

Project Document N°2

**TVET Local and Regional Dynamics
in Chile. A Governance Approach**

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Introduction

Along with acknowledging the importance of the globalisation influence in the formulation of national policies, the project aims to understand how different socio-economic and institutional structures together with the coordinated action between actors may contribute to the configuration of expectations and aspirations of young adults and their educational-work pathways on local/regional levels.

We aim to recognise the interaction and complementary nature of the TVET policies and the formulation of policies with other sector policies in their regional/local contexts and actor's actions. On that sense, the analysis of local governance forms and opportunity contexts where TVET students pathways are embedded in specific regional and local contexts, represent a way to visualise the TVET implementation in Chile and its future projections.

Context of the research

- One of the main characteristics of the TVET offer in Chile is the broad range of available specialisations. At present, there are 34 specialisations, grouped in 15 sectors. Although this range shows some heterogeneity, the offer is greatly concentrated. The data show that the enrolment is highly densified in the areas of administration and commerce as well as in technology (MINEDUC 2008)

This distribution has regional particularities, meaning that certain communities concentrate a higher proportion of enrolment based on their productive and extractive characteristics. It should also be noted that the enrolment rates per sector have changed over time, answering to the market dynamics and their interrelationship with the increase or decrease of demand. For instance, economic sectors such as hospitality and tourism, and social programs and projects had a significant increase during 2004-2008 (46.9%

and 33.7% respectively). while sectors such as tailoring and mining experienced a considerable decrease in the same period. (MINEDUC, 2013: 10)

- The work employability indicators by economic sector reveal important differences. According to the ministry figures, the graduates of programs focused in the agriculture-livestock sector have the highest employability followed by graduates from the construction, metal-mechanic, electricity and mining sectors. In turn, the income of mining sector graduates are considerably higher, followed by graduates from programs in the metal-mechanic, electricity, maritime and the chemical sectors. (MINEDUC, 2013: 41)
- Another significant trend, related to the offer of the non-university tertiary educational system, is the sharp concentration of enrolment in a reduced number of institutions. According to official data, in 2010 fifty-one percent of the Technical Training Centre (TTC) enrolment was concentrated in 2 institutions, 52% of the Professional Institute (PI) students attended 3 educational organisations. Moreover, 10 PI over 43 concentrated 86% of the enrolment. (MINEDUC, 2013: 56)
- At the governance level, one key aspect of the TVET secondary education is the lack of integration of the TVET institutions' offer both in curricular as well as in organisational terms. "The lack of continuity and lack of coordination between the secondary education curricula with higher education have a negative impact in the educational transitions and the social mobility perspectives" (CINDA, 2011, en Domínguez, Farías, Torre, Díaz y Santander, s/f). There is not a coordinated system in terms of curricula that makes credit transfer possible or that recognises previous learning. This is true both for formal and informal education. As expressed by Gaete and Morales (2011), there are little incentives to transfer credits, due to the high costs involved.

Some coordination efforts have been made, such as the Program *Chile Califica*, through the line *Redes de Articulación de la Formación Técnica* (TVET Coordination networks). However, the evaluations show that it has not been possible to establish an institutional framework to set the TVET pathways between the secondary and higher educational level. (DIPRES, 2009)

In turn, by Law 20,267 the *Sistema Nacional de Certificación de Competencias Laborales*, (National Certification System of Labour Skills, or SNCCCL) was created with the purpose of promoting the formal recognition of workers' skills. These certifications were intended to be awarded regardless of how such skills were acquired and did not consider whether the workers had a degree obtained in formal education institutions or not. (MINEDUC, 2013, 56) However, to date there is no information about its implementation.

We can then state that even though there have been some experiences of coordination between institutions, these isolated cases are "the result of the institutions to open the study perspectives for their graduates in the case of TVET secondary educational institutions or to increase the enrolment rates in the case of TCC and PI". (MINEDUC, 2013: 63)

- With the purpose of advancing in institutionalism matters, MINEDUC is currently preparing a National Policy Proposal for TVET, whose goal is to develop a TVET system *coordinated both vertically (trades, secondary education, TVET higher education) and horizontally (Education, Training, Certification)*. One of the main actions of this policy is the development of a *Skill Qualification Framework for TVET recognised by the Education, Training and Certification of Work Skills Systems*. (MINEDUC, 2015). In addition, there are plans to establish state TTC institutions at regional levels and technology innovation centres to foster regional development.

Research questions

Who are the main actors involved at regional and local levels in TVET? Which are their normative orientations (interests, reference frameworks)? In which ways the actors involved coordinate their actions? Which are the main barriers and opportunities for the development of agreements/coordination efforts? What differences can be identified when analysing the opportunity contexts where transitions and educational-work pathways are embedded for TVET students in three different regions in Chile?

Research objectives

Know and understand the governance dynamics of the pathways and transitions of TVET students in socio cultural, and regional /local economic contexts

Specific objectives

- Identify the actors, institutions, structures and activities related to TVET in local and regional interaction contexts.
- Understand the actor orientations (interests, frames of reference) and their power of influence in TVET governance dynamics in local contexts
- Analyse the type of coordination efforts between actors in the implementation of governance of the pathways and transitions, in socio-economics and institutional framework previously defined.
- Understand the main barriers and opportunities for the development of agreements/coordination efforts between these actors.
- Compare the opportunity contexts at the local level where TVET students' educational-work transitions are inserted.

Theoretical perspective

As a theoretical and analysis perspective, governance offers the opportunity to analyse the interaction between different actors, at different levels, with different

commands, skills and levels of power. (Parreira do Amaral, 2016: 2). Its outlook is not in the actors, but in the social coordination centred in the institutions, focusing not only in the effects of the different ways of organisation but also in the discourse. (Walther, Parreira do Amaral, Cuconato, Dale, 2016: 22).

Its analysis in the education scope entails an outlook about how the pathways are ruled by structural regulations and the actors, deepening the interplay between personal agency, socio-economic conditioning factors and cultural and institutional elements. (Walther, et al, 2016: 33). From Mayntz perspective (2004) governance means the concurrence of all collective regulation systems: from civil society's institutional self-regulation, state action, to different ways of cooperation between the state and private actors. To achieve this, addressing governance comprises the discourse, the interaction and the coordination between actors, along with governance mechanisms and levels.

The interaction between the different levels can be plotted as follows:

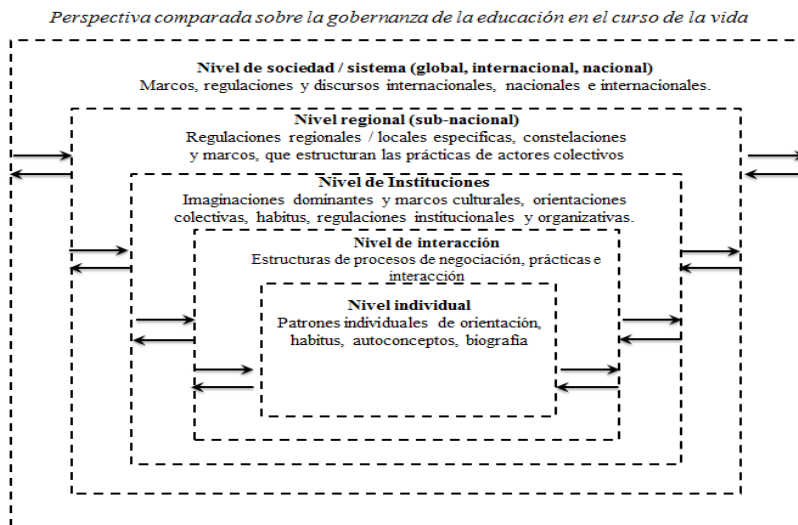


Figura 1.1 Modelo para el análisis comparativo multinivel

This perspective makes possible to identify the structures and main actors involved in the governance of transition systems and their orientation (interests and reference frameworks). It seeks to analyse the actors' capacity to have an influence over the policies, the formulation of the policies themselves and the coordination levels between the government different areas and scales. It also makes possible to focus the approach to other types of coincidence/ lack of adjustment. (Parreira do Amaral, 2016: 4)

Analysis carried out from this perspective (Dale, Kasepov, Rinne & Robertson: 2016), have shown that governance works in different ways in different countries, according to the different priorities and educational purposes. The dominant discourse has an impact in the concentration of government actions. However, the links between national and local markets and the schools, although homogeneous in appearance, are unique and complex in their specificity. Taking into account this complexity, its study implies to analyse how the educational institutions conceptualise and organise the pathway transitions, - either actively or passively- in connection with the governance forms they are based on (Dale, et al, 2016; 57-58)

Therefore, in order to address this topic it is necessary to study the financing mechanisms, the property, the different ways the public and government- owned spheres are shared with others, the activities performed by different actors and institutions (state, market, community and home/family) and the observation of the implicit vertical or spatial divide. This leads us to the analysis of the administrative levels of governance, comprising the supra or international level, the national, regional/ sub-national and local levels, seeking to understand how the current institutional configurations and dependency relationships can yield differentiate impact/results (Parreira do Amaral, 2016: 3-4)

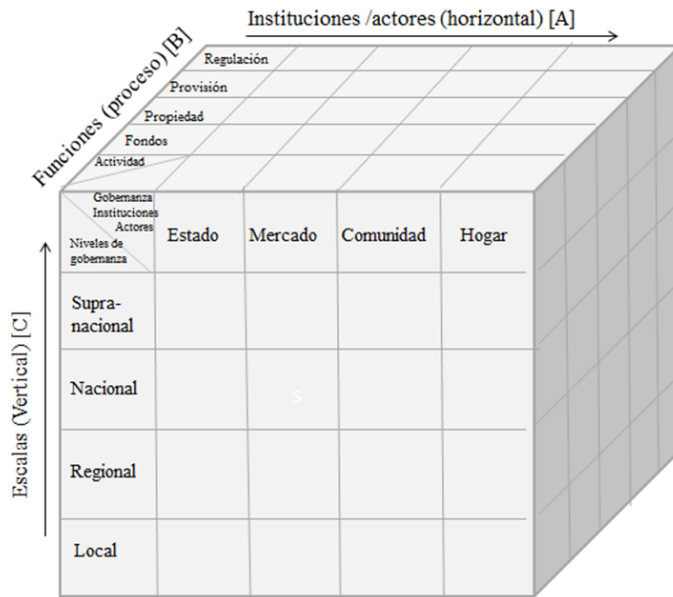


Figura 3.1 Actividades, Instituciones y escalas en el gobernanza de la educación

To perform the analysis it must also be clarified that the different configurations between actors, institutions, functions and activities carried out in different levels and contexts, shape out different *opportunity structures*, where the youths' pathways are embedded and transitions are commanded. The legitimation of certain narratives and discourses, form the current and future developments, through the canalisation of ideas and organisational and financial efforts. (Dale, Kasepov, Rinne, Robertson, 2016; 57-58)

These opportunity structures shape the conceptions of what is desirable (and not) the possible and the feasible, starting from assumptions about the way of speaking and thinking about something or acting upon. This can be understood as a set of rules, regulations, institutions, conventions, practices and discourses that restrain or promote a certain group of actor to perform certain actions. (Dale, et al, 2016; 64)

It is worth noticing, as mentioned by Jessop (2001) that the institutionalism of the opportunity structures has micro foundations and macro contexts. They are founded in individual activities, organisational and inter organisational, but they are also integrated in institutional orders that are functional and differentiated (Dale, et al, 2016; 72-73)

Deepening the study of these structures and particularly, the description of the characteristics of the labour markets and configuration of educational offer in local contexts will make possible to contribute to the understanding of governance of transitions and pathways. As Furlong, Biggart & Cartmel (1996) describe, in order to understand how the opportunity structures impact the youth transitions, it is necessary to have empirical evidence of how opportunity structures, more specifically, how the local contexts and their economic and employment configurations promote inequalities.

Analysis Categories

Next, we describe some of the most relevant categories of this study. These are a re elaboration of the dimensions developed within the framework of the "Comparative Analysis Skills Supply and Demand" from Project Young Adulllt (2017):

- (a) Political orientation: The actors that take part in local governance have different interests and needs. Therefore it is necessary to map the actors involved in local governance, identifying their interests and orientations.
- (b) Coordination level: Governance implies the coordination of actions between different actors. It is therefore relevant to understand how they do this. The relationship between the central government and the scope of market or public participation must be explored (Hodgson & Spours, 2012). Second, the ways of coordination between actors at the local level, identifying the existence of

liberal, government markets, sectioned or coordinated models. (see Project Young Adults, 2017)

- (c) Coordination mechanisms: Regardless of the coordination level between central and local authorities, leadership may take different types of coordination. Consequently, it is important to understand the mechanisms that take part in the coordination and the competences and influences used to coordinate such governance of transitions and pathways.

Methodology

As mentioned before, the investigation will focus on the governance of TVET youths' pathways and therefore in the orientations of the actors involved, the activities performed and their mechanisms and degrees of coordination. We will carry out case studies in three regions: Antofagasta, Valparaiso and Metropolitan Region .

In order to focus the analysis, the research will be carried out in certain productive sectors on the territory, namely the mining sector in Antofagasta, port sector in Valparaiso and industrial and telecom sectors in the Metropolitan Region. These regions and areas have been selected because they represent dissimilar sectors in terms of development and coordination levels.

In the case of Antofagasta, the analysis of this region is relevant due to the dynamic characteristics of its economy and the different ways of interaction and coordination between the private world. Given the importance of this sector in the country's economy, their actors have carried out coordination activities for decades. In addition, this is a key sector in the policies of the country and highly influential in the economic and productive national development.

The port sector will be analysed in the Valparaiso Region. This category was included due to its significance in the country's economic exchange as well the relationship

with international markets that entails. This productive sector has a high presence in the regional TVET offer. Here, we previously identify some coordination actions between production and educational institutions and between the public and private sector that are different from efforts observed in other sectors and regions.

In the Metropolitan region, we will follow two approaches. First, we will analyse the governance dynamics in the IT sector. This area has recently started to set out coordination actions between public-private entities. Additionally, we will analyse two secondary educational institutions under *administración delegada* management (state-owned institutions managed by private organisations), from the metal-mechanic sector. The objective is to recognise the particular characteristics of the coordination efforts undertaken by these educational institutions, in a dynamic territory and with high heterogeneity of activities.

For the case analysis, we will review documents of local development policies and interview several actors. In addition, we will analyse some orientation and supporting mechanisms for transitions and youth pathways on the regional, municipal and secondary educational institutions levels.

On a preliminary stage, we plan to interview local actors involved in the governance of educational transitions and pathways, namely: educational and labour government institutions, (provincial departments of education, labour and economy ministries); actors involved in productive development (entrepreneurs and workers), development aid associations such as CORFO, third sector institutions (i.e Fundación Chile and other related institutions), labour intermediation organisations, higher education institutions and secondary educational institutions.

To select these actors, we will employ local actor maps, looking to collect data to complete the following categories:

Name of the institution or actor	
Nature of the institution (public, private, third sector)	
Institution level (supranational, national, local, etc.)	
Description of the institution (mission)	
Involvement in mechanism/policies that support TVET students' transitions and pathways	
Relationship with other actors	
Coordination mechanisms:	
Other relevant information	

Source: Work Package 6: Comparative Analysis Skills Supply and Demand. Working paper Young Adullt

To generate the map of actors we will employ different sources: websites, institutional documents, in-depth interviews with informants actors (snowball method)

Once the map of actors has been outlined, we will deepen the study of their experiences' particularities, meaning the contexts where the interactions develop. Through these activities we will seek to discover the argumentations and principles as well as framework that guide the actions of the participants. To collect data about discourse in-depth interviews will be conducted, that will supply information about the perceptions, opinion, practices, attitudes and expectations, seeking to gather the maximum possible heterogeneity of discourses or opinions based on the analysis dimensions previously set.

The analysis of interviews will be intended to characterise the actors' predominant discourse in their respective contexts and know their practices. This information will

be complemented by secondary sources to better understand the existing context and institutional mechanisms.

The analysis of the material comprises the development of the following steps: (a) Initial categorisation: At this stage we will look for common features and record conceptual notes to serve as a general framework according to the objectives set for this research. The codification process will foster not only the discovery of the categories but also their properties and study dimensions. (b) Integration of categories and properties A second step will be to organise increasingly the coordination of the different components, seeking for their internal coherence and conceptual integration and (c) Finally, the last step is to structure a comprehensive model, built up from a discourse of discourse. The purpose is to provide interpretative answers to the matters of interest summarised in the objectives, outlining the main discourse orientations related to governance of pathways in TVET secondary education.

Analysis Dimensions

To address the research's complexity, we will develop an inductive model, taking into account a governance analysis based in four relevant axis of analysis over which consistent empirical information will be collected. The axis of analysis are: (a) context; (b) discourse regarding TVET objectives and orientations; (c) ways and levels of current coordination: description of educational offer, demand, activities, functions, roles of private and public entities. Here, we will seek to identify the types of horizontal coordination (at secondary education level) as well as vertical coordination (related to the higher education offer and the educational market). Finally, (d) coordination mechanisms, type of relationship and coordination systems between actors.

The analysis axis and dimensions are summarised in the following table:

Preliminary Model of TVET Governance Analysis in local/regional spaces

Axis of analysis	Investigation areas
Context	<ul style="list-style-type: none"> • Social and economic dynamics • Regulations • Local development policies
TVET policies discourse	<ul style="list-style-type: none"> • Discourse about the pertinence of the educational offer. • Assessment of the educational model and its impact in the student pathways (tension between education for work/ pursue of higher education; tension between acquisition of knowledge/ development of skills) • Perception about future projects and pathways after graduation
Coordination (orientated towards governance of pathways and transitions)	<ul style="list-style-type: none"> • Ways of coordination: Existence of liberal and state markets, sectioned or coordinated models • Type of link or coordination between the educational and the labour worlds (horizontal and vertical coordination) • Roles and functions of the actors involved • Relevance of the institution adherence to technical education
Coordination mechanisms	<ul style="list-style-type: none"> • Type of coordination between actors of local productive actor's networks • Institutionalism of coordination mechanisms (formal and informal relationships) • Competences and influence in use to coordinate the governance of transitions and pathways. • Relevance of coordination mechanisms between actors of local productive actor's networks

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