

# Progress report: Impact and dissemination

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**Mapineq** – Mapping inequalities through the life course– is a three-year project (2022-2025) that studies the trends and drivers of intergenerational, educational, labour market, and health inequalities over the life course during the last decades. The research is run by a consortium of eight partners: University of Turku, University of Groningen, National Distance Education University, WZB Berlin Social Science Center, Stockholm University, Tallinn University, Population Europe, and University of Oxford

### Website: www.mapineq.eu

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Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union, the European Research Executive Agency, or their affiliated institutions. Neither the European Union nor the granting authority can be held responsible for them.

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# **Executive summary**

This report presents a summary of the work conducted in WP8 during the first 14 months of Mapineq. Following the initial plans presented in the project proposal, the work in WP8 started in August 2023. In the four months of activities covered in this report, WP8 conducted its first stakeholder analysis, organised the first Mapineq High-level Experts Meeting, and prepared its first Policy Brief, entitled "Beyond Education and Training – How Can We Adapt to Future Needs of Local Labour Markets?". Details are presented in this document.



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# Progress report: Impact and dissemination

This report presents a summary of the work conducted at WP8 in the first 14 months of Mapineq. Following the initial plans presented in the project proposal, the work in WP8 started in August 2023. In the four months of activities, WP8 conducted its first stakeholder analysis, organised the first Mapineq High-level Experts Meeting, and prepared the first Policy Brief entitled "Beyond Education and Training – How Can We Adapt to Future Needs of Local Labour Markets?". Details are presented in this document.

### Strategic Impact Focus:

Mapineq's WP8 maximizes impact via targeted publications and events. Stakeholder and policy analyses are a key step to reach relevant audiences. Inclusive Dialogue: The online High-level Policy Meeting in September 2023 gathered diverse experts to confidentially discuss labor shortages, emphasizing education and labor market policies.

### **Effective Knowledge**

**Transfer:** Mapineq ensures impactful knowledge transfer by summarizing dialogue, evidence, and policy recommendations in a widely disseminated Policy Brief, aligning with the EU agenda.

# **1.Introduction**

WP8 – Dissemination and Stakeholder Dialogue is dedicated to the maximization of Mapineq's impact. For that, the main strategy is to develop a series of publications and dialogue events targeted to a variety of audiences from the beginning to the end of the project. WP8 started its activities in August 2023. As 2023 is the European Year of Skills, it was decided to focus the first activities of the Work Package on this policy agenda. This was done in three stages. First, a stakeholder analysis allowed to identify key stakeholders to be invited to the meeting. Second, by hosting a High-Level Experts meeting, project members presented ongoing work and first project results to selected stakeholders. Third, the main discussions, evidence and policy recommendations from the meeting were summarised to a broader audience in a Policy Brief.



# 2. First High-level policy meeting

The High-level Policy Meeting was held online on the 28th of September 2023 and consisted in a roundtable discussion with around 15 selected experts in a confidential atmosphere, under Chatham House Rules. Participants came from different sectors: policymakers, representatives of civil society, intergovernmental and international organisations, scholars, and the private sector. Gender balance was also secured in the meeting (for names, affiliations of participants, see the participants list attached by the end of this document).

In terms of content, the meeting was focused on labour shortages in Europe, and what can be done to tackle this issue in terms of education and training, and labour market policies in general. The goal was to discuss best practices and which kinds of adaptations are needed to fulfil current and future needs of European labour markets. Considering that the situation varies substantially among EU countries and regions, not only in terms of intensity but also regarding the type of workers that are missing, local labour market specificities and local policies were particularly discussed, also considering the research focus of the Mapineq project. Guiding questions included: To what extent are current education and training provisions adequate to respond to labour market demands? From your perspective, what are the main challenges related to current labour shortages? Do you have suggestions on how to address them? Based on your experience, what aspects of education/skills development can be improved, considering the current and future needs of local labour markets?

This type of transdisciplinary meeting has been proved to be powerful instruments to create an environment where both scientists and stakeholders work together to find solutions for the challenges of tomorrow. This allows researchers to contribute with knowledge in a discursive environment where tasks are clearly defined, and both sides can benefit from each other. For discussions to be as productive as possible, questions are sent a priori to participants, so they can prepare their insights. In this sense, Mapineq was able to create a process of transfer of knowledge from research to practice based on mutual learning.

# **3. Mapineq inaugural Policy Brief**

The Policy Brief produced after the meeting contains the summary of this dialogue, scientific evidence on the topic and policy recommendations. All participants at the meeting were asked to revise the draft, add suggestions and explicitly approve the inclusion of their names in the document.

Erola, J., Mills, M.C. & Solga, H. (2022). Beyond Education and Training – How Can We Adapt to Future Needs of Local Labour Markets? Population & Policy Compact 42, Berlin: Max Planck Society/Population Europe.



The Policy Brief is now published within the well-established Population and Policy Brief series by Population Europe, and available at the:

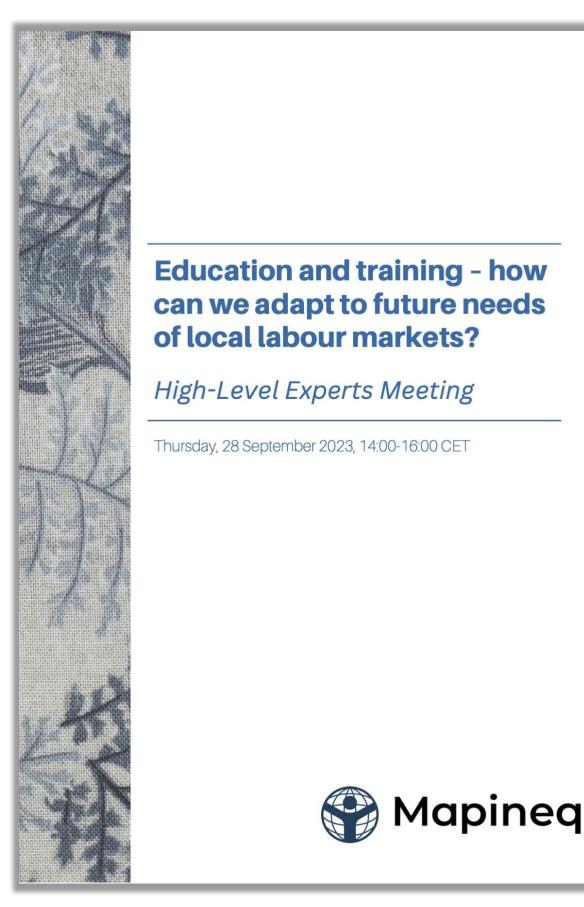
- Mapineq Website:
  - o <u>https://mapineq.eu/policy-brief-1/</u>
- Population Europe Website:
  - o <u>https://population-europe.eu/research/policy-briefs/beyond-education-and-training-how-can-we-adapt-future-needs-local-labour</u>

This initiative had the concrete goals of 1) contextualising results of the project into an existing EU policy agenda and to offer evidence-informed policy recommendations that are sensitive to local specificities; and 2) disseminating results to both scientific and non-scientific audiences. Accordingly, the Policy Brief was shared via mailing list with all subscribers of Population Europe's Publications Newsletter (around 7300 individuals interested in population affairs), and via social media (X and LinkedIn) of partners involved in this publication: Population Europe, INVEST/University of Turku, WZB and University of Oxford. In addition, press releases have been published by:

- Population Europe:
  - o https://idw-online.de/en/news824501
- University of Oxford:
  - <u>https://www.demography.ox.ac.uk/news/mapineq-policy-brief-adapting-future-european-labour-market-needs</u>
- University of Turku:
  - <u>https://www.utu.fi/en/news/news/beyond-education-and-training-how-</u> <u>can-we-adapt-to-future-needs-of-local-labour-markets</u>
  - <u>https://www.utu.fi/en/news/news/to-invest-in-labour-markets-means-to-invest-in-people</u>
  - <u>https://invest.utu.fi/news/beyond-education-and-training-how-can-we-adapt-to-future-needs-of-local-labour-markets/</u>
  - <u>https://invest.utu.fi/news/to-invest-in-labour-markets-means-to-invest-in-people/</u>



# Annex A.1. Meeting Agenda, Participants List





# Summary

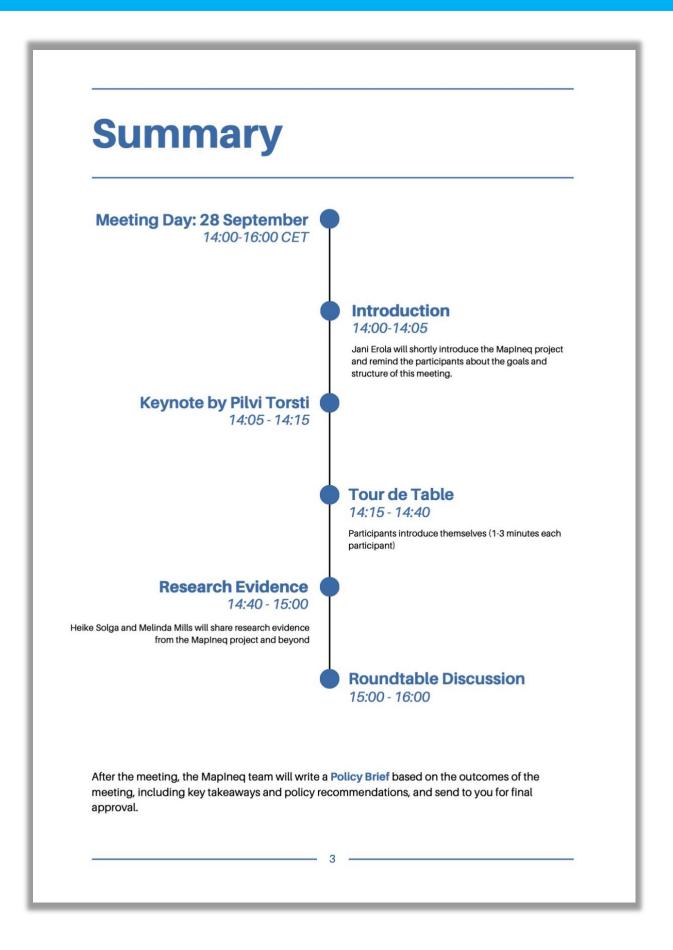
Following demographic trends, working conditions and individual choices, Europe is currently facing labour shortages in many sectors of its economy. This situation varies substantially among EU countries and regions, not only in terms of intensity but also regarding the type of workers that are missing. For example, while the recruitment of health workers is a serious challenge for almost all regions, the availability of human capital, in general, is a critical problem for many rural and underserved areas. This is not only linked with economic growth but also challenging for maintaining adequate services, finding partners or starting families. To what extent are current education and training provisions adequate to respond to labour market demands? In this meeting, we will bring together an interdisciplinary group of scholars, policymakers and stakeholders from international and civil society organisations to discuss best practices and which kinds of adaptations are needed to fulfil current and future needs of local European labour markets.

# **Guiding Questions**

1. From your perspective, what are the main challenges related to current labour shortages? Do you have suggestions on how to address them?

2. Based on your experience, what aspects of education/skills development can be improved, considering the current and future needs of local labour markets?







# **Participants**



#### **Gabriela Alvarez Minte**

Gabriela Alvarez Minte is the Regional Gender Advisor for UNFPA's Regional Office for Eastern Europe and Central Asia. She is an international development practitioner and has worked extensively in the United Nations System at international and country levels. She specialises in gender and development and has more than 17 years of experience working on women's empowerment, gender norms and the promotion and protection of the rights of women and girls. She has a PhD in development studies from Birkbeck, University of London, a Master's degree in Sociology from the University of Oxford, and a degree in Social Anthropology from Universidad de Chile.



#### **Jacob Nielsen Arendt**

Jacob Nielsen Arendt is Research Professor and the Head of Labour Market Research at the ROCKWOOL Foundation Research Unit in Copenhagen. He is conducting quantitative empirical research about the labor market integration of refugees and immigrants, active labor market policy and the economics of education. He was previously Research Professor at the Danish Centre for Social Science Research, where he was the Pl on numerous reports to Danish Agencies and Ministries on broad welfare topics. He has also been Associate Professor at the Health Economics Department at University of Southern Denmark.



#### **Pedro Barata**

Pedro Barata is Executive Director of the Future Skills Centre, a forward-thinking hub dedicated to researching, testing, evaluating and building innovative skills solutions to help job seekers and employers in Canada navigate labour market changes. Grounded in a commitment to inclusion, Pedro has advised all levels of government on social & economic policy and implementation related to skills and workforce development, poverty reduction, income security reform, seeking breakthroughs on housing and homelessness, and immigration reform. Pedro holds a Bachelor of Arts from York University and a Masters of Social Work from the University of Toronto.



#### **Mark Bergfeld**

Mark Bergfeld is the Director of Property Services & UNI Care at UNI Global Union – Europa since 2018. In his role, he coordinates the trade union side in the Sectoral Social Dialogues in Cleaning, Private Security and Personal Household Services, amongst other things. He also acts as a trade union expert for several European Works Councils, and has negotiated a global agreement with a large multinational healthcare provider. Prior to his role at UNI Europa, he worked as a trade union organizer with IG Metall Jugend, ver.di NRW, as well as a researcher at Queen Mary University of London with a focus on Human Resource Management, Strategic Management, Trade Unions and Migrant Labour.





#### Sara Bianchi

Sara Bianchi coordinates the Southern Sparsely Populated Areas network since 2017, whose objective is to make sparsely populated territories attractive territories where to live, work, invest and grow, ensuring the future of these areas. Since then she has been able to discover more weaknesses in these territories and have investigated successful examples around Europe, as well as local initiatives that are working to stop this decline. She is graduated in Political Sciences and International Relations at the University of Pavia (Italy).



#### **Paolo Ciambellini**

Paolo Ciambellini is the Employment and Public Services Officer at The Council of European Municipalities and Regions (CEMR). CEMR brings together 130.000 municipalities, cities and regions federated through 60 national associations from 41 European countries. Since 2021, Paolo coordinates the local and regional public employers' delegation before the European sectoral social dialogue committee on local and regional governments. He is also responsible for advocacy activities in the field of employment, digital and public services policies. He holds a Bachelor's degree in Political Science from the University of Naples L'Orientale and two master's degrees in European Studies and Policies from the University of Trento and College of Europe.



#### Sara Díaz Roig

Sara Diaz Roig is director of digital talent at the Local Development Agency Barcelona Activa. In this role, she has set up the IT Academy which applies the public policy of offering IT training opportunities to Barcelona citizens. The IT Academy focuses specifically on promoting the position and participation of women in the digital labour market. She has also further developed the Cibernarium, the centre to promote digital training and improve public awareness of the latest digital trends. Sara holds a degree in Sociology from the University of Barcelona and a master's degree in Management of not-for-profit Organizations and the Social Economy from Ramon Llull University.



#### Jani Erola

Jani Erola is Professor of Sociology at the University of Turku, Finland. He is the director of INVEST Research Flagship Centre at the same university, and the Principal Investigator of the MapIneq project, funded through Horizon Europe. INVEST is a large-scale social and behavioural sciences ecosystem that brings together over 250 researchers with policymakers, practitioners and the general public. It aims to identify inequalities and other limitations to the skill development of children and youth and to develop and implement novel, scientifically proven interventions to remove those limits. Erola's own research interests are in intergenerational socioeconomic attainment and family demography.



#### **Julie Fionda**

Julie Fionda is Deputy Head of Unit "Skills Agenda", European Commission, Directorate General for Employment, Social Affairs and Inclusion. She is a British official working in the European Commission since 2002. She has a background in economics and is currently Deputy Head of Unit in the DG Employment, Skills Agenda unit. She was in 2014-2018 Member of the Cabinet of Marianne Thyssen, Commissioner for Employment, Social Affairs, Skills and Labour Mobility. Earlier roles in the Commission have focused on higher education policy, on the European Semester of policy co-ordination and on the management of the European Social Fund. Prior to joining the European Commission, Julie worked in the UK administration on regional development and social inclusion initiatives.





#### **Bernd Hemingway**

Bernd Hemingway is Deputy Director General of the permanent Secretariat of the Council of the Baltic Sea States with its seat in Stockholm since 2015. Previously, he was the Director of the Department of Migration Management of the International Organization for Migration (IOM) in Geneva, where he also served as Regional Director for the European Economic Area, the EU and NATO in Brussels, as Regional Representative and Chief of Mission of IOM Brussels and as Chief of Mission of IOM Berlin. Before joining IOM, Mr. Hemingway worked as Senior Expert for the Special Coordinator of the Stability Pact for South Eastern Europe. From 1994 to 1999, he held various positions at the European Commission, including Task Manager for External Relations and Task Manager for Justice and Home Affairs.



#### **Nadine Kanu**

Nadine Kanu, PhD, is Vice-President of the German Wind Association and a co-opted Board Member of the German Renewable Energy Federation (BEE) e.V., the umbrella organisation of the renewable energy industry. Since 2018 Nadine works as Head of Department Communications and Marketing at ENERTRAC, a pioneer and hidden champion in the world of Renewable Energy and Green Hydrogen. She studied Political Science at Free University of Berlin and holds a PhD from University of Twente (NL). She has published parts of her thesis with the Oxford Institute for Energy Studies (UK) on "European Gas Market Liberalisation: Competition versus security of supply," where she was a Visiting Fellow.



#### **Anna Lundgren**

Anna Lundgren has a background in Political Science and holds a PhD in Planning and Decision Analysis with specialization in Urban and Regional Studies from KTH Royal Institute of Technology (2017). Since 2019 she works as a Senior Research Fellow at Nordregio, an international research center for regional development and planning, established by the Nordic Council of Ministers. Her work focuses on regional development, policy development and territorial governance, covering topics such as the green transition, skills and competences, wellbeing, and mobility, among others. Previously, she served as Secretary General for Mälardalsrådet, an association of more than 50 municipalities and five regional councils in the greater Stockholm region.



#### **Melinda Mills**

Melinda Mills is the Director of the Leverhulme Centre for Demographic Science, Professor of Demography and Population Health at Oxford Population Health, University of Oxford, and the Founder of Data4Science. She is also a Special Advisor to the European Commissioner of the Economy, Professorial Fellow at Nuffield College and Professor of Data Science & Public Health Policy, Department of Economics, Econometrics & Finance at the University of Groningen & Department of Genetics, UMCG, the Netherlands. Mills has over 20 years of experience in research in the area of demography, fertility, applied statistics, biosocial health, complex-trait genomics and public health policy.



#### Lulu Shi

Lulu Shi is a lecturer at the Department of Education, Oxford University, and a research associate at the Oxford Internet Institute and Sociology Department Oxford. Lulu leads a project funded by the British Educational Research Association, which investigates the political and economic agenda behind the push for digitalisation of education. She has also recently completed a British Academy funded project, in which she developed an index that traces EdTech usage in the UK. She also works on the project <u>DomesticAl</u> at the Oxford Internet Institute. In this project she focuses on the transformation of paid and unpaid work in the age of Al and robotics. During her doctoral studies, she researched on the labour market, skills formation systems and organisation studies with a country comparative focus.

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#### **Heike Solga**

Heike Solga is Professor of Sociology with a focus on work, the labour market and employment at the Free University of Berlin and Director of the department "Skill Formation and Labor Markets" at the Berlin Social Science Center (WZB). Her research focusses on school-to-work transitions and adult education, integrating insights from sociology of education, labor market and life course research. She is an expert on low-achieving school leavers and less-educated workers.



#### **Pilvi Torsti**

Pilvi Torsti is the Director of the European Training Foundation. She served as a State Secretary in three ministries in Finland: The Ministry of Education and Culture 2013-2015 and Ministry of Employment and Economic Affairs & Ministry of Transport and Communications 2019-2023. From 2017 to 2019, Pilvi Torsti was an MP and a member of the education and future committees of the Finnish parliament. She holds a PhD in social sciences from the University of Helsinki, and is also the co-founder of United World College in Mostar, Bosnia and Herzegovina. She has also founded HEI Schools, an education company co-owned by the University of Helsinki where she has been an adjunct professor since 2012.



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# Annex A.2. Policy Brief

#### Population and Policy

Brief



#### Authors

Jani Erola Melinda Mills Heike Solga

#### Editor

Daniela Vono de Vilhena

### Beyond Education and Training – How Can We Adapt to Future Needs of Local Labour Markets?

Investments in skills alone are insufficient for reintegrating low-qualified individuals into education or the labour market.

Substantial policy reforms to improve salaries, job security, and working arrangements are necessary to overcome labour force shortages.

Adult education and training opportunities need to become more flexible to boost participation and inclusiveness.

Staff training in organisations should be seen as an investment and not a cost for accounting purposes.





#### Introduction

In her 2023 State of the Union Address, European Commission's President Ursula von der Leyen mentioned: "I see three major economic challenges for our industry in the year ahead: labour and skills shortages, inflation, and making business easier for our companies". This Policy Brief relates to the first challenge: labour and skills shortages. What aspects of education and skills development can be improved, considering the current and future needs of local labour markets? In September 2023, the project "Mapping Inequalities through the Life Course" (MapIneq, funded by the European Union, https://mapineq.eu) brought together an interdisciplinary group of experts to discuss best practices and adaptations that are needed to fulfil current and future needs of European labour markets.

Participants included: Gabriela Alvarez Minte (UNFPA), Jacob Nielsen Arendt (ROCKWOOL Foundation), Pedro Barata (Future Skills Centre), Mark Bergfeld (UNI Global Union), Sara Bianchi (Southern Sparsely Populated Areas Network), Paolo Ciambellini (Council of European Municipalities and Regions), Sara Díaz Roig (Barcelona Activa), Jani Erola (University of Turku), Julie Fionda (European Commission), Bernd Hemingway (Secretariat of the Council of the Baltic Sea States, retired), Nadine Kanu (German Wind Association, German Renewable Energy Federation and ENERTRAG), Anna Lundgren (Nordregio), Melinda Mills (University of Oxford and University of Groningen), Lulu Shi (University of Oxford), Heike Solga (Free University of Berlin and Berlin Social Science Center – WZB), and other experts that preferred to stay anonymous.

Europe is progressing towards a digital and green economy. Artificial intelligence and automation are significantly altering labour markets in the context of labour and skills shortages. This transition, in part also a by-product of these shortages, implies that while some industries and sectors have already adapted, others are just beginning to adjust. Moreover, there are varying starting points for regions within and across countries (Mills, 2022).

# The regional challenges to tackle skills shortages

How can we attract and prepare individuals for regional labour market integration, ensuring a strong alignment between skills and labour market demands? Two key regional challenges exist: First, in many regions, although there is sufficient population, there is a lack of infrastructure to retain skilled workers. Second, regions experiencing population decline – particularly rural areas – often struggle to offer opportunities to individuals who choose to live in these regions. In this context, promoting a sustainable and inclusive growth by addressing the needs of communities should be a priority for local governments.

It is important to note that the majority of young people form their aspirations based on what is happening in their regions and social contexts. If this is a choice, all is well. However, from an inequality perspective, if individuals' choices are constrained by what is available and feasible for them to study in their region, there will be a regional fairness issue at the country level, as regions differ in what they can offer to young citizens.

The education and training sector in Europe is also highly heterogeneous, with variations in organisational structures and levels of responsibility. For instance, upper-secondary school is a regional responsibility in Norway, while in Sweden, it is a local responsibility. As a result, finding a "onesize-fits-all" solution is challenging. Nevertheless, there is a need for every region to establish a system to recognise skills people already have and potentially validate them via certification schemes, as well as to work on skills development and governance. Given this governance diversity, greater coordination at the international, national, and local levels is necessary.

#### What works for some, won't work for all

One of the most vulnerable groups concerning skills and labour markets comprises low-qualified adults, specifically, those who have not completed upper secondary education. However, this group is not homogeneous; there is significant variation in terms of individual characteristics, including skills. Consistent with this intra-group skills heterogeneity, their lower level of formal qualification is more important for their job placement and occupational attainment than their individual skills (Heisig et al., 2019). Moreover, evidence suggests that the participation of lower-qualified workers in job-related training are mainly influenced by this worse job placement (job tasks, type of contract, firm characteristics) rather than by their skills and motivation to learn – in contrast to those with upper secondary or tertiary education (Hornberg et al., 2023).

This underscores that investments in skills alone are insufficient for reintegrating low-qualified individuals into

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education or the labour market. In essence, skills are necessary but not sufficient for success, particularly among students from disadvantaged backgrounds (Heiskala et al., 2021). More attention to accountability is also needed. Individuals must have the freedom to upskill or reskill, but making it entirely an individualised responsibility is not a sustainable solution for European labour markets.

#### Zooming into sectors of activity

Participants in our meeting stressed the importance of taking a sectors perspective when looking at the future of work, and the need to better monitor draining from sectors. In many cases, different sectors are competing for the same group of workers. However, due to the fact that some sectors are no longer regulated by collective sectorial agreements, workers tend to advance in the labour market by changing companies within a better-protected sector, or a sector which will offer them better working conditions.

We also need to get better in forecasting future needs for skills, while also getting better in using the results of skills assessments already in place in many countries. Currently, assessments barely play a role in policymaking. There is a huge potential to use national skills assessments to shape and design education and training systems. For example, it can inform public employment services at the local and regional levels, who in most countries are responsible for guiding services on adult education options. In addition, collaboration with local industries is essential to identify current and future labour market needs. In this sense, public-private partnerships can play a crucial role in creating specific solutions.

#### More attention to key public services is needed

Labour and skills shortages are impacting the functioning of the public sector at the local level. Achieving productivity improvements is significantly more challenging in healthcare, education, and the service sector compared to the private sector, especially when confronted with rising costs. Another issue is that many projects led by municipalities increasingly rely on external providers or outsourcing due to a lack of specialised workforce, including recruitment of migrants to stem labour shortages. When considering recent commitments, such as the implementation of the Green Deal at the local level, skills shortages and mismatches are impeding progress toward achieving its objectives.

#### Towards improving working conditions and embracing diversity

Trying to attract people to new types of jobs and training is also about offering good incentives, wages and working conditions, and a rewarding career trajectory (Milos and Bergfeld, 2022). It is not only about jobs and skills, but all the package of what individuals consider to be a good life. For migrant workers, participants in our meeting agreed that there is a need for a cultural shift of being more welcoming and appreciative about working in a diverse work environment. While all companies should incorporate general equality and diversity policy and inclusion into its corporative culture, more efforts should also be made by the public sector and unions to promote training on the topic for small and medium size companies.

#### The challenges of adult education

Skills development is often cited as important for organisational success but that is not backed up with sufficient action. In the context of company accounts, training employees is considered a cost, not an investment. Lack of resources, along with insufficient knowledge, partnerships and collaborations, were additional reasons mentioned by participants in our meeting. They recommended increased collaboration between education and training providers and employers, as well as greater involvement of public agencies, sectoral associations and trade unions.

Looking outside companies, how to promote training opportunities that are independent of employers, in a context where in most cases no wage rise follows upskilling and depends on people's extra time? Flexibility is key to boost participation and inclusivity for everyone, regardless of gender or age. This also includes the recommendation to leverage older workers for skills transfer.

Smaller courses and innovative approaches to incremental training should be given serious consideration by public authorities and training providers, even in the face of limited public resources. Furthermore, modularising course content and recognising prior learning, skills, and work experience are essential to enable individuals to create tailored learning experiences that align with their needs (OECD, 2023). Promoting and ensuring high participation in adult learning should also be a component of a well-structured immigration policy.

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#### **Policy Recommendations**

- Skills and labour shortages have multiple causes and are often region-specific. It requires a multi-sectorial approach for effective solutions.
- It is vital to distinguish between short-term fixes and long-term strategies to create environments that are able to attract, develop and retain talents.
- While up- and reskilling of the domestic population and immigration can alleviate specific needs of labour markets, there is a need for substantial policy reforms to improve salaries, job security, and working arrangements, as well as for strengthening collective bargaining.
- To boost participation and inclusiveness, adult education and training opportunities need to become more flexible.
- Enabling frameworks need to adapt in order to better value education and training and its contribution to productivity and value. In particular, staff training in organisations should be seen as an investment and not a cost for accounting purposes.

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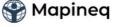
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