-specific qualifications and take the form of particular apprenticeship contracts. Apprentices have a clear identity among their VET or general education peers.

With the second approach (called B) apprenticeship schemes are offered as an alternative way (alongside school-based education) or a complementary one (in combination with school-based education) of organising VET programmes (or their practical component) and allowing learners to achieve VET qualifications. Learners may attend the whole programme or only part in an apprenticeship scheme (the other part is school-based); duration of the scheme varies from months to years. Any VET programme may be organised fully or partially as an apprenticeship scheme as long as the school and/or learner find a suitable placement in a company. Programme details and curricula are specified by the education and training authorities. Schemes associated with this approach are usually nested in two types of contract that the learners sign with the company: an education or apprenticeship contract (education paradigm); or an employment contract (employment paradigm).

The first approach may be viewed as a way of organising VET that often relies on partnerships between education and labour market actors at all levels (as part of the governance mechanisms). The costs and the benefits of apprenticeships are clear, easy to demonstrate and analyse. They can vary by sectors and occupations.

The second approach may be viewed as a way of training delivery; within this type there is diversity in the way the different schemes are organised. The leading role is often taken by the education and training authorities (often overburdening the schools). The costs and the benefits of apprenticeships vary within sectors and occupations, as there are many ways to organise the same scheme. The costs and the benefits of apprenticeships are not straightforward, nor easy to demonstrate and analyse, given the diversity in implementation (with lengths ranging from six months to three years).

*Source:* Cedefop (forthcoming). Apprenticeships: a cross-national overview.



Type 1 is mostly similar to the second approach, although it also has elements of the first, such as the link with VET qualifications and the definition, at least at a formal level, of the apprentice's dual status.

Apprenticeship as a type of VET or VET programme has proved a good base for the systematic implementation of apprenticeship schemes in EU countries. There is considerable experience using this approach and, building on good practices, it could be used for Type 1 systemic implementation in the medium and long term, with a view to supporting system growth to a sustainable size and scale (number of operational programmes). Results should not be expected immediately: successful development needs to be incremental, starting with a short-term action plan of a few pilot apprenticeship programmes in certain sectors, occupations or areas, where the capacity of the labour market to offer Type 1 exists (step-wise approach, like a mosaics). This prospect requires cooperation between the labour market and education and training actors at all levels. At the same time, development of a strong and well-defined strategy should be steered from the top down.

EU countries' experience suggests that apprenticeship as a mode of training/learning offers the possibility of wide implementation, potentially applying in all sectors and occupations. Since apprenticeship as a mode of learning is highly individualised, strong capacity for monitoring and coordination at national level is needed to avoid fragmentation, a supply-driven system, and dispersion of efforts, lessons learned and investments. Implementation mainly relies on a bottom-up approach. In the case of Italy, this prospect may bear fruit in the short term with large-scale campaigns and incentives. In the medium to long term, though, its potential to turn Type 1 'from episode to system' depends on the capacity to convince companies and social partners of its value. In this respect, the costs and benefits are more difficult to demonstrate given that the duration of the scheme (and length and placement in the company) is not clear-cut. Duration is important as the productivity of the apprentice is likely to rise from year to year, with an impact on benefit side of the calculation.

Assuming that more mature and stable apprenticeship systems come closer to approach A, it is possible to argue that the creation of a Type 1 system, will gradually move the scheme from a mode of training/learning (approach B) to a type of VET or VET programme. This development may be organised as a smooth transition, with the former approach being phased out once a reasonable number of apprenticeship programmes are in place.

## 5.2. A unified national governance structure

Type 1 currently falls both under the State education system (MIUR) and the regional VET system (MLPS/Regions/AA.PP). Unless a unified national governance structure is created and operationalised, there is a high risk of reinforcing two sub-types of Type 1, which add to the two other existing apprenticeship types.

There is wide consensus among the interviewees that one permanent high-level national technical coordinating body for Type 1 needs to be established and activated. This is perceived as the first step in strengthening cooperation and the coordination among national stakeholders, and creating the basis for a unified apprenticeship Type 1 system. Alternatively, although not preferably, two technical coordinating bodies (one for each of the two ministries) may work in cooperation.

### 5.2.1. Organisational structure/composition

The composition of the permanent technical coordinating body may include technical representatives of:

- (a) the Ministry of Education, University and Research (full member);
- (b) the Ministry of Labour and Social Policies (full member);
- (c) a delegation of the regions and autonomous provinces (full member);
- (d) representatives of the social partners (full member);
- (e) National Agency for Active Labour Policies (ANPAL) (secretariat);
- (f) National Agency for Evaluation of Public Policies (INAPP) (monitoring);
- (g) Institute for Education Research and Innovation (Indire) (monitoring).

Stakeholders expressed an urgent desire that this body brings about real change, concrete and real impact on Type 1 implementation. Involvement of the social partners in this body is crucial for its effectiveness as they can ensure a link with the world of work, reporting relevant trends and changes, such as skill needs, occupational profiles, and work organisation.

Equally important is that the composition of the national coordinating body foresees a link to decision-making levels: both ministries (the MLPS and the MIUR) and the State-Regions Conference. This would guarantee that the decisions and actions of the experts are legitimised and supported in their practical implementation.

However, the national coordinating body should be independent from the political level, to guarantee continuity and stability.

The creation of this body may start from the review of existing working groups dealing with Type 1. For example, the Technical Committee for Apprenticeship (*Organismo Tecnico per l'Apprendistato*) or the steering committee for school-to-work alternance involving the Ministry of Labour and Social Policies, the Ministry of Education, University and Research, the regions, social partners and the INAPP; or the committee set up for the Type 1 pilot projects promoted by the Ministry of Education, University and Research (Table 7 in Section 4.2.2.1 for further reference). Inspiration for the composition could also be drawn from existing experiences of coordinated governance at local level, such as working groups on school-to-work transition in Veneto or Piedmont.

Three options seem to be viable:

- (a) establish a new body covering all issues related to Type 1;
- (b) merge existing coordination bodies (for instance those mentioned above and in Section 4.3.2), and broaden their competence and mandate to integrate a specific focus on Type 1;
- (c) attribute governance responsibilities concerning Type 1 to one of the existing and operating coordination bodies.

The third option seems preferable, according to the stakeholders, as duplication of functions and additional bureaucratic burden should be avoided.

### 5.2.2. Scope and functions

The mandate of the coordinating body would be Type 1 within the context of the Italian dual system. It would work on Type 1 as a priority, while keeping in its prospects the other instruments of the dual system: curricular alternance, strengthened alternance and 'simulated company'. As Type 1 system grows in size and stability, the coordinating body will use relevant experience to work on the dual system, expanding the scope of its work to other schemes for the school-to-work transition, with a view to creating synergies and sharing knowledge.

The main functions of the central body should be overall steering and coordination of the Type 1 system and link to the decision-makers, and support to Type 1 implementation, from a practical point of view.

#### 5.2.2.1. Medium- to long-term policy goals and strategy

The body would need to start by defining a medium- to long-term policy goals and overall strategy to shape Type 1. It should coordinate apprenticeship

stakeholders, to discuss and agree on what they would like Type 1 to be in five to 10 years' time. It should discuss and agree on:

- (a) vision (the logic of Type 1; Section 5.1);
- (b) distinguishing features (Section 5.3).

Long-term decisions would be supported by a cost-benefit analysis that provides evidence on how and under what conditions Type 1 could bring benefits to companies <sup>(93)</sup>.

To ensure a link with decision-making and political levels, the central coordination body could act as direct support to decision-makers such as the State-Regions Conference. It could be in charge of preliminary activities and administrative and technical support to prepare the acts dealing with Type 1. It would need a statutory mandate for this.

#### 5.2.2.2. *Short-term strategy or action plan and support implementation*

In coherence with the medium to long-term policy goal and overall strategy, the coordination body could define a short-term strategy or action plan (two to three years), envisaging the following actions:

- (a) help shaping Type 1 and bringing it from episode to system:
  - (i) carrying out/commissioning a simulated cost-benefit analysis to determine how and in what conditions Type 1 could bring benefits to companies;
  - (ii) defining and launching an implementation strategy based on and stimulating governance mechanisms at territorial level. The strategy should foresee the selection of priorities and targets to activate specific territory-based pilot programmes. The target areas and/or sectors should be characterised by good cooperation and trusting relationships between education and training institutions and businesses, and by the presence of companies that are interested/likely to engage in Type 1 as a tool to invest in human capital formation. These features should create the conditions of a favourable 'ecosystem' for Type 1 implementation. The industrial districts (*distretti industriali*) or the technical-professional poles are identified as potential targets for the step-wise implementation

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<sup>(93)</sup> A good example is the simulation study *Apprenticeship training in Spain: a cost-effective model for firms* (Wolter and Mühlmann, 2015), which simulated the costs and benefits of apprenticeship training for companies in a country with no apprenticeship training tradition. The study sought to determine under what circumstances Spanish firms could benefit from participating in apprenticeship training: whether the introduction of modifications in Spain's current model could result in net benefits for Spanish firms.

- strategy: these should offer strong vocational orientation, trust and smooth cooperation among actors, and possibly past experiences of collaboration between education and training institutions and companies;
- (iii) monitoring/overviewing implementation and drawing lessons;
- (b) ensuring continuity of implementation and successful gradual transition from episode to system:
- (i) mapping, monitoring and analysing the existing initiatives, including pilot projects such as the MIUR and the Enel and Eni ones (Section 3.3.3). This should result in accumulating evidence, particularly lessons learned on:
    - tools and mechanisms to create and ensure coordination of internal and external formal training, and to define individual training plans (ITPs) using training standards and curricula;
    - monitoring of learners' experience in the company;
    - organisation of the final assessment;
    - cooperation between actors at national level;
    - attraction of companies (non-financial incentives);
  - (ii) benchmarking models/standards, tools and relevant regulations or guidelines (focused on the lessons learned) to support implementation at the regional/local level;
  - (iii) defining the *modus operandi* at the regional level, particularly cooperation between the State and regional VET systems but also systematically connecting education and training institutions with labour market actors. This could include encouraging the involvement of those who have played a marginal role so far, such as labour consultants and their associations the industrial districts or the technical-professional poles);
  - (iv) finding agreement with the social partners to launch and organise training programmes for in-company tutors;
  - (v) simplifying procedures to reduce as much as possible the administrative burden.

### 5.2.3. Secretariat

To provide advice to policy-makers, the high-level technical body will need to have direct access to the decision-makers, both in the two ministries and in the State-Regions Conference. A secretariat may be appointed to ensure this coordination.

This will need to receive technical support as it will also have to carry out activities that its legal status may not allow: launching and contracting out studies such as cost-benefit analyses; and launching pilot projects or others for which it may not have the capacity, such as monitoring/overseeing implementation. The secretariat may also provide this kind of support as being the operational arm of the body.

The secretariat could also be in charge of creating and managing a library of the resources (tools, models, good practices) that could support Type 1 implementation. This could become the reference point for a community of practice interested and involved in Type 1.

The secretariat could be composed of ANPAL personnel, as the voice of the Ministry of Labour and representation of the MIUR.

### 5.3. Distinguishing features of Type 1

Employers understand and use Type 1 primarily as an open-ended employment contract, which implies provision of formal training and employment of minors. The polarisation between training and work does not always or entirely allow exploiting work as a learning resource. Revision of the legal basis could clarify these aspects and have a positive impact on employer attitudes and participation.

However, most stakeholders expressed their concern that another change in the regulatory framework may have the opposite effect to that intended and discourage companies. Against this background, two possible scenarios (continuity with the current framework, and paradigmatic change) could be seen as successive developments of the same long-term strategy, with the former anticipating and preparing the paradigm change encompassed by the latter.

Both scenarios would involve a contract signed between the apprentice and the training company and remuneration, in line with Cedefop's definition of apprenticeships.

#### 5.3.1. Continuity scenario

The continuity scenario still refers to the 'employment paradigm'. The definition of Type 1 is still one of an employment contract leading to a formal education qualification, as per the current legal framework. However, this scenario foresees adjustments to Type 1 legal regulation or clarifications:

- (a) contract duration and termination discipline: while confirming its nature of employment contract, Type 1 would become a fixed-term employment

contract, not an open-ended one. Consequently, the regulation of social protection measures like the wage integration unemployment benefit (*Cassa Integrazione Guadagni*, CIG) and the new unemployment social benefit (*Nuova Assicurazione Sociale per l'Impiego*, NASpI) should be reconsidered, as per the new contractual formula of Type 1. This would be a distinctive feature of Type 1 compared to other types of apprenticeship and would help to clarify its rationale;

- (b) status: stakeholders expressed the need for further clarifications on the double status (student and employee) of the learner who signs a Type 1 contract, and the consequences for the practical management of the contract. For instance, once the learner signs the Type 1 contract, he or she fully becomes an employee, with subsequent impact on the employment relationship (apart from variance in pay) of being an employee but spending some time in a school and undergoing formal training in the company. Clarification would also be needed as to how a learner can leave and return to his or her school class, and follow the school-based curriculum without teaching repetitions or defects. Following such clarifications, the double status could be revised, confirmed or even eliminated (a special status for an apprentice Type 1 could be envisaged);
- (c) work and formal training within the company: assuming that polarisation between formal learning and work in the company is kept, the definition of 'formal' training needs to be clarified, to respond to stakeholders questions. More transparency on the requirements and mechanisms for formal in-company training to comply with the ordinary curricula, relative standards and learning outcomes would make planning and supply easier, especially for SMEs. It would be equally important to agree on how to distinguish work experience from formal internal training;
- (d) national legislation on occupational health and safety for minors at work should be clarified with reference to its application to Type 1. Employers would benefit from coordination and streamlining of the multiple and stratified sources on this topic. If necessary, this regulation could be modified regarding application to minor apprentices, especially those under 16.

The main advantage of this scenario is ensuring continuity. Gradual developments following the suggested modifications to the legal framework might eventually lead to a transformation of Type 1 from a mode of learning (B) to a form of VET or VET programme (A) (Box 11 in Section 5.1). This



could possibly result in positive changes to the way Type 1 is perceived and support the desired shift from Type 1 as episode to a system of Type 1.

### 5.3.2. Paradigm change scenario

This scenario implies that the traditional employment paradigm is replaced by an 'education paradigm'. Type 1 would acquire new legal status: from an employment contract linked to a formal educational qualification, it would become a specific/distinct type of education and training programme (equivalent to school-based education and training pathways) leading to a formal qualification or diploma which involves a contract between learner and employer.

Understood as a long-term development and resulting from gradual and incremental modifications, this scenario foresees further changes to Type 1 legal regulation:

- (a) definition and contract: the legal definition of Type 1 will change from an employment contract to a distinct form of VET, leading to a formal qualification or diploma which still involves a contract between the learner and the employer. This could still be an employment contract or a new contractual formula. As with the continuity scenario, the contract should be fixed term and associated with social protection and occupational health and safety measures and regulations for apprentices;
- (b) status: in the interest of clarity a new status ('apprentice') could be introduced to reinforce their particularity both with respect to regular students and workers;
- (c) work and formal training within the company: this scenario requires moving away from the current polarisation between learning and working towards the integration of learning and work. The definition of Type 1 as an employment contract reinforces the perception that this type of apprenticeship is primarily aimed at employment and not at learning. The use of existing good practices as enablers and sharing lessons learned and tools should encourage a shift in the perception of Type 1. Under this scenario, Type 1 role and function would be clearer, also in relation to other training and employment instruments for those under 25<sup>(94)</sup>. This would ultimately lead to more and better integration and synergy between Type 1 and the other dual system instruments.

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<sup>(94)</sup> For example, it might be easier to create linkages between curricular alternance and Type 1, being both 'training tools' (planning the student's learning development in curricular alternance first and then Type 1).

The changes foreseen under this scenario would provide legal support to the potential change from Type 1 as a mode of learning (approach B) to a form of VET or VET programme (A).

#### Box 12. **Austria: apprentice protection and social security**

Apprenticeship training agreements state the conditions of training within the framework of a contract of employment and are signed between the company and the apprentice. An apprentice has full social insurance including health, accident, retirement and unemployment insurance. The duties of a company which is entitled to train apprentices go a long way beyond the usual duties of an employer. Apprenticeship training agreements are subject to the regulations of the industrial and social law and to protective labour legislation for teenage employees.

Source: Austrian Federal Ministry of Education: <https://www.bmb.gv.at/enfr/school/secon/app.html>

## 5.4. Company involvement

The engagement of companies and their responsibility for the provision of training is a vital condition for apprenticeships to work. It is important for them to understand what Type 1 is and what it offers them, especially in terms of the benefits from providing such training.

### 5.4.1. Non-financial and financial incentives

Convincing firms to engage in apprenticeship training depends on whether they are able to generate more benefits than costs from providing such training. Benefits vary depending on the way apprenticeship is organised (duration of the scheme and amount of time spent in the company), on the sectors and occupations in which it is implemented, and on company size. A simulated cost-benefit analysis should lay at the basis of any strategy or policy decision on the future shape of Type 1, including financial incentives strategies.

However, existing financial incentives are significant and the costs seem not to be the main reason why companies do not engage in Type 1. The current financial incentive system may be revised once a new system is set up and working. Further financial incentives could be used as a way to acknowledge outstanding companies: possible examples are performance-

based bonuses or grants for supporting micro and small companies. Type 1 could become more attractive for companies if employers were awarded a lump-sum budget only if and when the apprentice is awarded the expected qualification, diploma or certificate.

Non-financial incentives are recommended as a means to involve companies further: a start would be simplifying the bureaucratic and administrative burden required by the contract setup and management.

Firms would also benefit by receiving support in the practical implementation of Type 1, empowering them in selecting the apprentices and in the design and implementation of learning processes at work. Systematic support in the practical implementation of Type 1 could be provided by locally based promoters of this opportunity, in particular employers' representative associations or labour market intermediaries. Their role should be one of connecting companies and education and training providers, as well as ensuring access to a community of practice, past experiences, libraries of tools and models/standards.

The following actions could be considered:

- (a) more information and awareness-raising about Type 1 characteristics, contents, regulations, and cost and benefits needs to be disseminated to employers, students and their parents. Labour market intermediaries need to be at the forefront of information and awareness-raising activities among companies both at national and regional/local levels. This means that they should be empowered to do so, both in terms of mandate and in having direct expertise and knowledge of Type 1. The education and training side would take the lead to information and guidance activities among parents and learners/young people;
- (b) availability of ready-to-use toolkits and instruments covering Type 1 contract implementation throughout the life-cycle: from promoting Type 1 to the initial contact between companies and apprentices; from apprentice selection to the contract signature; from drafting the individual training plan to its implementation; from apprentice learning to the intermediate and final assessment. Such products could be devised from practical experience of the work of the national coordination body. Existing practices in some regions, as well as the work of the INAPP in this field, are a considerable strength for the country and could be collected in the library of tools of the high-level coordinating body;
- (c) guidance in matching job profiles and related tasks with educational qualifications, the related learning outcomes and the contents of the final examinations. The existing national atlas of jobs and professions (*Atlante*

*del Lavoro e delle Qualificazioni*)<sup>(95)</sup> is a valid source but it is not taken sufficiently into account in the contracts and in defining individual training plans. This could be done starting from relevant qualifications in the target areas or sectors of the pilot project selected for the implementation strategy (Section 5.2.2.2). The worker's electronic dossier (*fascicolo elettronico del lavoratore*)<sup>(96)</sup> is seen as a key tool for registration of education and training, as well as individual employment experiences;

- (d) development of a model that gives internal training a structure coherent with relevant curricular training standards and consistent with training implementation in different learning venues, such as work-based learning or experience-based learning as methodological frameworks.

### Box 13. Training locations in Switzerland

#### **Apprenticeship training at host companies**

With the dual-track approach, learners attend courses at vocational schools on a part-time basis. The remaining time is spent doing an apprenticeship at a host company where they are provided with the practical know-how, knowledge and skills needed for their chosen occupation. Learners also actively take part in the host company's production processes. In some cases, host companies may wish to form networks to combine their strengths and offer one or more apprenticeships in a modular format.

#### **Classroom instruction at vocational schools**

Vocational schools provide classroom instruction in vocational subjects as well as subjects falling under the language, communication and society category. Classroom instruction is intended to develop technical, methodological and social skills while imparting theoretical and general principles needed to perform occupational tasks. Classroom instruction covers one or two days per week. Vocational schools also offer a preparatory course for the Federal vocational baccalaureate examination.

#### **Branch courses at branch training centres**

Branch courses are meant to complement classroom instruction at vocational schools and apprenticeship training at host companies by providing learners with essential practical skills. Branch courses often take place at third-party training centres run by the branches involved.

*Source:* SERI (2016). Vocational and professional education and training in Switzerland: facts and figures 2016.

<sup>(95)</sup> [http://nrpitalia.isfol.it/sito\\_standard/sito\\_demo/index.php](http://nrpitalia.isfol.it/sito_standard/sito_demo/index.php)

<sup>(96)</sup> Introduced by Article 14 of Legislative Decree 150/2015, 14 September 2015.

### 5.4.2. In-company trainers

Tutors to apprentices must be adequately trained and skilled. This may require financial and non-financial support and possibly reintroduction of the obligation for them to be trained. Tutors – both in companies and training institutions – should be:

- (a) formally recognised and compensated as a specific and dedicated function (by companies and training institutions) for the services they deliver to the apprentice;
- (b) particularly trained and skilled in:
  - (i) design and implementation of work-based or experience-based training or learning schemes (sustainable and consistent with in-company formal training);
  - (ii) development and support of apprentice training and learning processes;
  - (iii) apprentice learning outcomes assessment;
  - (iv) administrative and bureaucratic obligations related to apprentice management.

Empowering company tutors, especially in micro and small companies, could also make cooperation between companies and education and training institutions easier, while easing the work of the latter.

#### Box 14. Improving mentor competences (Germany)

In some countries the law, regulations or other legal frameworks indicate the role the trainer, coach or mentor in guiding the apprentice; they also indicate the competences the trainer should possess.

A clear example is the trainer aptitude test in Germany. The trainer aptitude regulation (*Ausbilder-Eignungsverordnung*, AEVO) requires trainers to pass a special aptitude examination conducted by a competent body. The examination assesses the most important skills and competences individuals must have to be authorised to act as a trainer. The required competences are outlined in four areas of activity which follow the structure of the apprenticeship training:

- assessment of vocational training requirements and planning of training;
- preparing training and participating in trainee recruitment;
- conducting training;
- concluding training.

Source: European Commission (2012); Cedefop (2016).









## 6. Concluding remarks



# Concluding remarks

The first apprenticeship schemes linked to educational qualifications in Italy were introduced in 2003. Apprenticeship Type 1 (Type 1), covered by the scope of Cedefop's thematic country reviews on apprenticeships in Italy, is one of those. After years of changes in the legal framework, but always with limited levels of activity in practice, it was last reformed in 2015. The country has put huge effort into implementing Type 1, especially in some regions, but the scheme still has an 'episodic' nature and it has not yet reached a system level.

This was the starting point of the thematic country review on apprenticeships in 2015, aiming to identify the necessary conditions to turn Type 1 from an occasional episode to a system-level scheme and make it part of the education and training system in practice.

As a result of the field work and discussions with the steering group, the thematic review indicates possible ways to pursue this goal, by formulating suggestions for policy- and practice-oriented solutions that the country itself will decide whether, and how, to take forward.

Institutional change takes time and requires vast and coordinated effort. Italy has worked in this direction in the past 15 years and continues to do so. This has prepared the country to take the steps needed to make Type 1 a real opportunity for the young.

# List of abbreviations

<b>AA.PP</b>	Autonomous Provinces (Trento and Bolzano)
<b>ANPAL</b>	National Agency for Active Labour Policies ( <i>Agenzia Nazionale per le Politiche Attive del Lavoro</i> )
<b>CPIA</b>	provincial centres for adult education ( <i>Centri provinciali per l'istruzione degli adulti</i> )
<b>EAfA</b>	European Alliance for Apprenticeships
<b>Type 1</b>	Apprenticeships Type 1
<b>leFP</b>	Vocational education and training ( <i>istruzione e formazione professionale</i> )
<b>INAPP</b>	National Agency for Evaluation of Public Policies; previously ISFOL ( <i>Istituto Nazionale per l'Analisi delle Politiche Pubbliche</i> )
<b>INPS</b>	National Institute of Social Security ( <i>Istituto Nazionale della Previdenza Sociale</i> )
<b>Indire</b>	Institute for Education Research and Innovation ( <i>Istituto Nazionale di Documentazione, Innovazione e Ricerca Educativa</i> )
<b>ITP</b>	individual training plan
<b>HTC</b>	higher technical education and training courses
<b>HTI</b>	higher technical institutes
<b>MIUR</b>	Ministry of Education, University and Research ( <i>Ministero dell'Istruzione, dell'Università e della Ricerca</i> )
<b>MLPS</b>	Ministry of Labour and Social Policies ( <i>Ministero del Lavoro e delle Politiche Sociali</i> )
<b>TCR</b>	thematic country review
<b>VET</b>	vocational education and training

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National repository of education and training qualifications and of vocational qualifications

[http://nrpitalia.isfol.it/sito\\_standard/sito\\_demo/atlante\\_repertori.php](http://nrpitalia.isfol.it/sito_standard/sito_demo/atlante_repertori.php)

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ANNEK 1

# Cedefop analytical framework

## Distinguishing features:

- systematic long-term training alternating periods at the workplace and in an education and training institution or training centre;
- an apprentice is contractually linked to the employer and receives remuneration (wage or allowance);
- an employer assumes responsibility for the company-based part of the programme leading to a qualification.

Areas of analysis	Operational descriptors
Distinguishing features	Systematic long-term training alternating periods at the workplace and in an education and training institution or training centre that leads to a qualification.
	An apprentice is contractually linked to the employer and receives remuneration (wage).
	An employer is responsible for the company-based part of the programme.
Place in the ET system	Apprenticeship is defined and regulated in a legal framework.
	Position of apprenticeship in relation to other learning paths is clear.
	Apprenticeship offers both horizontal and vertical pathways to further specialisation or education at all levels.
Governance structures	Roles and responsibilities of the key players (the State, employers' organisations, trade unions, chambers, schools, VET providers, companies) at national, regional, local levels are clearly defined and distributed: decision-making, implementation, advisory, control.
	Employer organisations and trade unions are actively engaged at all levels.
	Employers' organisations, trade unions, and companies understand and recognise the importance of apprenticeship to a skilled labour force (i.e. social responsibility).
	One coordination and decision-making body is nominated.



Areas of analysis	Operational descriptors
Training content and learning outcomes	Qualification standards and/or occupational profiles exist, are based on learning outcomes and are regularly evaluated and updated.
	Curricula and programmes are developed based on qualification standards and/or occupational profiles.
	The content, duration and expected outcomes of company and school-based learning are clearly distributed and form a coherent sequence.
	There are provisions for adjusting part of curricula to local labour market needs.
	(Minimum) requirements to access apprenticeship programmes are stipulated.
	Final assessment covers all learning outcomes and is independent of the learning venues.
Cooperation among learning venues	There is cooperation, coordination and clear distribution of responsibilities among the venues as well as established feedback mechanisms.
	A school, a company and an apprentice together develop a training plan, based on the curriculum.
	In case a company cannot ensure the acquisition of all required learning outcomes for the company-based learning as defined by the curriculum, there are arrangements to compensate for that (for example, intercompany training centres, cooperation of companies, etc.).
	One of the venues takes up (is designated by law) the coordinating role in the process.
	It is clear who is responsible for the administrative tasks related to the company-based part of the programme (for example, checks the suitability of the accredited training enterprise, technically and personnel-wise, is responsible for logging of apprenticeship contracts, etc.).

Areas of analysis	Operational descriptors
Participation of and support to companies	Rights and obligations of companies providing training are legally stipulated.
	There are strategies, initiatives in marketing apprenticeship and informing companies of benefits of taking apprentices, related responsibilities and available incentives.
	There are minimum requirements for companies willing to provide apprenticeship places and/or an accreditation procedure.
	Companies, especially SMEs, receive non-financial support to implement apprenticeship.
	There is recognition and even award, for companies that provide quality apprenticeships.
	Employer organisations play a key role in engaging and supporting companies.
Requirements and support to teachers and in-company trainers	Companies have to assign a qualified staff member (tutor) to accompany apprentices.
	There are stipulated requirements for qualification and competences of an apprentice tutor.
	An apprentice tutor in a company has to have qualification in the vocation he/she trains for.
	An apprentice tutor in a company has to have some proof of pedagogical/didactic competence.
	There is a provision of training for in-company trainers to develop and update their pedagogical/didactic and transversal competences and for teachers to update their technical competences.
	There are mechanisms for cooperation and exchange between in-company trainers and VET teachers in schools.
	There is a clear indication who (teacher or trainer) has ultimate responsibility for apprentices' learning.

Areas of analysis	Operational descriptors
Financing and cost-sharing mechanisms	Apprenticeship companies pay wages and cover indirect costs (materials, trainers' time).
	The State is responsible for financing VET schools and/or paying grants to engage apprentices.
	The duration and organisation of apprenticeships are such that it allows companies to recuperate the investment through apprentices' work.
	There are incentives (subsidies, tax deductions) to encourage companies to take on apprentices, generally and/or in specific sectors or occupations.
	Employer organisations and trade unions cover part of the costs (direct and/or indirect).
Quality assurance	Quality assurance system covers apprenticeship.
Apprentice's working and learning conditions	Rights and obligations of apprentices are legally stipulated, both for working and learning.
	There is a reference point (responsible body) that informs the apprentice of rights and responsibilities of all parties and supports him/her in case of problems.
	An apprentice has an employment contract with the company and enjoys all rights and benefits of an employee and fulfils all responsibilities.
	An apprentice is protected in case of company failure (bankruptcy, for example) to provide training.
Responsiveness to labour market	An apprentice has access to guidance and counselling services.
	There are institutional procedures that allow apprenticeship to respond to or to anticipate the needs of the labour market.
	Outputs and outcomes of apprenticeship are regularly monitored and evaluated.
Responsiveness to labour market	Ex-ante and/or ex-post impact evaluation of apprenticeship are in place.

ANNEX 2

# Steering group members

Table A2

Stakeholder group	Official member, affiliation	Substitute member, affiliation
1. Ministry of Labour and Social Policies, MLPS	Valentina Curzi, MLPS [ANPAL as of January 2017] [Raffaele Ieva until January 2017]	Alessandra Biancolini, Andrea Simoncini MLPS [ANPAL as of January 2017]
2. Ministry of Education, University and Research, MIUR <sup>(97)</sup>	Nadia Garuglieri	Andrea Marchetti
3. ISFOL [INAPP as of December 2016]	Sandra D'Agostino	Silvia Vaccaro
4. Regions	Mafalda Camponeschi, Regione Lazio	Gabriele Grondoni, Regione Toscana
5. Trade unions	Fabrizio Dacrema, CGIL	Milena Micheletti, UIL Paolo Carraro, CISL
6. Employers' organisations	Andrea Melchiorri, Confindustria	Ilaria Di Croce (Rete Imprese Italia)
7. VET providers	Gilberto Collinassi (ENAIP)	Gabriele Martelengo (ENAIP)

<sup>(97)</sup> The MIUR was initially represented by Alfredo Menichelli (official member) and Antonia Liuzzi (substitute member), who were replaced in 2017.







EN

# APPRENTICESHIP REVIEW

# ITALY

## Building education and training opportunities through apprenticeships



This publication is the final report from the thematic country review of apprenticeships (TCR) in Italy. The review took place between July 2015 and July 2017 at the request of the Italian Ministry of Labour and Social Policies. It examined apprenticeship Type 1: apprenticeship for vocational qualification and diploma, upper secondary education diploma and high technical specialisation certificate. This report presents the TCR key findings and suggestions for action to develop the scheme in the medium and long term. The underlying analysis largely relies on information collected from different stakeholders at various levels and in-depth discussions with the national steering group. The report identifies four areas of intervention: definition of an overall approach to apprenticeship Type 1, as a part of the education and training system; creation of a unified governance structure at national level; modification of some distinguishing features of the scheme; and strengthening company involvement. It is up to the national authorities whether and how to take these suggestions further.

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