
GUIDANCE AND OUTREACH FOR
INACTIVE AND UNEMPLOYED

NORWAY





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The thematic perspectives series complements the general information on vocational education and training (VET) systems provided in 'VET in Europe' reports. The themes presented in the series feature high on the European agenda.

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ReferNet is a network of institutions across Europe representing the 28 Member States, plus Iceland and Norway. The network provides Cedefop with information and analysis on national vocational education and training (VET). ReferNet also disseminates information on European VET and Cedefop's work to stakeholders in the EU Member States, Iceland and Norway.

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#refernet

Guidance and outreach for inactive and unemployed

Many countries across the European Union (EU) have high levels of unemployment and of inactive adults. These phenomena are frequently associated with low levels of qualification and insufficient basic skills. They may also reflect lack of adjustment between skills demanded in the labour market and skills developed in formal education and training. In both cases up-skilling and re-skilling solutions could be explored to increase the employability of adults.

The national reports developed by ReferNet partners reflect efforts done by Member States to reach vulnerable groups affected by unemployment and inactivity and help them reengage in learning and employment. The reports refer, in particular, to measures which may include young adults not in employment, education or training (NEET) and adults undergoing long term unemployment (LTU), given their persistence in many countries and the high challenges these groups face.

The policy strategies and initiatives in focus shed light over ways to support the most vulnerable to find learning and qualifying solutions. Career guidance and counselling support to people with decaying skills, low levels of motivation and insufficient basic skills are addressed. Its instrumental role in providing information, identifying skills needs, clarifying career options and developing positive attitudes towards learning is made clear.

Whenever possible, outreach measures were described, addressing the ones who fall out of the scope of standard policies to support registered unemployed or recent education drop-outs. Many reports entertain an important discussion on the entitlement to social protection and its effectiveness in addressing the challenges of all demographic groups.

Lastly, Cedefop trusts that these reports will provide an important characterisation of current opportunities and challenges across the EU in establishing appropriate upskilling pathways for adults. Current European policy initiatives urge MS to integrate skills assessment measures with flexible learning and validation solution, where guidance services and outreach will necessarily play a key role.

Table of contents

CHAPTER 1.	Introduction	4
CHAPTER 2.	National strategies	6
2.1.	National strategies to prevent NEET and LTU	6
2.2.	National strategies for NEETs and LTUs	8
CHAPTER 3.	Strategies to address NEET and LTU	9
3.1.	Preventing NEET and LTU	9
3.2.	Recovering and reintegrating NEET and LTU.....	13
3.2.1.	The Outreach Service – NEET	14
3.2.2.	Follow-up of LTU.....	15
CHAPTER 4.	Practices	17
4.1.	Practices for adults	17
4.2.	Practices for NEET	18
CHAPTER 5.	Summary	21
Bibliography		22
Sources		24
Acronyms		24

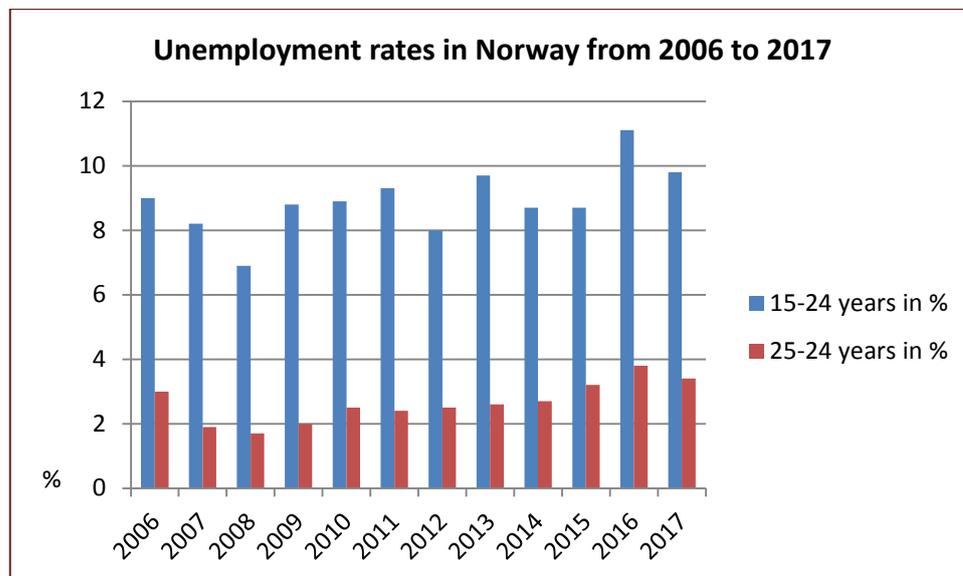
CHAPTER 1.

Introduction

This article provides a brief overview of national strategies to prevent unemployment and dropout, and the follow-up of young people who are not in employment, education or training (NEET) and long-term unemployed adults (LTU). The article includes a synopsis of relevant measures and issues related to these groups. Finally, two cases of practices will be presented. Unemployment is challenging for society and problematic for those directly affected. Norway's ambition is to include everyone and prevent people from falling out of the system permanently.

In 2010, the unemployment rate for the age group 25-74 in Norway was 2,5% and remained relatively stable from 2011 to 2014. In 2015 however, the rate increased to 3,2% and to 3,8% in 2016. At the beginning of 2017, unemployment is decreasing and the rate was measured at 3,4%, which is a reduction of 0,4% from October 2016 ([Statistics Norway](#), Table 08931).

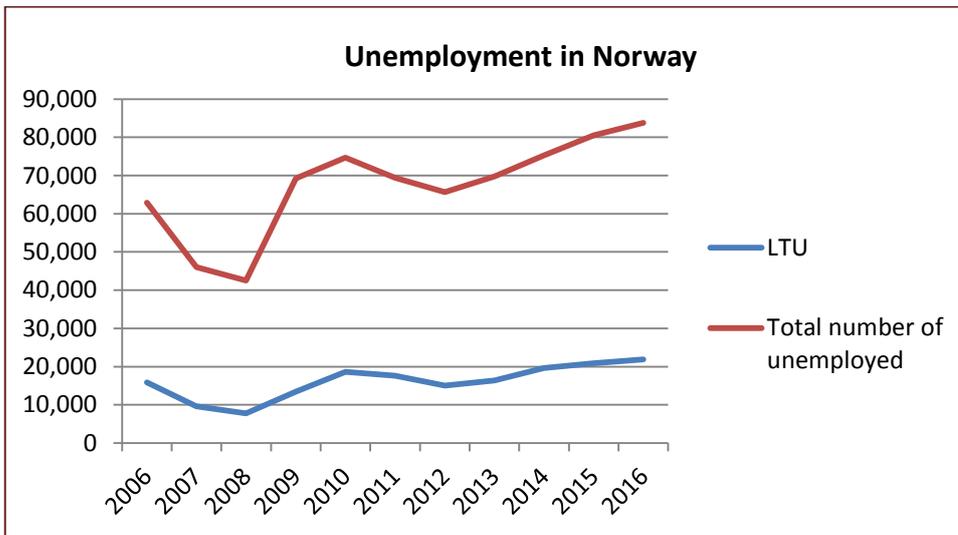
The unemployment rate for the age group 15-24 years was 8,9% in 2010 and increased to 11,1% in 2016. At the beginning of 2017, the unemployment rate is decreasing again and was measured at 9,9% ([Statistics Norway](#), Table 08931).



Source: [Statistics Norway](#), Table 08931

In Norway, LTU refers to the number of people (aged 16-74) who are out of work and have been actively seeking employment for 26 weeks. Different factors affect the unemployment rate. The increase over the past years is partly explained by the double oil crisis in Norway. Double in the sense of a reported fall in oil investments and a fall in the oil price of around 65% since mid-2014.

Approximately 20% of the unemployed in Norway are LTUs. The table below shows the total number of unemployed persons and LTUs in Norway.



Source: www.nav.no

CHAPTER 2.

National strategies

2.1. National strategies to prevent NEET and LTU

A low unemployment rate and a high rate of people, both young people and adults, completing upper secondary education are a high priority in Norway. This is reflected in governing documents, which focus on early intervention and flexible pathways in education. Early intervention is essential to prevent NEET and LTU, and is reflected in both the 2017 and 2018 national budgets (Source: [National budget](#)).

White Paper 20 (2012-2013) *On the right track (På rett vei)* focuses on motivation and the desire to learn, which are both important for increasing learning outcomes. Schools are also obliged to ensure learners acquire basic skills in e.g. reading, writing and maths. Basic skills are essential for further schooling, but also for life mastery and participation in society.

White Paper 21 (2016-2017) *Desire to learn, early intervention and quality in schools (Lærelyst – tidlig innsats og kvalitet i skolen)* also focuses on knowledge and how this is key to the future of both individuals and society. In order to encourage children and young people to want to learn, to be motivated and to experience mastery, everyone involved in the education system should have a desire to learn, to learn from each other and to ensure there is room for testing, mistakes and achievements. The key message is quality in schools and early intervention to prevent later dropouts.

In 2016, approximately one third of apprentices were unable to finish the education they had started due to a lack of apprenticeships (Source: The Norwegian Directorate for Education and Training – [Udir](#)). A Vocational Education and Training (VET) promotion initiative (*Yrkesfagløftet*) was initiated with three main objectives: closer cooperation between schools and the world of work, flexible pathways for VET and increased quality and relevance in education. As a result, the skills needed in the labour market will better match the skills available and young people will have an increased opportunity to realise their abilities through vocational education and training. Several measures have been implemented, such as increased funding for enterprises with apprentices, an apprenticeship programme requirement for public procurements and flexible educational pathways in order to increase the number of qualified apprentices and increased VET relevance in common core subjects.

Guidance is one of the focus areas to prevent NEET and LTU, and an Official Norwegian report - NOU 2016: 7 – *Career guidance for the individual and for society* was published recently. Norwegian society faces several major challenges in the coming years, and this report proposes several measures that aim to meet these challenges by ensuring a lifelong career guidance service is available to everyone. Career guidance is an effective tool for achieving goals related to changes, integration, motivation and completion of an education. Among other things, the report recommends an online guidance platform in order to increase the quality of the guidance in both lower and upper secondary schools.

Two strategies have recently been implemented to increase efforts to prevent NEET and LTU: the National skills strategy ([Nasjonal kompetansepolitisk strategi](#)) and the 0-24 cooperation. The overall goal of the National skills strategy is to ensure the competence of individuals and enterprises, which will give Norway a competitive trade and industry sector, an efficient and well-functioning public sector and decrease the number of unemployed persons. The Government and social partners signed the documents in February 2017 and the partners agreed on the following:

- (a) To facilitate better learning opportunities and good use of skills in the workplace
- (b) To contribute to good choices for individuals and society
- (c) To strengthen the competence of adults with poor connection to the labour market.

The strategy is valid from 2017 to 2021.

The 0-24 cooperation focuses on early intervention, close individual follow-up and good interdisciplinary cooperation across the health, labour and education sectors. The 0-24 cooperation is a cooperation between the Ministry of Education and Research, the Ministry of Labour and Social Affairs, the Ministry of Children and Equality, the Ministry of Health and Care Services and the Ministry of Justice and Public Security on vulnerable people between 0 and 24 years of age. The 0-24 cooperation defines common challenges and promotes joint actions and strategies for better follow-up of vulnerable children and young people. The goal of the cooperation is to increase the number of learners who complete upper secondary education and engage in the labour market. A total of 25 measures will be implemented in the period 2015-2020. The measures are divided into different areas: regulations across sectors, coordination of subsidy management, language difficulties and language training, asylum seekers and the development of the organisation of and cooperation practices between the directorates.

2.2. National strategies for NEETs and LTUs

This section of the article will give the reader a brief overview of governing documents and strategies for NEET and LTU groups.

White Paper 16 (2015-2016) *From exclusion to new opportunities (Fra utenforskap til ny sjanse)* covers measures that will give adults better opportunities to strengthen their skills, increase their opportunities to participate in training and to have education they have completed abroad recognised in Norway. The Government's aim is that individuals shall have competence that forms the foundation for stable and lasting ties to working life. To achieve this goal, the Government will develop a coherent and comprehensive policy for adults with bleak prospects, low basic skills or unqualified competence. Many of the challenges cut across sectors and this paper has been prepared jointly by the Ministry of Education and Research, the Ministry of Labour and Social Affairs and the Ministry of Justice and Public Security.

The Norwegian Labour and Welfare Administration (NAV) follows up the unemployed in Norway and, in 2015, White Paper 33 (2015-2016) 'The Norwegian Labour and Welfare Administration (NAV) in a new era – for work and activity' (*NAV I en ny tid- for arbeid og aktivitet*) was published. The paper focuses on the strategic direction for the development of work and welfare management, and is based on a review of the work and welfare management conducted in 2014/2015. This paper proposes measures to get more people into work and focuses on how NAV offices may get more leeway to adapt services to user needs. The main objective of the labour and welfare policy is to ensure that most people will be able to participate in the world of work.

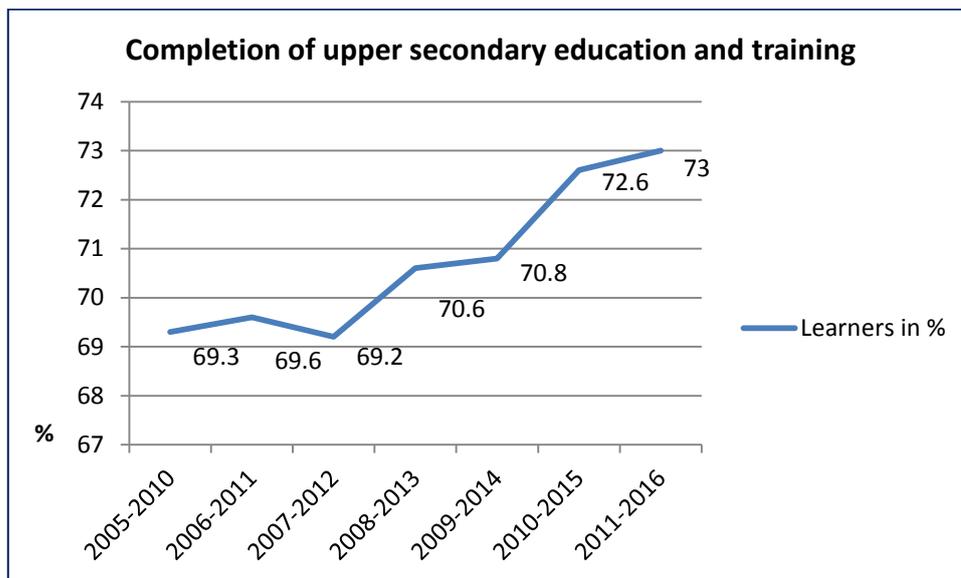
The strategies and governing documents for NEETs and LTUs have resulted in several implementations and pilots which will be highlighted in Chapter 3.

CHAPTER 3.

Strategies to address NEET and LTU

3.1. Preventing NEET and LTU

Seventy-three per cent of learners who started their upper secondary education in 2011 had completed their education and training within five years ([Statistics Norway](#)). The comparable figure for learners who started upper secondary school in 2010 was 72,6% ([Statistics Udir](#)). This year's result is the highest since Statistics Norway commenced registration 17 years ago. The diagram below shows the development of learners completing upper secondary education and training from 2005 to 2016.



Source: [Statistics Norway, Table 09253](#)

However, 27% of learners do not complete their education, and measures to prevent dropouts and increased completion of education have resulted in different pilots, implementations, flexible pathways and enhanced post-secondary non-tertiary VET education.

A programme for enhanced completion of upper secondary education and training has been initiated. The programme initially started as a project in 2010. The priority is to get more learners to complete and pass their courses. An important step has been to establish a long-term collaboration between the central government, county authorities and municipalities. Effective tools to

prevent students from dropping out or to help them return to school have been developed and implemented.

A systematic cooperation between municipality and county municipality about a close follow-up of poorly performing students has been developed. Additionally the cooperation between the county municipality and NAV has been enhanced and common goals for enhanced completion in upper secondary school has been set up. There are two target groups: students at risk of not completing their upper secondary education and young people between the ages of 15 and 21 who are neither studying nor working. The programme includes national, regional and local measures, and research will play an important role in identifying which measures work best.

One measure is the introduction of a new school absence limit at upper secondary level. The school absence rate has been decreasing for the past three years ([Statistics Udir](#)), but to further improve and maintain this progress a new absence limit was introduced in upper secondary schools in August 2016. Its purpose is to motivate learners to make continuous effort, to prevent school absence and increase completion of upper secondary education. There is a distinction between documented and undocumented school absence. All undocumented absence will be visible on the certificate and will count towards the absence limit. Absence of up to ten documented school days (no single hours) per school year may be erased from the certificate. If the student has used up this quota, documented absence will also be listed as absence.

If a learner has more than 10% undocumented absence in a subject, he or she will generally not be entitled to receive a mid-term assessment or a final assessment. In special cases, the school principal is allowed to adjust the absence limit.

The first official results of whether or not the absence limit has been a success will be available in autumn 2017.

According to projections from Statistics Norway, there will be a great need for skilled workers with craft certificates in the future. The same projection indicates a future surplus of people with academic backgrounds ([Statistics Norway](#)). At the same time, there is a gap between labour market needs and the educational choices made by young people. Vocational education programmes largely reflect the wishes of the pupils rather than the need for expertise in the labour market. Too many young people end up with qualifications in low demand or start a vocational education programme in which few apprenticeships are available. The first steps towards meeting this challenge have been made, and the Norwegian Directorate for Education and Training completed a review of the available VET programmes in August 2016, with recommendations and amendments for achieving early specialisation for learners. This may contribute

to motivating learners and to learners taking more relevant training for the chosen trade, and contribute to an adaption between craft and journeyman's certificates and the labour market's need for skilled workers both today and in the future.

The Norwegian Government has an increased focus on vocational colleges. In May 2017, several measures to strengthen vocational college education were agreed upon. It will be easier for students at post-secondary vocational colleges (ISCED level 4) to continue their education at a university college or university. The most important measures to make post-secondary vocational education more attractive as a fully equivalent profession-oriented alternative to university and university college education are:

- (a) a development fund of NOK 35 million,
- (b) the right to be part of a student welfare organisation,
- (c) better transitions to study programmes at universities and university colleges,
- (d) new grant schemes for vocational education,
- (e) mapping and raising the competence of vocational college teachers,
- (f) better knowledge about vocational education,
- (g) a new national admission system,
- (h) three-year vocational education in special cases.

Many people who complete upper secondary education in Norway are adults, who have children to look after and loans to pay, and there is therefore a need for flexible educational pathways. In 2016, 25 192 persons completed a craft certificate, 45% were adults aged 25 or more (source: [Udir](#)).

Flexible pathways for adults are under development and a pilot for module-based training in selected VET courses at upper secondary level will start in 2017. The expected duration is three years and the scheme will make VET more available for adults through the flexible and tailored VET system.

A pilot enabling adults to take a trade certificate at work has already been tested. The scheme aims to give adults increased opportunities to strengthen their skills, increase their opportunities to participate in training and recognise already acquired competence. Five county authorities participated in the pilot testing, with good results. The scheme is out on public consultation and a proposal will be presented to the Parliament in autumn 2017.

Young people also need flexibility. Many learners change their minds regarding their choice of upper secondary education and wish to transfer from VET to general education or vice versa. After the second year at upper secondary, it is possible to transfer from VET to general education and gain a university and college admissions certificate. There are very few learners who go the opposite way. In today's system, learners who want to transfer from general

to VET have to start from scratch. As a result of White Paper 20 (On the right track), the Norwegian Government will make it possible for more learners to choose VET, including learners who have started general upper secondary education. The Directorate for Education and Training has been assigned the task of developing a transfer pathway from general education to VET. A consultation presenting a specific model was published on 24 February 2017. The deadline for the public consultation is 24 May and regulations are scheduled to enter into force in August 2018.

Both pilots have their origin in White Paper 16 (2015-2016).

A pilot project called Certificate of Practice (*Praksisbrev*) was integrated in the education system from autumn 2016. This is a two-year, practical programme which combines career-oriented Norwegian, maths and social science with work training in an enterprise. The learners follow the same curricula as apprentices but have fewer targets. The county authorities are obliged to offer a certificate of practice for at least one vocational programme. The certificate of practice model may also be an option for adults with less formal education and fewer opportunities to complete the regular 2+2 model (two years of school-based learning and two years of apprenticeship). The county authorities are instructed to give priority to young people with rights as a young person (*ungdomsrett* – the right to three years of upper secondary education) during admission. This scheme was introduced as a measure to reduce dropout rates and has been a great success. In 2014, seven out of ten young people were employed after completing the certificate of practice ([NIFU report published 27 Aug. 2014](#))

To prevent dropout from working life deriving from poor basic skills, the Government launched CompetencePlus (Kompetansepluss), a programme aimed at developing basic competence for working life, in 2006. The overall aim is to give adults the opportunity to acquire the basic skills they need to keep up with the demands of and changes in modern working life and civil society, and to encourage them to achieve further educational goals. The awarded funds are to be spent on courses in reading, writing, mathematics and basic ICT. From 2015, the programme was extended to include funding for Norwegian language courses.

As the flexibility and variety of the education system increase, both for young people and adults, there is a great need for career guidance. There are public career guidance centres across Norway and they offer free career guidance and job search assistance to everyone over the age of 19. The goal is for users to get to know their personal qualities, interests and competencies and to make well-informed choices regarding education, training and work. The centres work with competence-raising advisers in the education system and NAV. Learners in upper secondary education have an individual statutory right to receive

necessary guidance. This right is enshrined in the Education Act Section 9-2. There is also a follow-up service that provides guidance to young people who are not in education or work.

3.2. Recovering and reintegrating NEET and LTU

A total of 7,6% of young people with the right to upper secondary education were not in education, employment or training as of February 2017 (Source: [Statistics Udir](#)). Young people are a prioritised group for several initiatives in the field of Norwegian labour market policy. One important policy measure is the Youth Guarantee (*ungdomsgaranti*). The guarantee ensures that young people under the age of 20, who are not in employment, education or training, have access to labour market measures. People in this age group have often not completed upper secondary education. Accordingly, the follow-up of the guarantee is often a cooperation between the county authorities (responsible for upper secondary education in Norway) and NAV, in order to increase the number of young people who complete upper secondary education.

For unemployed young people in the age group 20-24, the guarantee means that an activity plan is prepared within one month of NAV's decision that labour-oriented assistance is required. The activity plan is to be prepared by the NAV supervisor in cooperation with the user, and shall contain measures that enable the user to enter the world of work. The activity plan may contain measures, means of employment and welfare management, but may also include services from other service providers if necessary to reach a job goal. The youth guarantee is provided by NAV.

New regulations, which will take effect from August 2017, extend the right to upper secondary education for young people who have dropped out of school. Today, young people have the right to upper secondary education and training within a timeframe of five years. If they do not complete their training within this timeframe, they must wait until they are 25 before their right to upper secondary education is renewed.

The worst case scenario under the current regulations is that young people may have used up their right to upper secondary education by the time they are 21 and must wait up to four years to be entitled to a further right to education. Such a delay can lead to young people not completing their education and training.

The new regulations will make it easier for young people who drop out to restart their education.

3.2.1. The Outreach Service – NEET

People who are not registered in the education or labour system are contacted by the outreach service, run by the county authorities (municipalities). The outreach service conducts preventive and outreach social work among young people, offering conversations as well as help and support to get in touch with the right legal authority, depending on whether the young people's challenges are in relation to work, school, drugs, housing or similar.

The outreach service's contacts work preventively among children and young people, with outreach as the work method. Their main objective is to seek out young people who need support or assistance, but who receive inadequate or no help from other support institutions. The intention is to establish contact with the young people at the earliest possible stage, and encourage them to take up alternative activities or to seek help or treatment.

The outreach service contacts young people in youth groups in city centres, shopping centres, train stations, traffic hubs, petrol stations and fast food restaurants etc. where young people hang out.

The outreach service cooperates with youth clubs and schools, child welfare services and school health services, health centres for young people and their families, and the police. The outreach service is organised regionally.

The outreach service team are professionals and they follow up young people on an individual basis (direct contact) and run different group activities (for example separate groups for girls and boys, conversation groups and activity groups). The outreach service communicates with young people, guides them to the relevant authorities if necessary and arranges different activities. The work of the individual outreach services differs in line with the size and resources of the outreach service and local conditions. Topics that young people broach with the outreach service vary, and may include:

- (a) crime,
- (b) violence and abuse,
- (c) family and friends (conflicts, concerns),
- (d) sexuality,
- (e) school, education and work,
- (f) residential issues,
- (g) racism and discrimination,
- (h) mental problems and disorders (e.g. eating disorders, anxiety, suicidal thoughts).

Through the outreach service, the young people at risk are contacted at an early stage. The contact is individually adapted. The different county municipalities have more information about the regional OT service. It is a low-

threshold service for young people, with great emphasis on accessibility for the users and with an un-bureaucratic and flexible working method. The outreach service is updated on different youth trends and potential risk factors enabling the outreach service to address these topics, inform the young people and tell them about possible consequences.

More and more municipalities in Norway are now starting up an outreach service as they see the benefits of supplementing their regular services with outreach activities in the youth communities. Fieldworkers' continuous contact with various youth environments enables the municipality to initiate corrective actions at an earlier stage and implement preventive measures that can reduce and stall negative developments before the extent of damage becomes too great. Good youth work will both improve the life of the individual and save the municipality from having to implement expensive measures at a later stage.

3.2.2. Follow-up of LTU

The follow-up of an unemployed person in Norway starts with their registration in NAV. Once registered, NAV provides several services to unemployed persons where the following goals are defined:

- (a) more people active and in employment, fewer people on benefits,
- (b) a well-functioning labour market,
- (c) to provide the right services and benefits at the right time,
- (d) to provide good quality services tailored to the users' needs and circumstances,
- (e) comprehensive and efficient labour and welfare administration.

NAV's schemes are flexible and can be tailored to individual needs for qualifications and vocational training. In order to participate, one has to be registered as a jobseeker. NAV provides several services to the unemployed such as status clarification, wage subsidies and work-oriented health care.

It is especially important that young people quickly return to an activity that can help them out of a passive existence. From 1 January 2017, recipients are subject to an activity obligation in order to receive social security benefits if they are under 30 years of age. The purpose is to strengthen the social assistance recipient's opportunities for transition to work, education or self-sufficiency from sources other than financial benefits. It helps to motivate and encourage the recipients of social assistance to break away from a challenging life situation. The activity may include:

- (a) low-threshold activity measures for recipients whose goal is to return to work,
- (b) different degrees of organised skills development or qualifying measures,

- (c) work-oriented activities for people with work ability, but who need to maintain their competence in anticipation of a suitable employment offer.

The activity obligation does not apply if this activity is not considered realistic.

The Social Services Act provides a precedent for reducing benefits in the event of violation of the rules. Other consequences may also be considered. The reason for the violation of the activity obligation shall be included in the assessment.

CHAPTER 4.

Practices

4.1. Practices for adults

NAV enters into agreements with different enterprises in Norway with the aim of qualifying adults for employment.

Fretex (www.fretex.no), established in 1905, helps people to get or to retain a job. *Fretex* is owned by the Salvation Army in Norway and is a non-profit organisation. Ten per cent of the turnover is used to finance other social activities organised by the Salvation Army. This amounts to approximately NOK 28 million annually. *Fretex* is the largest second-hand chain store in Norway and collects used clothes and textiles and organises the destruction of confidential documents and data.

Fretex offers in-house training (KiA) for unemployed persons who lack experience and qualifications. Unemployed persons have to be registered at NAV in order to join the programme. Every year, approximately 500 people gain employment after completing one of the programmes run by *Fretex*. The training may be in the form of work experience, or in combination with courses and/or school.

Each participant has an individual activity plan, and a variety of internal courses are available such as job search, sales and customer care, logistics or finance. It is also possible to do job shadowing or work training in other enterprises. In such case, *Fretex* remains the employer and is responsible for follow-up and salary.

Job consultants follow up both training and job search. If the goal is a trade or journeyman's certificate (EQF level 4) *Fretex* cooperates with relevant apprenticeship training offices and also with upper secondary schools or other relevant course providers.

The participant is temporarily employed by *Fretex* with an employment contract specifying salary and other working conditions. The maximum duration is two years, but this may be extended if the participant wants to pursue a trade or journeyman's certificate. Since 2012, *Fretex* offers a job guarantee for the participants in KiA, which ensures the job applicant will receive at least one relevant job offer by the end of the KiA period. The guarantee applies only when the participants commit themselves to conducting activities according to their individual agreements such as courses, guidance and work training in and outside *Fretex*. They must also be active jobseekers. The guarantee is a

possibility offered by *Fretex*.

<https://www.abcnyheter.no/penger/2012/09/11/158734/fretex-innforer-jobbgaranti-personer-pa-attforing>.

NAV also cooperates with county authorities on the upskilling of those who need a qualification to get or retain a job. The county authorities offer labour market courses (AMO), which are short, vocational courses and are often a combination of practical and theoretical training, and may include work training in an enterprise. The courses qualify the participants for available jobs. The course provides formal competence in the form of a certificate or certificate of competence and the availability of courses depends on local labour needs. The course is offered to jobseekers over the age of 19, it is executed during ordinary working hours and lasts between one week and ten months. The courses may combine formal VET curricula and work training. Child and youth worker, health worker, pharmacy worker and logistic operator are examples of VET certificate courses.

Participants must be registered as jobseekers and NAV evaluates the person's employability upon admission.

Jobseekers with immigrant backgrounds must document satisfactory Norwegian language proficiency before applying for a course. New courses start every six months, with registration in November/December for courses starting in spring the following year.

NAV may also provide support for ordinary education, especially for vocational training for persons who are not entitled to education in the education system, and education for persons over the age of 22 with reduced work capacity.

4.2. Practices for NEET

Young people who are neither in work nor in education have poorer health than their peers. One in five attends a psychologist or psychiatrist and many struggle with different symptoms and ailments, according to Statistics Norway. It is important to reach out to this group and reintegrate them in work or activity. The county authority organises a follow-up service (*Oppfølgingstjenesten* – OT) that works with and for young people who are entitled to upper secondary education up to the age of 21. The follow-up service contacts young people if they:

- (a) have not applied for upper secondary education,
- (a) have not received an apprenticeship,
- (b) have dropped out of training before it is completed,

- (c) are not working,
- (d) have lost the right to training as a result of being expelled from school for the rest of the school year or termination of an apprenticeship contract.

The follow-up service supervises everyone in this target group and establishes contact with every single young person in the target group with the aim of guiding and following them up. They are identified through the criteria listed above and registered in statistics (www.statistikkportalen.udir.no). Professional workers from the follow-up service contacts them and

The OT service advise the youth based on the individual youths need and interests.

Additionally they guide about information on training, work or educational possibilities, or a combination of these. The training should, if possible, lead to a general education qualification, VET qualification or basic competence. They also arrange internships or work.

The follow-up service cooperates with county authorities, municipalities and other institutions responsible for young people. The follow-up service can also be contacted directly. The nearest upper secondary school or admissions office has the address and telephone number of the local follow-up service.

In June 2016, the number of young people enrolled at OT declined by 3,6% compared to the previous school year. Almost 50% of the young people enrolled were in some sort of activity (work, combination of work and education or other) in June 2016 ([Statistics Udir](#)).

A local alternative available through the OT service is Hyssingen Production School, which is the first production school in Norway. The school opened in 2015 and is located in Bergen, Hordaland. Hyssingen Production School is financed by Hordaland County Authority and is inspired by the Danish production school model, where the purpose is to reduce the dropout rate in upper secondary education. The primary goal is to motivate and qualify young people to return to regular upper secondary education. A second goal is to encourage young people's transition to employment.

The target group at Hyssingen Production School is young people between the ages of 16 and 21 who have dropped out of school or have not started upper secondary education. They may stay at Hyssingen for up to one year, and applications to attend Hyssingen are submitted through the OT service.

The school has capacity for 45 learners and admission is continuous throughout the year. The learners do not use their right as a young person to three years of upper secondary education while attending Hyssingen.

Hyssingen has four different workshops with real production, supplying goods and services to external customers. The learners gain work training,

develop personal qualities and social skills. All pupils in Norway have the right to guidance and career development support at upper secondary school. The production school is a possibility for those who need to find a direction and exploit their own potential in an inclusive environment. The learning at Hyssingen is tailored to each individual's needs and future plans.

Statistics from 2016 show good results, 38 young people completed their year at Hyssingen Production School. Eighteen of them continued in ordinary education or work and eight were recommended for mental health treatment.

CHAPTER 5.

Summary

The strategies, measures and practices above illustrate the core issue of Norway's ambition to include everyone and prevent individuals from falling out of the system permanently. In the national strategies to prevent unemployment, dropout and the follow-up of NEET and LTU, there is close cooperation across sectors with a focus on early intervention, preventive measures, flexibility in the education system and individual adjustments.

Young people are a priority group for several initiatives in the field of Norwegian labour market policy and public services are established for outreach to NEET individuals. They are identified and contacted and individual plans for their reintegration in education or employment are developed in cooperation with advisers.

A similar approach is established for LTUs where individual tailored activity plans for reintegration in education or employment are planned together with professional advisers.

Both examples use work training as a means to reintegrate individuals into society. The individuals develop both social and vocational skills through real production and cooperation with peers. The successful reintegration or prevention of dropouts from education or employment benefits both the individuals and society.

The strategies and measures mentioned in this article show the importance of cooperation across sectors, implementing preventive work at an early stage and long-term planning.

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Acronyms

Udir	The Norwegian Directorate for Education and Training
NEET	Not in Education, Employment or Training
LTU	Long-Term Unemployed
NAV	The Norwegian Labour and Welfare Administration