



Leaving education early:

putting vocational education
and training in centre stage



DENMARK

Introduction

This is one of the 15 country fiches that have been developed as background material to the Cedefop study:

Leaving education early: putting vocational education and training centre stage.

[Volume I: investigating causes and extent](#)

[Volume II: evaluating policy impact](#)

The publication was produced by Cedefop, Department for learning and employability, under the supervision of Antonio Ranieri.

Irene Psifidou, Cedefop expert, was responsible for the publication and research conducted under the 'Early leaving from education and training' project from October 2013 to July 2016.

Country fiches have been developed and drafted on the basis of desk research and interviews conducted between 2014-15 by ICF consulting services with national stakeholders, social partners, companies, VET providers and practitioners as well as learners who provided country-specific information. They have been validated by selected interviewees ⁽¹⁾.

Country fiches are available for: Austria, Belgium-Fr, Germany, Denmark, Estonia, France, Hungary, Ireland, Italy, Luxembourg, Netherlands, Norway, Poland, Portugal and United Kingdom.

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Please note that this is an unedited version.

⁽¹⁾ The detailed methodology as well as an anonymous list of all interviewees, including information on country, organisation and job position/role, is available on request. Please contact Cedefop expert in charge Irene Psifidou: rena.psifidou@cedefop.europa.eu

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1. Definitions applying in national and regional context

Questions	Answers
<p>What is the national definition(s) of early leavers from education and training:</p> <p>Who are classified as early leavers from education and training?</p>	<p>The Ministry of Education's definition of early leavers refers to people who do not complete an upper secondary education.</p> <p>To measure the scale of dropping out, the Ministry uses the following definition:</p> <p>(a) drop-out with reselection; and</p> <p>(b) drop-out without reselection.</p> <p>'With reselection' only applies if the student chooses another programme within the same type of education; i.e. if a VET student enters a new programme in general upper secondary education, this will be shown as drop-out without reselection. Also, whether reselection of a VET programme is statistically reported as drop-out differs between the basic and main course, and depends of the length of study interruption period:</p> <p>(a) in the basic course an interruption of less than 7 months is not recorded in the final statistics; and</p> <p>(b) in the main course an interruption of less than 17 months is not recorded in the final statistics.</p> <p>Therefore, VET students with less than 7 and 17 months of interruption in the basic and main course are statistically not shown as being drop-out.</p> <p>Statistics Denmark uses the EU approach; i.e. completion versus EL (reports to Eurostat according to the LFS approach) ⁽²⁾.</p> <p>Approaches to measure the scale of dropping out have tried to experiment with the length of study interruption to see how this impacts on the drop-out rate ⁽³⁾.</p>
<p>What is the national definition of early leaving from VET?</p> <p>(Does it include those in apprenticeships?)</p>	<p>There is no additional national definition of early leaving from VET (ELVET).</p>

⁽²⁾ European Commission; EACEA; Eurydice; Cedefop (2014). *Tackling early leaving from education and training in europe: strategies, policies and measures*. Eurydice and Cedefop report. Luxembourg: Publications, p. 155.
http://eacea.ec.europa.eu/education/eurydice/documents/thematic_reports/175EN.pdf [accessed 7.4.2017].

⁽³⁾ See for example *Indvandrere i Danmark* (Statistics Denmark, 2013).
<http://www.dst.dk/pukora/epub/upload/17961/indv2013.pdf> [accessed 7.4.2017].

What are the data used to inform this definition and who is responsible for it? (i.e. which data set(s) provide information that is used to compute ELET indicators and who sponsors the collection and collects these data).	The Ministry of Education has its own databank which is based on data from the EASY systems. These are based on reporting from the VET schools (explained in the monitoring systems section).
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2. Rates of early leaving from VET during last five years

	2009	2010	2011	2012	2013
General upper secondary education	14%	14%	15%	15%	15%
VET	44%	45%	46%	48%	48%

Note: Students who re-enter the same cluster of education within 15 months do not count as drop-out; a brick layer student may for example change to the carpenter track, which would not count as drop-out, as they are both in the construction cluster. Changing the VET institution, whilst continuing in the same programme, does not count as drop-out either.

Source: Ministry of Education. <http://statweb.uni-c.dk/databanken/uvmDataWeb/ShowReport.aspx?report=EAK-ffpct-uddannelse> [accessed 7.4.2017].

VET in Denmark is equivalent to upper secondary education. VET lasts between one and a half and five years (only VET which lasts for more than two years is equalised with upper secondary education). It is possible to enter VET directly after compulsory school (lower secondary school). At the moment there are 12 basic courses (the number will be reduced following the new VET reform). Upon completion of the basic course, the students can enter a specialised main course (the number of specialised courses changes – currently, there are more than 100 main courses within the different thematic clusters). Additionally, the table below indicates drop-out from other types of VET: these include: ‘open VET’ (VET for adults); ‘basic VET’ (practice-near basic VET course, which usually lasts for two years and can be completed prior to upper secondary VET), and ‘other VET’ (e.g. maritime and agricultural VET).

		2009	2010	2011	2012	2013	Total	
VET	VET, basic course	VET basic course - business and administration	27%	27%	28%	30%	29%	27%
		VET basic course - technique, craftwork and transport	31%	31%	32%	33%	34%	33%
		VET basic course - health and pedagogy	22%	25%	27%	31%	33%	25%
		VET basic course - body, nature and service	29%	30%	32%	32%	33%	37%
		Total	24%	24%	25%	26%	27%	27%
	VET, main course	VET main course, business and administration	14%	13%	13%	15%	17%	14%
		VET main course - technique, craftwork and transport	18%	18%	19%	23%	22%	18%
		VET main course - health and pedagogy	19%	24%	23%	26%	26%	22%
		VET main course - body, nature and service	20%	22%	26%	27%	27%	25%
		Total	17%	19%	19%	22%	22%	19%
	Other VET courses	Basic VET	50%	59%	55%	61%	61%	57%
		Other VET	35%	33%	32%	39%	39%	52%
		Open VET	5%	5%	16%	9%	9%	9%
		Total	36%	40%	41%	47%	46%	51%
	Total		44%	45%	46%	48%	48%	45%
Total		44%	45%	46%	48%	48%	45%	

Source: Ministry of Education: <http://statweb.uni-c.dk/Databanken/uvmdataweb/fullClient/Default.aspx?report=EAK-tilgang-erhudd&res=1366x593> [accessed 7.4.2017].

Note: Interruptions of less than seven months in the foundation course are not recorded as EL. Interruptions of less than 17 months in the main course are not recorded as EL.

All main courses in the Danish VET system include apprenticeships (except for three programmes: building installation technician, health service secretary and web integrator). The Ministry of Education has published one list (the negative list) of the programmes which do not offer school-based apprenticeships. This applies for students who are accepted into VET until the end of July 2015 ⁽⁴⁾. Another list (the positive list), published by the Ministry of Education, lists the programmes which do offer school-based apprenticeship. This applies for students accepted into VET after 1 August 2015 (cf. the introduction of the new VET reform on 1 August 2015).

In the table below, the number of apprenticeship applications is shown for people who have completed their basic course, and are not currently completing VET in another basic course, educational agreement, school-based apprenticeship or education with no apprenticeships involved. The Yes/No column indicates whether the person is an applicant in a programme with school-based apprenticeship (Yes) or in a programme with no school-based apprenticeship (No). If the number is less than five, it is not shown.

⁽⁴⁾ <https://www.retsinformation.dk/Forms/R0710.aspx?id=134929#B6>

[accessed 7.4.2017].

		Feb 2014	March 2014	April 2014	May 2014	June 2014	July 2014	Aug 2014	Sep 2014	Oct 2014	Nov 2014	Dec 2014	Jan 2015	Feb 2015	Total
Motor vehicle, aircraft and other means of transportation	Yes	244	307	245	230	334	279	180	160	196	146	229	271	185	185
	No	21	11	22	12	18	13	10		29	32	13	12	9	9
	Total	265	318	267	242	352	292	190	164	225	178	242	283	194	194
Building and construction	Yes	340	413	403	352	466	374	287	287	301	254	386	260	181	181
	No	6	9	6		8	8	5							
	Total	346	422	409	354	474	382	292	287	301	254	388	262	184	184
Construction and user service	Yes	13	8	11	13	32	23	21	9	23	15	32	30	20	20
	No	30	22	21	20	34	29	16		6	9	30	20	18	18
	Total	43	30	32	33	66	52	37	13	29	24	62	50	38	38
Animals, plants and nature	Yes	87	92	53	70	147	138	109	89	54	51	69	93	80	80
	No	9	9	8	9	20	23	24	10		10	11	21	19	19
	Total	96	101	61	79	167	161	133	99	58	61	80	114	99	99
Body and style	Yes	20	15	24	16	31	20	20	14	5	11	12	28	11	11
	No	5	6	7	6	5	6								
	Total	25	21	31	22	36	26	24	16	8	12	12	30	13	13
Human food	Yes	261	258	175	124	395	336	196	127	201	141	202	328	233	233
	No	62	41	31	22	44	53	28	18	15	25	55	68	62	62
	Total	323	299	206	146	439	389	224	145	216	166	257	396	295	295
Media production	Yes	21	39	70	38	71	27	24	14	28	52	75	30	34	34
	No	32	39	47	5	40	39	13	21	17	15	29	24	15	15

Business	Total	53	78	117	43	111	66	37	35	45	67	104	54	49	49
	Yes	657	592	453	612	2 037	1 354	672	528	488	709	708	768	514	514
	No	24	21	28	33	55	28	17	12	10	22	29	23	17	17
	Total	681	613	481	645	2 092	1 382	689	540	498	734	737	791	531	531
Production and development	Yes	121	162	129	111	281	171	102	88	114	83	172	220	133	133
	No	11	15	15		19	24	15	5	11	7	6	13	12	12
	Total	132	177	144	111	300	195	117	93	125	90	178	233	145	145
Electricity, management and IT	Yes	320	396	356	337	443	455	295	246	277	203	376	343	251	251
	No	10	9	5			6					8			
	Total	330	405	361	337	447	461	298	247	279	207	384	347	252	252
Health, care and pedagogy	Yes	57	102	62	72	110	82	70	46	38	41	53	82	47	47
	No	17	19	17	29	89	91	102	91	94	62	66	59	73	73
	Total	74	121	79	101	199	173	172	137	132	103	119	141	120	120
Transport and logistics	Yes	56	49	40	59	95	66	39	43	42	38	105	32	27	27
	No	18	44	26	32	50	26	26	28	17	15	16	17	18	18
	Total	74	93	66	91	145	92	65	71	59	53	121	49	45	45
Unknown	Yes	6	5	7			6					19	5		
	Total	6	5	7			6					19	5		
Total		2 448	2 683	2 261	2 207	4 831	3 677	2 280	1 850	1 975	1 949	2 703	2 755	1 969	1 969

Source: Ministry of Education: <http://statweb.uni-c.dk/Databanken/uvmDataWeb/ShowReport.aspx?report=Prk-soeg-ugf-indgang> [accessed 7.4.2017].

Form nine is the last year of compulsory school in Denmark. Transition to education describes transitions between educations; e.g. how many who complete college and continue into higher education. Transition to education describes the type of education that the person enters after another completed education (here Form nine). The year indicates the year where the student left Form nine. 'Unknown' includes those students who did not enter ET 3 months after completion of 'form nine'.

	2009	2010	2011	2012	2013	Total
Unknown	8.80%	7.10%	6.70%	6.20%	6.40%	8.20%
Primary/lower secondary school (incl. Form 10)	48.70%	49.20%	50.30%	50.90%	51.10%	50.40%
Preparatory education	1.50%	1.50%	1.80%	1.80%	0.70%	1.40%
General upper secondary education	30.50%	32.90%	33.30%	33.80%	35.20%	30.30%
VET	10.50%	9.20%	7.90%	7.20%	6.60%	9.60%
Total	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%

Source: Ministry of Education. <http://statweb.uni-c.dk/databanken/uvmDataWeb/ShowReport.aspx?report=EOU-gsk-overg3-tiludd-fra9> [accessed 7.4.2017].

3. National and regional strategy to tackle ELET

Scope	Description
National and/or regional strategy/action plan to reduce ELET	<p>There is no comprehensive national strategy to tackle early leaving. However, there is a national target which addresses early leaving: The 95% target (<i>95-procent-målsætningen</i>). To meet this target, a number of initiatives have been implemented.</p> <p>The 95% target was firstly introduced in 1993. Building on this target, the current Danish government states that by 2015 at least 95% of a youth cohort should complete upper secondary education.</p> <p>To set this target, an annual profile model has been used. This forecasts the probable educational status of each youth cohort. Based on the educational behaviour within the Danish educational system, the educational level for each youth cohort leaving the ninth or 10th grade is estimated 25 years into the future.</p>
Elements of the strategy are explicitly linked to VET	<p>To support the realisation of the 95% target the Ministry of Education has launched initiatives relating to primary and lower secondary education; educational guidance, as well as initiatives specifically relating to VET.</p> <p>The 2011 governmental programme stated that more people should complete VET. The programme has attempted to do this by strengthening the quality of VET and ensuring that all VET students have an opportunity to actually complete VET through an educational guarantee ⁽⁵⁾.</p>

Scope	Description
National and/or regional strategy/action plan to reduce ELET	<p>Building on the 2011 governmental programme, an agreement (as part of the Finance Act) on VET was concluded in 2012 to ensure that more students choose and complete VET ('Better VET and a stronger education guarantee' – Danish: <i>Aftale om bedre erhvervsuddannelser og styrket uddannelsesgaranti</i>). The objectives of the agreement are:</p> <p>(a) to strengthen the education guarantee by ensuring that all VET students can enter apprenticeships;</p>

⁽⁵⁾ Danish Government (2011). *Et Danmark, der står sammen – Regeringsgrundlag*. http://www.stm.dk/publikationer/Et_Danmark_der_staar_sammen_11/Regeringsgrundlag_okt_2011.pdf [accessed 7.4.2017].

Scope	Description
	<p>(b) to strengthen the quality of VET, in particular by improving the teaching; creating a clearer link between schooling and apprenticeships, and introducing more tailored teaching; and</p> <p>(c) to improve the guidance to students.</p> <p>Following this 2012 agreement, the reform agreement improving vocational education and training (<i>Aftale om Bedre og mere attraktive erhvervsuddannelser, 24. februar 2014</i>) was concluded in February 2014, and will apply from August 2015. The objectives of the reform are:</p> <p>(a) 'objective 1: more students must choose to start a VET immediately following form level 9 or 10. Result target 1.1: at least 25% must choose a VET immediately following form level 9 or 10. This share must increase to at least 30% by 2025;</p> <p>(b) objective 2: more people must complete a VET. Result target 2.1: the completion rate must be improved from 52% in 2012 to at least 60% by 2020 and at least 67% by 2025;</p> <p>(c) objective 3: the VETs must challenge all students so they may reach their fullest potential. Result target 3.1: the share of the most gifted students – measured as the share of students who complete a total number of subjects at a level which exceeds the compulsory minimum level set by the vocational committees – must increase year by year. [...]; Result target 3.2: the high employment rate for newly graduated students must be maintained; and</p> <p>(d) objective 4: the trust and well-being in the VETs must be strengthened. Result target 4.1: the well-being of the students and the satisfaction of the businesses which hire the students must be gradually increased up until 2020.</p> <p>In the 2000s the government focused a lot on the quantitative part of the 95% target; i.e. that more young people should complete upper secondary education. This succeeded as more young people actually complete upper secondary education. Today the qualitative part of the 95% target is very important; i.e. it is also important to consider <i>what</i> kind of education that young people complete. The reform feeds into this goal ⁽⁶⁾.</p>
Elements of the strategy are	The reform is explicitly linked to VET, and the main

⁽⁶⁾ Interview with policy actor.

Scope	Description
explicitly linked to VET	<p>features include:</p> <ul style="list-style-type: none"> (a) building an attractive youth education environment; e.g. by establishing a campus environment through a basic one-year programme. This should facilitate a community feeling amongst the youngest VET students coming from form levels 9 and 10; (b) introducing a simpler VET structure by reducing the number of basic VET programmes; (c) introducing better opportunities for continued education after completion of VET, e.g. through the new EUX programme which combines general upper secondary education and VET; (d) introducing admission requirements, based on academic achievements from lower secondary school (form 9 or 10); (e) introducing a vocationally oriented form 10 after form 9 to prepare those students who are motivated for VET, but who do not yet meet the requirements; (f) introducing combined post-compulsory education for students who do not have the necessary skills to complete VET; (g) enhancing the quality of VET by improving the teachers' skills; (h) improving the education guarantee to ensure that all students may enter apprenticeships. As part of this access to school-based apprenticeships will be strengthened; and (i) better and more focused and targeted guidance, particularly for students in compulsory school who are at risk of not continuing into secondary education. As part of this, more students should be encouraged to choose VET.

4. Recent policy initiatives

Scope and questions	
<p>New policy initiatives being undertaken that include a role for VET to reduce ELET: either</p> <ul style="list-style-type: none"> (a) reduce ELET from VET; (b) reduce ELET (in general) through VET 	<p>Apart from the 95% target and the VET reform, a reform of the public school (primary and lower secondary school) was implemented in 2014.</p> <p>A reform of cash benefits for unemployed people was implemented on 1 January 2014. For people under the age of 30, the reform has replaced the cash benefit with an educational benefit; i.e. these unemployed young people (perhaps without an education) will receive an amount which is at the same size as the educational state grant for students. The educational grant (and educational benefit) is lower than the cash</p>

Scope and questions	
	benefit. This is aimed at incentivising people to enter education or employment ⁽⁷⁾ .
Is the role of VET in reducing ELET assuming greater or lesser importance? Why?	<p>VET plays a role in the new reform of the public school:</p> <p>(a) as part of the reform of the public school, students' preparedness for various types of post-compulsory education and the job market should be strengthened through lessons in 'Educational, vocational and job market counselling' (UAE);</p> <p>(b) the reform also introduced the new elective subject 'crafts and design' which should also enhance students' interest in VET.</p> <p>With regard to the reform of the cash benefits, many of the unemployed young people are expected to attend VET instead of being unemployed.</p>

5. Stakeholder cooperation

Questions	Answers
<p>What are and have been the main influences of stakeholders in the development and implementation of VET related policies specifically to reduce ELET?</p> <p>(a) Employers. (b) Trade unions social partners. (c) VET institutions. (d) Other learning providers (please specify)?</p>	<p>The Ministry of Education has the overall parliamentary, economic and legal responsibility for VET in Denmark. The Ministry is responsible for the content of VET, as well as the funding for VET institutions. In addition, the Ministry monitors the VET institutions.</p> <p>The Council for Basic VET is an advisory body to the Ministry of Education on matters concerning VET. The council consists of 31 members, representing e.g. the Confederation of Employers, the Confederation of Trade Unions, Danish regions, Local Government Denmark, the VET Student organisation and associations related to specific VET programmes.</p> <p>The vocational committees decide on the structure and length on individual VET tracks, including apprenticeships. The committees also decide levels and goals in VET, as well as rules for apprenticeships. The ministry sets the rules on the basis of the committees' work. Additionally, the committees monitor the relevance of VET in the labour market, and provide recommendations for the development of VET on the basis of labour market needs. The committees take decisions on a range of issues concerning apprenticeships (e.g. approval of</p>

⁽⁷⁾ Danish Ministry of Employment (2014). *Danish youth guarantee implementation plan*. http://bm.dk/upload/BEM/Files/Dokumenter/Publikationer/2014/Afrapportering_Ungegarantien_230414.pdf [accessed 7.4.2017].

Questions	Answers
	<p>employers for apprenticeships and complaints). Vocational committees consist of social partners.</p> <p>VET institutions (approved by the Ministry) have the daily responsibility for teaching. At the institutions the responsibility is divided between a Board and the management. Additionally, the local educational councils and the vocational committees are involved in the schools' operation and planning of teaching as well as creation of apprenticeship placements.</p> <p>Apart from VET schools' Board and management, the responsibility for the individual VET schools also lies with the local educational committees. Local education committees in particular ensure close contact between the VET schools and the local community; they for example provide information on local labour market needs, and they cooperate with the schools and the vocational committees on the creation and development of apprenticeships. In addition, they are involved in development of curricula at the VET schools.</p> <p>The schools and the vocational committees jointly set up the local educational committees which comprise representatives from local employers and employees (appointed by the vocational committees) and representatives from the staff, management and students (appointed by the VET schools)⁽⁸⁾.</p>

⁽⁸⁾ Cedefop Refernet (2012). *Denmark. VET in Europe: country report*. p. 43. https://cumulus.cedefop.europa.eu/files/vetelib/2012/2012_CR_DK.pdf [accessed 7.4.2017].

7. Monitoring systems

7.1. Statistics Denmark

Question	Answers
What specific early leavers monitoring systems exist?	<p>Statistics Denmark (DST) ⁽⁹⁾.</p> <p>DST produces statistics on ELVET on the basis of the pupil's register which was established in the 1970's. The Danish personal identification number (CPR) enables tracking of individual educational careers in the pupil's register (it is however not possible to see whether the students for example leave VET during their apprenticeships).</p> <p>National level coverage.</p>
What information is monitored/collected?	<p>Statistics Denmark (DST) has advanced register data. At the website it is possible to get information on the numbers of drop-outs and background characteristics of the drop-outs (gender, age and migrant status). With the register data it is also possible to track the life trajectories of early leavers after they drop out.</p> <p>Given the high level of detail in the register data, it is possible to buy tailored statistics for a specific purpose.</p>
What are the data used for? How it is used by VET institutions/providers?	<p>The Ministry of Education and Children and the Ministry of Higher Education and Science are the most important customers of DST's educational statistics. The ministries have access to all data on education through DST and produce their own statistics on the basis of data from DST.</p> <p>VET institutions register all educational activities in the EASY systems (below). By using a specific algorithm DST extracts some of the data that the institutions have registered.</p>
How is the monitoring system linked with offering support measures? (i.e. is it being used to contact those who have dropped out to provide support to find employment, education or further training?)	<p>At a national level, the statistics are used to identify developments in drop-out rates, and to assess the progress towards the realisation of the 95% target. This development also prompts the need for support measure (e.g. the retention caravan).</p>
What role is/ has the monitoring system played in the design, development or implementation of the policies, strategies and initiatives?	<p>As mentioned with the 95% target, the Danish government makes use of an annual profile model to forecast the probable educational status of each youth cohort. The pupil's register feeds information into the profile model.</p>

⁽⁹⁾ <http://www.dst.dk/en/Statistik.aspx#2> [accessed 7.4.2017].

7.2. EASY systems

Question	Answers
What specific early leavers monitoring systems exist?	<p>The EASY systems which are administered by UNI-C, an agency for IT and learning under the Ministry of Education. The systems provide statistics on students' movements in VET.</p> <p>National level coverage.</p>
What information is monitored/collected?	<p>The EASY systems comprise several databases related to VET:</p> <p>EASY-A</p> <p>This is a decentralised database which functions as an administration tool at the VET institutions. It is the responsibility of the institutions to feed data into these databases. Via this database the schools may administer the movement of VET students, including drop-out.</p> <p>EASY-P</p> <p>This is a centralised system to administer apprenticeships. The database includes information on e.g.:</p> <ul style="list-style-type: none"> (a) all approvals for the conduct of VET, issued by the vocational committees and the VET institutions; (b) all educational agreements between students and businesses, as well as all school-based apprenticeship and apprenticeships abroad; (c) apprenticeship applicants, VET students in apprenticeships and students who have had an apprenticeship. <p>The database is updated every night. For a few schools the data are updated on a weekly basis, but this is not significant. EASY-P exchanges information with other data bases.</p> <p>EASY-S</p> <p>The EASY-S database shows longitudinal data which means that the status of a VET student can be tracked on a monthly basis. Based on this longitudinal data, a monthly report is published. When educational institutions feed data into the EASY-A database, these are at the central level in UNI-C aggregated into the EASY-S database which then provides an overview of the VET data. On the basis of the EASY-S data the longitudinal and apprenticeship statistics are produced.</p> <p>Given quite detailed micro data and the personal registration number (CPR) in Denmark, background characteristics such as gender and age are included in monitoring systems such as EASY.</p>
What are the data used for? How it is used by VET	<p>EASY-A is used by administrative staff at VET institutions. The number of drop-outs is reported, and</p>

Question	Answers
institutions/providers?	<p>reasons for dropping out are reported in the form of specific status codes.</p> <p>EASY-P is used by administrative staff at VET institutions, the Employers' Education Contribution (<i>Arbejdsgivernes Uddannelsesbidrag, AUB</i>) and some vocational committees.</p> <p>Monthly reports are mostly used by people working in the VET sector (e.g. the Ministry of Education, the Confederation of Employers, the Confederation of Trade Unions, the Professional Committees and Journalists).</p> <p>An annual report based on the EASY data is also published. The structure and content of this is discussed prior to the publication (this depends on the current needs for statistical knowledge).</p>
How is the monitoring system linked with offering support measures? (i.e. is it being used to contact those who have dropped out to provide support to find employment, education or further training?)	<p>The EASY data are used in the action plans for increased retention at the VET institutions to monitor the development in ELVET (and completion) at the institutions.</p> <p>The statistical reporting according to codes - which indicate the reasons for dropping out – is a challenge as the codes and reasons for dropping out may be interpreted differently. This is however in development, and the reporting according to certain 'reason codes' is improving. It is however difficult to report quantitatively on problems which are often of qualitative nature.</p> <p>As the data are included in the action plans at the VET institutions, they are also used to prioritise and target initiatives to support increased retention of VET students.</p>
What role is/ has the monitoring system played in the design, development or implementation of the policies, strategies and initiatives?	<p>Statistics on VET are used continuously in the debate and policy making on VET. Some of the institutions using e.g. the monthly reports based on the EASY systems are also involved in the stakeholder cooperation on VET.</p>

7.3. Ministry of Education's databank

Question	Answers
What specific early leavers monitoring systems exist?	<p>The Ministry of Education's databank ⁽¹⁰⁾.</p> <p>This is an official and free of charge databank. The databank provides a number of educational statistics across the education sector, and is thus not limited to</p>

⁽¹⁰⁾ <http://uvm.dk/Service/Statistik/Databanken> [accessed 7.4.2017].

Question	Answers
	VET. It is therefore possible to compare VET data with other types of educational data. National level coverage.
What information is monitored/collected?	The databank's statistics on VET is based on data from the EASY systems. Statistics for example include: (a) entry rates to various educations; (b) completion rates; and (c) grades.
What are the data used for? How it is used by VET institutions/providers?	The ministerial agency for IT and Learning UNI-C produces and publishes analyses on the basis of the statistics. Publications and analyses are available online for public use.
How is the monitoring system linked with offering support measures? (i.e. is it being used to contact those who have dropped out to provide support to find employment, education or further training?)	Statistical data are used in the continuous development and implementation of measures, as also indicated in the measures.
What role is/ has the monitoring system played in the design, development or implementation of the policies, strategies and initiatives?	The 48% drop rate from VET has played a role in the public and political attention on the need to develop the VET system (judging from the public debate on VET, the 48% drop-out rate has been very important, as this has often come up).

7.4. The youth database

Question	Answers
What specific early leavers monitoring systems exist?	The youth database which was legally established as part of the Youth Package II (2009/10). National coverage, but collected and aggregated at local level. The youth database is at the moment not capable of providing a national overview of the current status of young people.
What information is monitored/collected?	The statistics show monthly information about young people aged 15-17 (who are obliged to be in either education or employment): (a) the number of young people in education; (b) the number of young people in preparatory activities; and (c) the number of young people who are not in education or employment. The database covers school-based VET and apprenticeships to the extent that it shows whether the young people are in employment or education, which

Question	Answers
	also includes apprenticeships and school-based VET. Due to the detailed level of micro data characteristics such as gender and age are included.
What are the data used for? How it is used by VET institutions/providers?	Educational institutions and local educational guidance centres use the youth database (Ungedatabasen) as an administrative tool to assess the current educational and employment situation of young people aged 15-17. The youth database thus provides an opportunity to follow the individuals very closely. The data in the youth database have not been quality assured as other statistics. It should thus mostly be understood as showing the current status of young people at a local level, and not so much as a statistic.
How is the monitoring system linked with offering support measures? (i.e. is it being used to contact those who have dropped out to provide support to find employment, education or further training?)	Educational institutions are obliged to report early leavers via the youth database. If a person is reported in the database as having left school early, the centres must contact the person within five days. Also, the educational institutions should report at-risk students. This also imposes a strict requirement on the educational institutions to quickly register EL. An evaluation stated that the database is a central tool for the guidance and outreach work to the young people, but that the use of the database has not yet reached its full potential.
What role is/ has the monitoring system played in the design, development or implementation of the policies, strategies and initiatives?	The database is an important tool in the communication between local institutions, and their effort to support young people. The quick outreach work – which is facilitated by reporting to the youth database - plays an important role for early intervention, hence support to increased completion of upper secondary school. Local partnerships between youth guidance centres, lower secondary schools and VET institutions play an important role in fulfilling e.g. the education guarantee (see below) and the 95% target.

8. Effect of the economic crisis

Question	Answers
In what ways has the role of VET in reducing ELET been influenced by the economic crisis: (please consider): (a) supply of VET places; (b) demand for VET places; (c) qualifications of VET students (increasing decreasing);	More people have entered general education due to the 95% target. This target may however have been a little too ambitious, in particular in the context of the crisis. Although more young people have entered upper secondary education, still fewer people have chosen to enter VET. The recession led to dismissals of many older unskilled people who had entered employment at an early age (and unskilled). After their dismissals they

Question	Answers
(d) popularity and perception of VET; (e) increase/decrease in public resources for VET; (f) access to 'second chance' VET opportunities.	<p>were often directed to VET by the job centre or their social surroundings. The VET institutions therefore received many people who did not come directly from lower secondary school, and who were not always motivated for completing VET (those who had had management roles in their earlier jobs were however often motivated). For this reason, VET to some extent became an education for adults, and not so much an upper secondary school for students coming from lower secondary school. VET institutions faced difficulties in retaining these older students, who could often not identify with this new situation in education either.</p> <p>The economic crisis led to a decline in the number of work-based apprenticeships, as employers did not have the resources to employ apprentices. This made it even more difficult for apprentices to complete VET programmes, as apprenticeships are part of the main courses in most VET programmes. The debate on the improving economic situation in the post-crisis context has now made young people more aware of the improved possibilities for jobs in VET related sectors.</p> <p>In addition, the free movement of labour and services allow foreign workers to work in Denmark in VET related jobs. Some employers may prefer to employ these foreign workers instead of Danish apprentices.</p>

9. Factors positively contributing to the effectiveness of VET in reducing ELET

9.1. National/regional policy factors

Across stakeholders there is agreement that more young people should complete VET, and this supports the implementation and success of VET measures. Prognoses on future labour market needs have highlighted that Denmark will need more skilled people in the future. Hence, it is important that more young people choose to enter and complete VET. The effectiveness of VET measures is also positively influenced by the comprehensibility and complementarity of policy initiatives; for example in the case of the public school Reform which pays attention to VET.

Following the last years' changes and reforms local cooperation at municipal and regional level has become even more important for the success of retention and completion in VET; for example cooperation between local compulsory schools, youth guidance centres and VET schools. The extent of

local corporation however depends on local prioritisation, as there are no obligations to establish corporations between the various institutions. Forward looking actors have set up such corporations, e.g. the guarantee school. The guarantee schools consist of local/regional networks of schools, youth guidance centres, job centres and VET institutions. These collaborate on the retention of young people in ET. The purpose of the networks is to be able to react quickly and ensure early intervention, if a student is at risk of dropping out (the guarantee school may however be challenged by the new VET reform which leads to less flexibility in the education system).

9.2. Systemic features of the (VET) education system

To increase the chances of VET measures' success it is important to ensure that the relevant knowledge about the individual students is transferred between institutions. This is not an easy task, and the decision about what and how much knowledge should be transferred between institutions should be assessed carefully in each case. Young people may wish to start 'on a fresh' when entering VET; e.g. if they have experienced personal, social and academic problems in compulsory school. At the same time, it is important to let the VET institution know about for example dyslexia, as the student will need supporting tools to be able to follow the teaching. In cases where such knowledge has not been communicated to the VET institution, the student may not have received the supporting tools in time, leading to difficulties in completing VET. In addition, it may be useful for VET teachers to know about diagnoses, such as the attention deficit hyperactivity disorder (ADHD). It is important that the teachers are able to use the knowledge in the right way, and not stigmatise the students on the background of pre-existing knowledge of academic, personal and social issues.

The success of VET measures also depends on the extent to which VET students' personal, social and academic issues are addressed together with other measures targeting the students outside the institutional context. It will be difficult for the VET students to fully engage in retention measures if they suddenly become homeless, and/or experience problems with abuse.

10. Factors constraining the effectiveness of VET to reduce ELET

10.1. Systemic features of the (VET) education system

There is a persisting negative image of VET which is a challenge as it does not encourage more young people to choose VET. Although stakeholders have paid a lot of attention to the promotion of VET during the last few years, it will take time to change many years of focus on general upper secondary education as the preferred choice of education.

Simultaneously there is also a paradox between educational and employment policies. The introduction of the youth guarantee together with the reform of the cash benefits system may lead to a vicious circle for some young people who will experience educational defeats again and again. Early leavers who enter the job centre to claim educational benefits could be directed to a VET school where they may drop out (again), as they do not actually have the skills to complete VET. At the same time, admission requirements in VET will apply from August 2015 which will exclude some young people. A group of young people who can only receive educational benefits, and who do not have the necessary skills to complete VET could thus potentially exist. These young people have been targeted in the new VET reform, although the success of their reintegration into education and training cannot be assessed yet. The implications of these policy paradoxes for in particular local job centres are being addressed by the Ministry of Education which is developing information material for job centres about educational opportunities for young people under the age of 30.

As the new VET reform will apply from August 2015, there is currently a lot of insecurity about its consequences for the individual VET schools. Due to the introduction of for example admission requirements, it is expected that many young people will not be able to enter VET. Also, the insecurity about the reform's impact on VET may prevent many young people from applying at all. As a result, the VET schools are expecting a decrease in the number of VET students. For this reason some VET institutions have already warned VET staff about dismissals as there will be fewer VET students, hence also fewer financial resources. Also, financial cut-downs on youth guidance centres are a challenge to the success of education measures, and some counsellors have already been fired as a result of this.

The local labour market situation is important to young people's prospects and willingness to enter and complete VET. Denmark is becoming increasingly

geographically segregated which leaves some areas of the country with few employment opportunities. Lack of employment after completion of VET does not encourage young people to enter VET or engage with retention measures. Also, the lack of workplace based apprenticeships is known to have a strong impact on VET students' motivation for entering and completing VET. Given the central role of apprenticeships in the Danish VET system, the apprenticeship question does have an impact on the success of VET measures. There is an ongoing debate about the extent to which employers should take responsibility for the education of VET students through provision of apprenticeship placements. The employer's association Danish Industry in April 2015 launched a campaign to promote the establishment of apprenticeship placements amongst the association's employers (the industry and production sectors actually lack apprentices). The apprenticeship situation however also depends on the sector; at the business colleges for example, the offer of apprenticeships to a large extent depends on the business cycle. By contrast, the offer of apprenticeships in the health care sector is politically determined. Municipalities and regions are obliged to employ a specific amount of apprentices (this will end in 2016 though). Following the new VET reform the state will take more responsibility for the provision of apprenticeships and retention of VET students.

Apprenticeship centres aim to support retention of VET students by allowing them to complete the main courses in VET. However, the centres may to some extent create a divide between VET students, as it is considered 'best' to have a work-place based apprenticeship (in particular due to the differences in apprenticeship salaries). On the positive side, the centres ensure that more students actually complete VET. On the negative side though, students in the centres do not experience a real working environment. The lack of working environment and the low apprenticeship salary at the centres (compared to salaries in work-based apprenticeships) could have an impact on the success of the centres.

To increase the success rate of the VET measures it is important for the VET staff to receive support from their daily management. Teachers for example need to take time off from their teaching in order to spend time on learning new pedagogical methods (they may need to attend training and courses). Sometimes the amount of resources needed to implement projects and new methods may be underestimated. In addition, the new rules on working time for teachers made some teachers dissatisfied with their work. A general dissatisfaction with work may be destructive in terms of the retention work, as teachers may not feel motivated to do an extra effort to support VET students. Also, the teachers might not feel that they have the human resources which are necessary to work with (often) disadvantaged VET students. According to some

teachers the new rules on working time mean that they should get more done in less time (and the new rules mean that their working time is less flexible).

In the current situation there may be some VET students who enter VET mainly to receive the state's student grant, without intentions of actually completing their education. If the students enter VET to receive the grant, it is likely that the VET measures do not have an impact on completion and retention. The VET reform addresses this by limiting the number of times a person can start a new basic course to three times.

Few young people choose VET after compulsory school, and the current way of thinking 'educational choices' and 'early leaving' may not be sufficient to address this challenge. Young teenagers aged 15 are rarely able to decide what to do for the rest of their lives; however at the moment, educational choice and early leaving are addressed as one event. As research suggests, an educational choice is a long term process which cannot necessarily be done at the age of 15. The traditional way of addressing educational choices and early leaving through current measures may therefore be obsolete ⁽¹¹⁾. Compared to other countries, Danish VET students are also older.

⁽¹¹⁾ See for example: Koudahl, P. (2013). 'Indre motivation eller ydre tvang. Hvordan bliver unge mennesker i stand til at foretage et kvalificeret uddannelsesvalg?' In: Gjallerhorn. *Tidsskrift for Professionsuddannelser*. No 16, pp. 26-35.

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