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Forward

The Networks represent, through the integration of subjects, tools and places, a formalized and organized structure, in which each member is also a point of access for citizens, not only for guidance, assessment and certification of skills (however acquired) services and delivery of learning paths, but also for the services provided by the other members of the Network. In this process, the role of public schools is central, in particular the one of the Provincial Centers for Adult Education. According to what is also established by national regulations, they are "public reference entity for the establishment of the territorial networks referred to in Art. 4 L.92 / 2012. They, therefore, represent the stable, structured and widespread institutional reference point - as far as it is competent - for the coordination and implementation of welcome, guidance and accompanying actions addressed to the adult population, with particular reference to disadvantaged groups, aimed at, among other, providing support for the design of personal learning pathways, the recognition of training credits and the certification of learning outcomes, however acquired and at encouraging the use of guidance services throughout the life cycle.

Coherence and consistency in adult learning policies can be pursued where there is a solid reference regulatory framework, within which are defined the actors involved, the roles and responsibilities of each one of them, the operating margins and the rules and procedures for interaction. In recent years, in Italy, there has been a marked acceleration of legislative processes concerning extremely relevant issues to ensure the quality, effectiveness and efficiency in the management of interventions in favor of adult learning.

The establishment of a national system for lifelong learning - contained in the law 92 of June 2012 that reformed the labor market in a growth perspective - represents the framework to which both the regulatory actions of a more sectoral nature and the selection of economic investment priorities on target groups or specific themes, must necessarily be connected and made relevant.

The envisaged recognition to the citizen of the subjective right to lifelong learning, implies that it may be claimed and, therefore, the necessity to prefigure and make available integrated paths, enabling the citizen to access to counseling and guidance services, supporting him/she in the definition of his/her own training needs, assessing his/her own skills acquired in any learning context, so as to make them valuable for the labour market.

The survey, the results of which are presented in this Report, is useful to gather information on the size, consistency, composition and efficiency of the territorial networks that the CPIAs are called to establish, but also - and above all - to underline the importance of these networks as preconditions for the activation of educational and training paths for adults - characterized by greater flexibility and the matching of the needs of the labor market and the ones of the individuals - whose learning outcomes are certifiable and assume value in use.

The CPIAs should be “key players”, nodes of reference within these networks, able to coagulate and catalyze drivers towards the innovation of educational services addressing the adult population: if this is the intention of the legislator, then it is necessary to verify the implementation of the different and relevant reforms and regulations called for analyse the conditions enabling the implementation of this strategy.

It is too early to start an evaluation exercise, but some considerations can be reported taking into account the educators’ and leading teachers’ voice and thinking, since they are asked to integrate the whole of their tasks with that of activating links with the territorial stakeholders. This is, actually, a complex work - in some situations and contexts, particularly stressful – that, to be effectively implemented, needs economic resources, devoted time and - as shown in the survey - specialized and cross-curricular skills that are not necessarily already available.

Therefore, this Report answers, partially, to some of the questions that have been addressed by the survey, but also offers - through some conclusive recommendations – inputs to reflect on themes that already have, or will have in the short time, a different and more marked relevance:

- do the available economic resources present quantity or allocation problems? with regard to the skills needed for the implementation of innovative policies and new strategies, is it necessary to act on the upskilling of the operators or to define and train new professionals? what must be the intensity of the investment on basic skills in a context that shows a worrying return to functional illiteracy?
- under what conditions and with which reasoning or incentive devices can the proactivity, accountability and engagement of the stakeholders so far involved in the upskilling processes of the adult population, be increased?
- how to reduce the self-referentiality and to promote sharing and cooperation in a context characterized by greater mutual trust?

1. Lifelong learning, CPIAs and territorial networks

"The CPIA, as a Territorial Service Network of the education system, devoted to the implementation of both educational activities for the adult population and the activities of RS&S concerned with adult education and training, is a public reference subject for the establishment of lifelong learning territorial networks, as stated in art. 4, Law of 28 June 2012, n. 92. In fact, the strategies and priority actions of the territorial networks for lifelong learning, as defined in art. 4, clause 55, Law 92/2012, define the CPIA as a public reference subject able to contribute efficiently and effectively to their implementation. In this framework, the CPIA can also contribute to the realization of the "priority measures" of national policies for lifelong learning and to the achievement of the "specific objectives" of the territorial networks, referred respectively to point A.5 and point B.4 of the Agreement signed at the Unified Conference of 20 December 2012 on lifelong learning. Furthermore, as envisaged by the Agreement signed in the Unified Conference in 10 July 2014, the CPIA - as a Territorial Service Network divided into levels and dedicated to the implementation of actions of education and actions of RS&S - can represent the stable institutional reference point, structured and disseminated - as far as it is competent - for the coordination and implementation of actions of welcome, guidance and accompaniment addressed to the adult population, with particular reference to disadvantaged groups, aimed, inter alia, to provide support for the design of learning paths [art. 4 c. 55, lett. a), L.92 / 2012], to support the recognition of training credits and the certification of learning outcomes however acquired [art. 4 c. 55 lit. b), L.92/2012] and to foster the use of guidance services throughout the whole life cycle [art. 4 c. 55 lit. b), L.92/2012]."

In these terms RIDAP - Italian Network for Adult Education – reports about CPIA. RIDAP, established in 2012 and since then constantly growing, pursues the objectives of promoting activities to accompany the reorganization process of the adult education system with a view to permanent learning, supports the creation of Territorial Networks for Lifelong Learning and develops Research, Experimentation and Development actions¹.

If the CPIA is to be the reference point for the coordination and implementation of actions addressing the adult population, so as to promote higher levels of education and/or consolidation of key competences for lifelong learning, the territorial differences imply implementation modalities and strategies equally diversified to realise the expected synergies among the local stakeholders. Putting together the institutional level and the one of the social and economic subjects present in the territory, is a complex challenge: it is about bringing together worlds, sectors and organizational cultures that historically have not spoken to each other.

According to RIDAP, *"the CPIA, in this process, assume a role of primary importance as they allow the meeting between the various actors involved and constitute a center for the cultural development in a broad sense, not only formally, for the entire adult population present locally. The CPIA, therefore, become a stronghold for the development of policies fostering the overall cultural growth, the economic development and the social cohesion. This presupposes a way of thinking about education in the perspective of lifelong learning: to promote and develop foundation skills, abilities and knowledge not only aimed to obtain*

¹ Cfr. http://www.ridap.eu/?page_id=32. According to the most recent and available updating (July 2017), in the RIDAP network participate 96 CPIAs, equal to around the 4/5 of all the existing ones.

education and vocational qualifications, but such to support people in the continuous process of learning that the Law 92/12 recognizes as a right. "

The agreement (2014) between the Government, Regions and Local Authorities identifies the strategic lines of intervention to guarantee the implementation of lifelong learning services, by designing the architectures and components of the territorial networks that should make it possible. The structure of the territorial network involves the participation of public and private education, training and employment services, active on the territory, including specifically the networks of the Provincial Centers for Adult Education (CPIA), universities, training agencies, enterprises - through employers' and Trade union representatives -, Chambers of commerce, the National Observatory on Migration and Research public bodies.

"From a multilevel governance perspective, the model drawn up by the National Agreement states that:

- the monitoring, guidance and evaluation functions remain relevant to the national level, with the identification of strategic priorities and specific policies;*
- at the regional level, the regions and the autonomous provinces plan the networks development and with them define the evaluation of the territorial development programs, the drivers of innovation and competitiveness, the identification of the training and professional needs, the integrated use of the available resources, valorising the roles and skills of each component;*
- at the local level, the subjects that make up the network define the organizational and operational procedures to ensure that citizens have access to the network of services for the design and support of their learning paths ¹².*

Box 1 - Lifelong learning: the relevant norms

LAW June 28, 2012, n. 92 Provisions on labor market reform with a view to growth.

20/12/2012 Unified Conference on lifelong learning and the guidelines for the identification of general criteria and priorities for the promotion and support to the establishment of territorial networks.

16/01/2013 D.L. n.13 Definition of general rules and essential performance levels for the identification and validation of non-formal and informal learning and the minimum service standards of the national skills certification system.

5/12/2013 Unified Conference State Regions Definition of the guidelines of the national system on lifelong counseling

10/07/14 Agreement between government, regions, local authorities: strategic implementation guidelines regarding the lifelong learning services and the organization of territorial networks.

² Source: Agreement between Government, Region and Local bodies on the document : "Linee strategiche di intervento in ordine ai servizi per l'apprendimento permanente e all'organizzazione delle reti territoriali"
<http://www.statoregioni.it/DettaglioDoc.asp?IDDoc=44401&IdProv=13119&tipodoc=2&CONF=uni>

2. The survey on the features of the CPIAs' networks

2.1 Context and timings of the survey: the feasibility of a Survey focused on the CPIAs' networks

Originally, the survey activities included the organization of territorial focus groups in some regions (Liguria, Piedmont, Marche, Sardinia, Tuscany, Calabria and Lazio): the hypothesis was to involve in the debate not only teachers and managers of the CPIAs but also representatives of civil society and local economic and institutional actors.

Several reasons justified the change of this heuristic system in the *field research* component:

- the organizational difficulties in matching the different activities of CPIAs operators. It should be noted that workloads in CPIAs are non-linearly distributed throughout the school year and are characterized by workloads peaks that, only partially, are counterbalanced by periods of relatively less pressing activity, focused on the management of the didactic activity *strictu sensu*. These peaks are represented by the need to start and conclude, within fixed deadlines, processes related to the planning of didactic activities, enrollment of students, welcome and drafting of individual training pacts, exam tests and scrutinies. More transversal actions, not less impacting on time management anyway, are focused on the work out of teaching materials to be used within classroom modules or distance learning approach, on the planning and implementation of research and development actions, on the establishment and management of territorial networks, on the implementation of projects to diversify the training offer. Even considering that, at the moment, the CPIAs are not involved in the Evaluation National System, they are - in any case - subject to monitoring and, therefore, to surveys that, even if periodic, represent further obligations;
- the difficulty of matching work timings and the need to schedule the meetings planned to carry out the survey, also concerns the most relevant stakeholders. On the other hand, the scarce availability of meeting spaces and time is one of the elements impeding the effective working of territorial networks;
- further, it was also possible to find out that there were different opportunities - distributed during the school year – to meet CPIAs and make CPIAs meet each others, even if for different purposes: PAIDEIA seminars, RIDAP network meetings, information and self-organized or planned training workshops within the planned training events addressed to teachers and managers, multilateral meetings of trans-regional projects managed by different CPIAs, conferences and national fairs promoted by MIUR or other regional or national institutions, events organized by INDIRE to promote the EPALE network. As National Coordinator for the implementation of the European Agenda for Adult Learning, the presence of INAPP researchers at these events is foreseen and is part of the assigned role;

- finally, these meetings have increased since December 2016, when the Upskilling Pathways Recommendation has been prepared, with respect to which the need for awareness raising and information towards the CPIAs has become essential.

So, there existed the conditions to ensure that the "voices" of the CPIAs would be adequately collected and taken on account, albeit in different settings and with different modalities of collation, combining objectives for the effective management of available economic and temporal resources. These "voices" come from over 20 CPIAs (1/6 of the national total) and from 11 Regions: it is a set that has no claim of statistical significance.

THE CPIAs IN ITALY A.S.2017/2018



Fonte: MIUR DGOSV

The voluntary participation in the survey, proposed and carried out in absolute autonomy by the INAPP staff, constitutes - *à la fois* - a limit and an advantage: on the one hand, some topics have necessarily been touched only through questions whose answers would have required to be deepened and compared in the framework of a broader and more representative panel of respondents; on the other hand, it has been possible to grasp some elements as autonomous considerations disentangled from any "filter", (although they were often shared between CPIA managers and teachers). In other words, a "space" was offered to the thinking of the various actors playing a role in the change that is involving one of the sectors of the educational and training offer addressed to adults and which, despite its marked sectoriality, makes it possible to observe needs expressed by citizens and organized, systemic and structured answers from the educational services.

2.2 The heuristic process activated

The following table shows the list of CPIAs that participated in this survey. Not everyone participated through the same channel: some responded to a telematic questionnaire (see Appendix), others were heard during group interview sessions. The main considerations and conclusions, reported in the following paragraphs and chapters, are also based on a series of contacts and meetings whose main objective or theme was not the consistency or operational effectiveness of the territorial networks, but which - inevitably - has been discussed³.

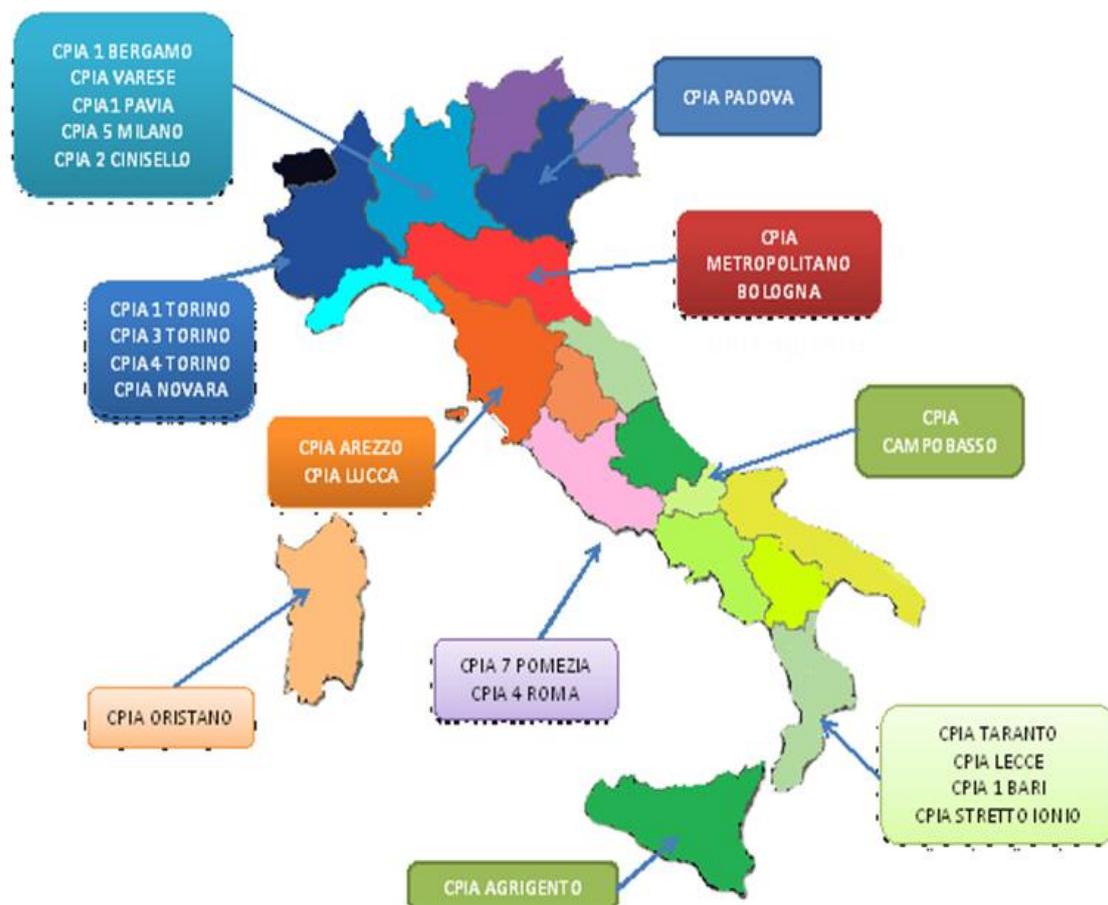
Tab. 1 – CPIAs participating to the survey (interviews and telematic questionnaire)

BODY	CITY	REGION
CPIA COSENZA	COSENZA	BASILICATA
CPIA METROPOLITANO BOLOGNA	BOLOGNA	EMILIA ROMAGNA
CPIA 7 POMEZIA**	POMEZIA (RM)	LAZIO
CPIA 4 ROMA*	ROMA	LAZIO
CPIA 1 BERGAMO*	BERGAMO	LOMBARDIA
CPIA VARESE	VARESE	LOMBARDIA
CPIA 1 PAVIA*	PAVIA	LOMBARDIA
CPIA CAMPOBASSO	CAMPOBASSO	MOLISE
CPIA 1 TORINO*	TORINO	PIEMONTE
CPIA 3 TORINO*	TORINO	PIEMONTE
CPIA 4 TORINO	TORINO	PIEMONTE
CPIA 1 NOVARA	NOVARA	PIEMONTE
CPIA TARANTO	TARANTO	PUGLIA
CPIA LECCE*	LECCE	PUGLIA
CPIA 1 BARI	BARI	PUGLIA
CPIA STRETTO IONIO	TARANTO	PUGLIA
CPIA 4 ORISTANO	ORISTANO	SARDEGNA
CPIA AGRIGENTO	AGRIGENTO	SICILIA
CPIA AREZZO	AREZZO	TOSCANA
CPIA LUCCA - IIS GALILEI-ARTIGLIO	LUCCA	TOSCANA
CPIA PADOVA	PADOVA	VENETO

*group interview session

** group interview session and telematic questionnaire

³ This is the case, for example, of the considerations collected at the CPIA 5 of Milan and at the CPIA 2 of Cinisello Balsamo, where the processes that lead to the preparation of the Individualized Training Pacts, were mainly observed. This theme is, however, closely related to the one of the network, especially because the design of an individualized path should not ignore the whole of the offer available on the territory as much as other educational and training opportunities, both of social and occupational inclusion: in this perspective, the network is a subject and a context able both to provide information and to play an even more active role by integrating the curricular offer and, even, orienting its "consistency".



The key issues selected and addressed, both in the case of distributed telematic questionnaires and during the *de visu* meetings that was possible to organized, essentially concerned:

- the process of establishing the already existing networks. In particular, it was necessary to know the origins, that is, if they represent a "legacy" of activities carried out "before the reform" or if their constitution was a result, even if in terms of fulfillment of obligations, of the systemic innovation produced with the entry into force of the legislation establishing the CPIA;
- the consistency and composition of the current network and the strategies envisaged in the short and medium term for its consolidation or expansion;
- the activities carried out thanks to the network, with particular reference to those perceived as achievable only thanks to the collaboration with the other territorial actors. This was of particular interest to verify the real added value that territorial alliances can bring, especially with regard to the expansion of the training offer foreseen by the law and to the need to increase the matching between educational offer and the needs of local citizenship;

- the collection of considerations and evaluations regarding the real and perceived advantages of the networking, starting from evaluations on the effectiveness of the currently implemented network strategy. In particular, it was interesting to gather the opinions of the educational operators (DS and Teachers) in relation to the distribution, integration and enhancement of the proposed educational offer and on the possible increase of the opportunities for socio-economic integration of the beneficiaries;
- any suggestions on upgraded practices that can be activated.

Essentially, the Report is designed to give an account of the results of these interlocutions and, above all, to give a voice to the key players of the changes that are taking place in an important sector of the adult learning system, (the one more properly connected to the education of this segment of the population). The choice is, therefore, to explicitly present the results in the next chapter and to ground some initial conclusions on the collected contributions⁴.

3. The survey results

3.1 The current territorial alliances

In the interlocution with the various CPIAs who offered their collaboration to answer the questions of the questionnaire or to reflect during the *de visu* meetings, it was immediately clarified that - in thinking about their social capital - it would be relatively useful to consider the so-called internal network: for its very nature, in fact, the CPIA implies the stable relationship between offices and schools within which the first and second training level offer is declined.

The focus of the survey was, in fact, the relationships that are not only governed by administrative constraints but which are mainly based on the will and motivation of the territorial stakeholders to cooperate permanently (or conjunctively, on defined projects).

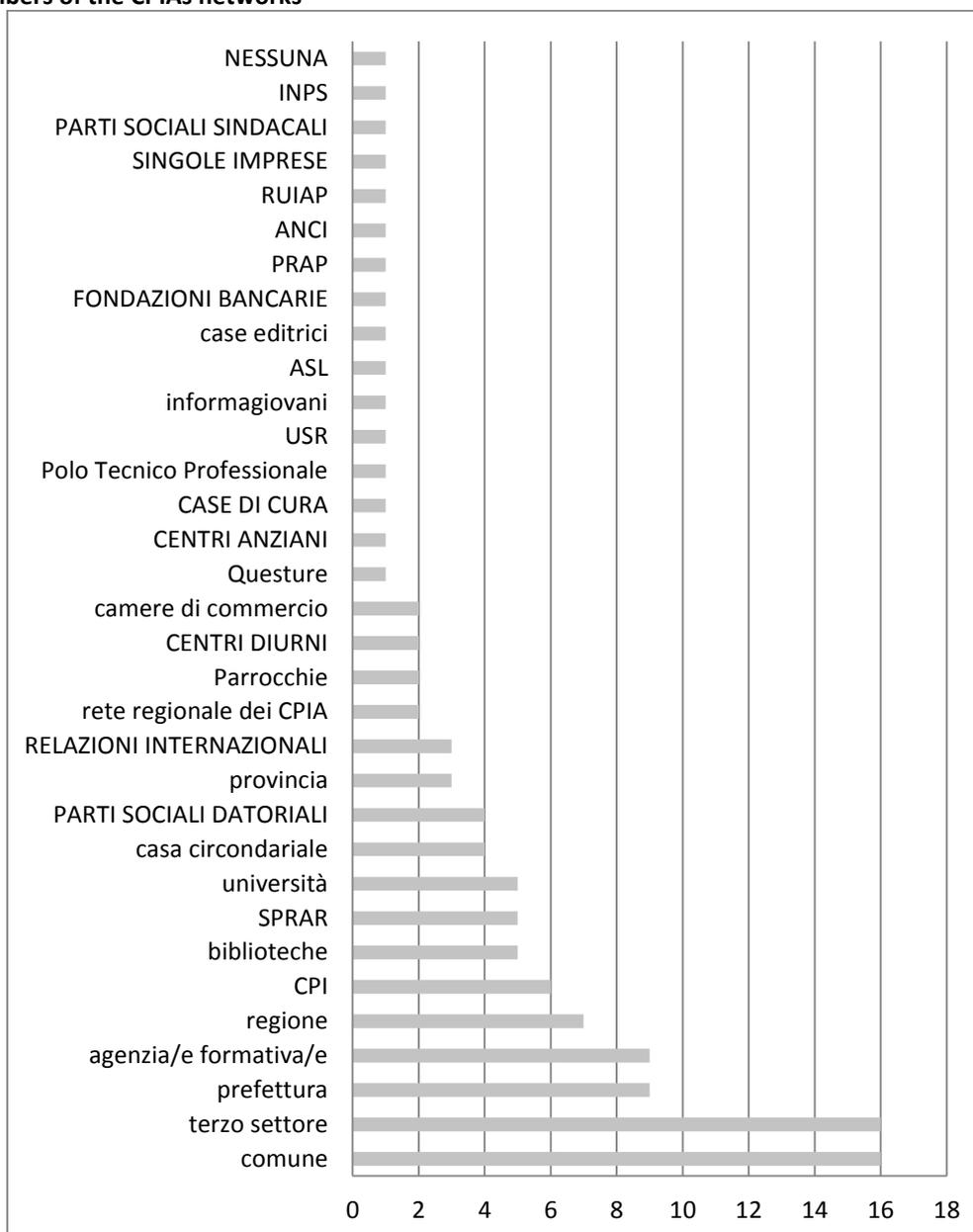
The following Table 2 summarizes the answers provided to question 1. *Consistency of the CPIA network of relations on the territory.*

The first evidence emerged is the great variance that distinguishes the compositions of the formalized networks of the CPIA. They are relatively small and complex architectures, which, only in a few cases, imply more than 9 different actors cooperating with the CPIA, where the average is just under 6. In the Tab.2 it is

⁴In fact, during the period in which the survey was carried out, the monitoring of the IdA system by the Ministry of Education - MIUR, (carried out by INDIRE), was underway and the implementation, by the MIUR and INDIRE, of some further studies the results of which will be available in the first few months of 2018: critical analysis and a new set of key messages will, therefore, be possible at the end of this research action, certainly more significant and complete.

possible to notice that more than thirty types of different interlocutors were mentioned, even if the top five in the ranking absorb 50% of the total.

Tab. 2 –Members of the CPIAs networks



The Municipalities and the third sector represent, certainly, the CPIAs main interlocutors. This can be explained by the role - not only educational but also strongly social - that this type of "school" plays in the territories. The relationship is therefore facilitated, on the one hand, by the set of institutional competences typical of these territorial administrations - holders of social and youth policies, of the welcome actions addressed to migrants, of the guidance and information services -; on the other, the sharing of objectives and languages between teachers and social workers, which simplifies and makes this priority interlocution almost obligatory.

Notwithstanding the above, there are different levels of institutionalization and formalization of the relations between CPIAs and Municipalities.

Obviously, in most cases, the relationship arises from the sharing of a project, an intervention or a specific initiative (normally proposed by the CPIA): they are, therefore, *ad hoc* networks, which have as main advantage the one of making visible and measurable the results jointly achieved in the short and medium term.

In other cases, the relationship has a permanent nature and is followed by the signing of more stable agreements and protocols. If, on the one hand, this solution is certainly to be preferred and represents the basis for a more detailed and extensive planning of the interventions to be jointly carried out, on the other, it implies a continuous effort and investment in keeping it active and efficient. Both CPIAs and local administrations are, moreover, subject to frequent staff turnover, with all the risks that derive from the change of people who, often, play "key" roles in the relationships between the members of the network.

Finally, there are levels of formalization of the relationship between the CPIA and the Municipality that entails the definition of real "work tracks" on which - with an almost "symbolic" value - investments of economic resources and real innovative organizational and logistics solutions, are planned.

This is the case, highlighted in the box below, of the agreement between the Metropolitan City of Bologna and CPIA 1 - Bologna.

Box 2 - The "Bologna to the metropolitan network for lifelong learning" Project

The Metropolitan City of Bologna has allocated, with a specific Determination, economic resources (just over € 20,000) to the Bologna CPIA to start the establishment of the Permanent Lifelong Learning Network. It is the Social Development Area of the Metropolitan City that has entrusted the CPIA to realise the project "*Bologna towards the metropolitan network for lifelong learning*", acquiring the necessary technical support service.

In the Determination is stated, among other things: "*Metropolitan Cities have the function of promoting and coordinating the social and economic development of the territory. The Regional Law 13/20156 recognizes the Metropolitan City a specific role in regional policies, through appropriate tools for comparison and sharing (implementation agreements, inter-institutional seats). In it, as far as education is concerned, the tasks assigned are the planning, on the basis of the regional guidelines, of the school network and of the educational offer for upper secondary education and adult education. As for the public system of adult education, it means defining the articulation of the associated regional offices of the Provincial Centers for Adult Education (Cpia), their network with the upper secondary Institutes which offer 2nd level courses, the definition of their specializations and paths in line with the needs expressed by local communities, by the production world, by the qualification needs of the adult population. Consistently with its own Statue, the metropolitan city of Bologna actively promotes the system through specific public initiatives and online Guide for citizens. The "Implementing Agreement between the Emilia-Romagna Region and the Metropolitan City for Economic and Social Development, in particular in the areas of education and training", recently signed in April 2017, finally recognizes to the Metropolitan City a role in the promotion and coordination of the metropolitan network of lifelong learning."*

The Metropolitan City of Bologna has noted the need to implement an experimentation Workshop, in which to promote the start of a route, on a territorial basis, which should support the establishment of the metropolitan

Network of lifelong learning and, at the same time, spread as much as possible the multiple learning opportunities that the Network can offer.

The task of the Workshop is to activate and produce the first hypothesis about the identification and integration between the many public and private subjects that will constitute the metropolitan Network for lifelong learning, among which:

- the various public and private Agencies providing formal training, skills assessment and certification (formal system: Regional Education and vocational training, employment services);
- Associations providing non-certified non-formal training paths, such as - for example - Third Age Universities, Associations involved in language training to be involved in a path of qualification and integration with them, employer associations, companies, Trade Unions organizations, since they are interested in the dissemination of the opportunities and in the qualification of workers and employees;
- the Municipalities and their Unions, involved in supporting the Associations working in the informal sector, having the interest on the disseminating the opportunities offered to their citizens and on the provision of spaces dedicated to the implementation of the activities;
- other subjects, holding interests and skills, in particular the University.

Further objectives are represented by the improvement and strengthening of tools used to promote the opportunities offered to citizens by the Adult Education system and the search for EU opportunities supporting metropolitan projects in the field of lifelong learning.

All the activities necessary to achieve these objectives are expected to be carried out in close connection between the CPIA and the Metropolitan City's Social Development Area, "*within a specific Steering Committee, composed of the Metropolitan City, School Office - Area of Bologna, the Emilia Romagna Region*".

Many CPIA, in the transition from CTP to the new organizational identity, have maintained pre-existing networks and relationships with other "historical" interlocutors. Dozens of years of experimentation - which have seen the tightening and consolidation of alliances with the training agencies present in the area and with the regional administrations, (especially with the Education, FP and Work Departments) - have certainly not been forgotten. These are relationships that have allowed the piloting of parallel paths aimed to the acquisition of certifications and professional qualifications, implementing real processes to optimize the learners' times of socio-occupational reintegration. Moreover, these are contexts in which, very often, it has been possible to develop or consolidate the teachers' familiarization with the planning according to skills and with the management of work-linked experiences (that have proved - years later - to be effective educational modalities, also foreseen in the regulations concerned with the education sector).

Equally frequent - on the other hand forced, where there are prison offices - appear the relations with Prefectures, SPRAR and PRAP. These are functional and unavoidable connections: in this case, the analysis should not be focused on mere detection, but on the quality of the cooperation, on a proactive way and on any innovative aspects that could foster the development of this relationship, by shifting the focus from the mere compliance with the rules towards "educational alliances" between the CPIAs and the abovementioned institutions.

Different aspect is the relationship between the CPIAs and the world of the various organizations working in the third sector. Despite the passage, controversial and not entirely accepted by everyone, from a broader idea of Adult Education to that, apparently more limited, of a scholastic approach and, in other respects, from the emphasis on the purpose of occupational integration, (direction, this one, however taken in other countries of the European Union and witnessed by the transfer of competencies in the field of adult learning from DG Education and Culture to DG Employment of the European Commission), to the social purpose that within the Adult education remains clearly unquestionable.

The development, acquisition or maintenance of good levels of mastery of basic skills by the adult population - which contribute to the acquisition of acceptable levels of functional literacy - remain objectives whose achievement is essential if one is convinced of the endorse a social model characterized by inclusion and participation to the active life of all citizens.

Social inequalities, educational deficiency, marginalization of entire population groups, socialization difficulties, rejection of participation, inability to assert one's own rights and to recognize one's duties: these are just some of the areas in which the third sector plays a fundamental role and, often, not only subsidiary and complementary to that of the responsible institutions.

It is quite clear that the CPIAs are called to carry out their own educational mandate in favor of many of the citizens who suffer from significant fragility or, at least, are in situations of high risk of exclusion. The need to strengthen their intervention through the contamination of communication registers and action modalities typical of the third sector bodies, helps to explain the frequency with which the CPIAs start relations and agreements with these Actors, plan and manage interventions, share solutions and tools (up to, in some cases, consider them as real privileged interlocutors, if not unique).

The survey made it possible to receive direct confirmation of the increasing role that libraries have in the adult learning sector. A role that had been already highlighted during the territorial workshops realised in the framework of the project for the European Agenda 2012-2014 and that had been restated during a meeting of the National Coordinators network (Brussels, 2015), where a representative of an international library network participated. Some of the interviewed CPIAs stated to already have stable relationships with public libraries working in their own territory and, during group discussions, this information has aroused the interest of other Institutes, making one assuming the creation of new "alliances" of this type, in the short term.

Some CPIAs have started up relations aimed at the realization of national and international projects, by selecting partners such as banking foundations, Universities and university networks and international organizations. These relationships are not stable but, certainly, can contribute to the developing and consolidating of “the network” as a cultural concept, that, as a matter of fact, nowadays is not.

It will be necessary to reflect on the fact that there are some types of interlocutors that, hypothetically, would be the ones relationships might be easily developed, but which, actually, are identified as such only in very rare cases. This is the case of the USR and of the regional networks of the CPIAs, but also of the professional Technical Poles, of the Consulates or of the Embassies (for all issues related to the target of migrants).

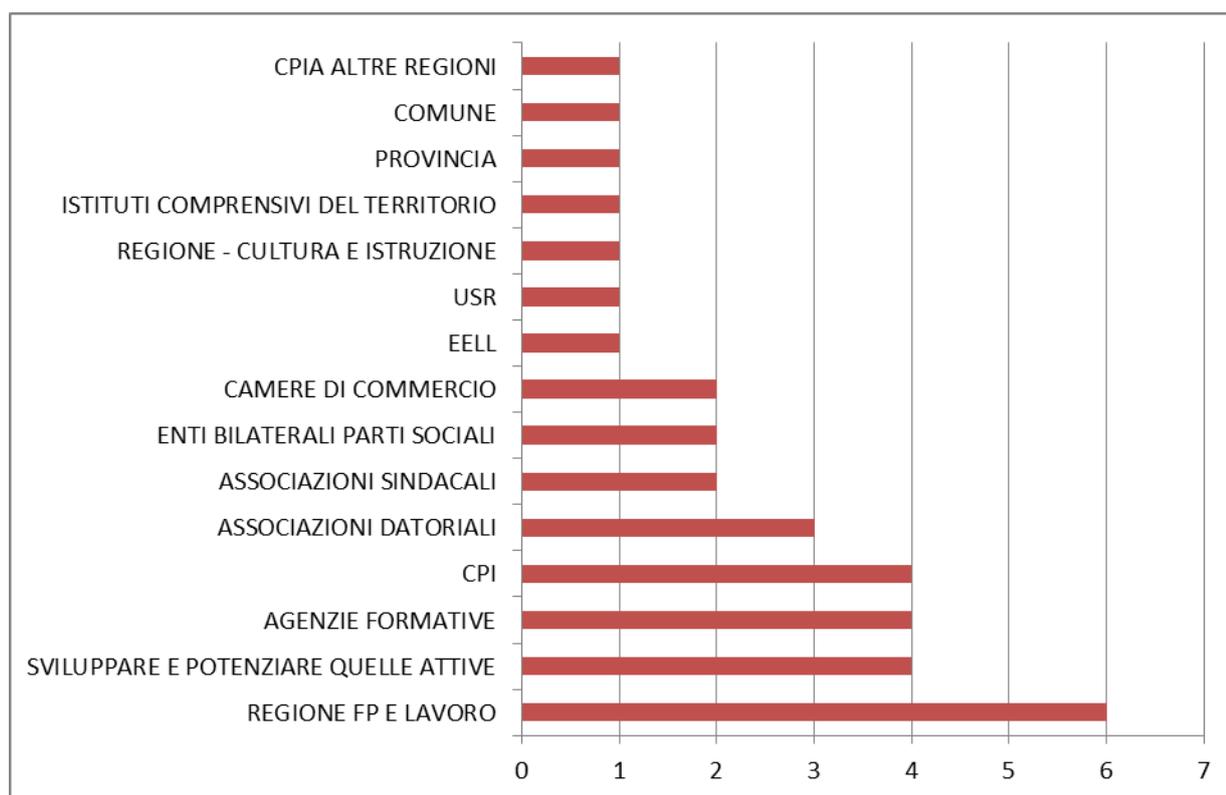
The data related to the relationships with the CPI, the Social Partners, the Chambers of Commerce and with the companies is analyzed in the next paragraph, together with the results related to the typology of actors with whom the CPIAs plan to activate new relations.

3.2 The need to widen the network: who would be the actors?

A second focus of the survey was concerned with the theme of the alliances already envisaged or the development, in the short term, of alliances considered as a priority.

First of all, it should be emphasized that a substantial percentage of the answers provided concerns the consolidation of existing relationships (see Table 3).

On the one hand, the data returns the idea that the networks already developed properly and functionally fulfill their task and that no further investment is required; on the other, however, the answer hides the feeling that such networks are often too cyclical and subject to the risk of coming apart, so that, therefore, if an investment has to be made, this must concern the strengthening and the "shoring up" of structures, still too fragile.

Tab. 3 – Who are the new members of the CPIAs network?


Secondly, the answers provided and the comments collected (see box 2 below), make it clear how the CPIAs are consolidating the awareness of the importance of taking on a new, additional role, in order to meet the new user's demand: to acquire needed knowledge, to socially integrate themselves but also to improve, thanks to new and more appropriate skills, their employability or position on the labor market. We have highlighted in Tab.2 how, in numerically limited cases, relationships have already been established with Actors such as Employment Centers, Social Partners, local companies and Chambers of Commerce.

Just considering the programmes of the CPIAs interviewed, these relationships must grow in order, on one side, to counteract mismatch risks, (in this case, the relation would be functional to detect needs and develop common and more functional programs for job insertion), and, on the other, to offer learners direct relationships with subjects and actors who would play key roles in intermediation and job placement at the end of the paths.

In **box 3**, parts of the interviews and answers to questionnaires are textually reported with respect to the question: *With whom it would be advisable to develop network relations and why.*

Rather, the planned search for agreements with the Social Services Departments of the Municipalities and with the Associations of voluntary work, refers to another function perceived as integrative of the educational one: that of placing itself as a reference point for a segment of the adult population that holds

strong symptoms of fragility and risks of social exclusion. On one side, these relationships would be aimed at intercepting, welcoming and monitoring the paths of returning to education of subjects belonging to the weaker brackets of the population; on the other, these relationships would offer the possibility of obtaining extra-scholastic support from MSNA students, (*unaccompanied foreign minors*), imprisoned learners and, in any case, drop-out students, not employed or, in any case, looking for employment and foreigners with low schooling level.

Box 3 - Who and why to build new network relations: the words of the interviewees

with Chambers of Commerce and CPI is strategic for employability;

with the world of work and vocational training bodies, [creating] tables for lifelong learning in order to foster integrated paths of education and work (apprenticeship, school-work alternation);

[with] Employment centers and training agencies of the territory, for the creation of integrated and synergistic paths aimed at the employability of adults and young adults;

with the Regions and the bodies involved in vocational training, in order to provide training courses addressed to adults, that are more attractive and aimed at [acquiring] skills that are really functional to entry (or re-entry) in the labor market;

with Department for training and work, trade associations, vocational training bodies, Chamber of Commerce, to implement the training offer and provide additional opportunities for engaging with the world of work;

with Associations of the economic and productive world, employment centers and training agencies of the territory, for the construction of integrated and synergistic paths aimed at the employability of adults and young adults.

Some CPIAs also believe that, in order to solve a "chronic" *deficit* of adequate space to carry out extra-curricular activities, aimed at expanding and implementing the training offer, the main interlocutors remain the Municipality, Province and Region. As mentioned, these relationships already exists, but, often, are aimed to the implementation of specific and short-term projects: instead, it would be necessary to start up more stable and demanding relationships (a model of agreement foreseeing also to the management of spaces, could be the one presented in Box 2).

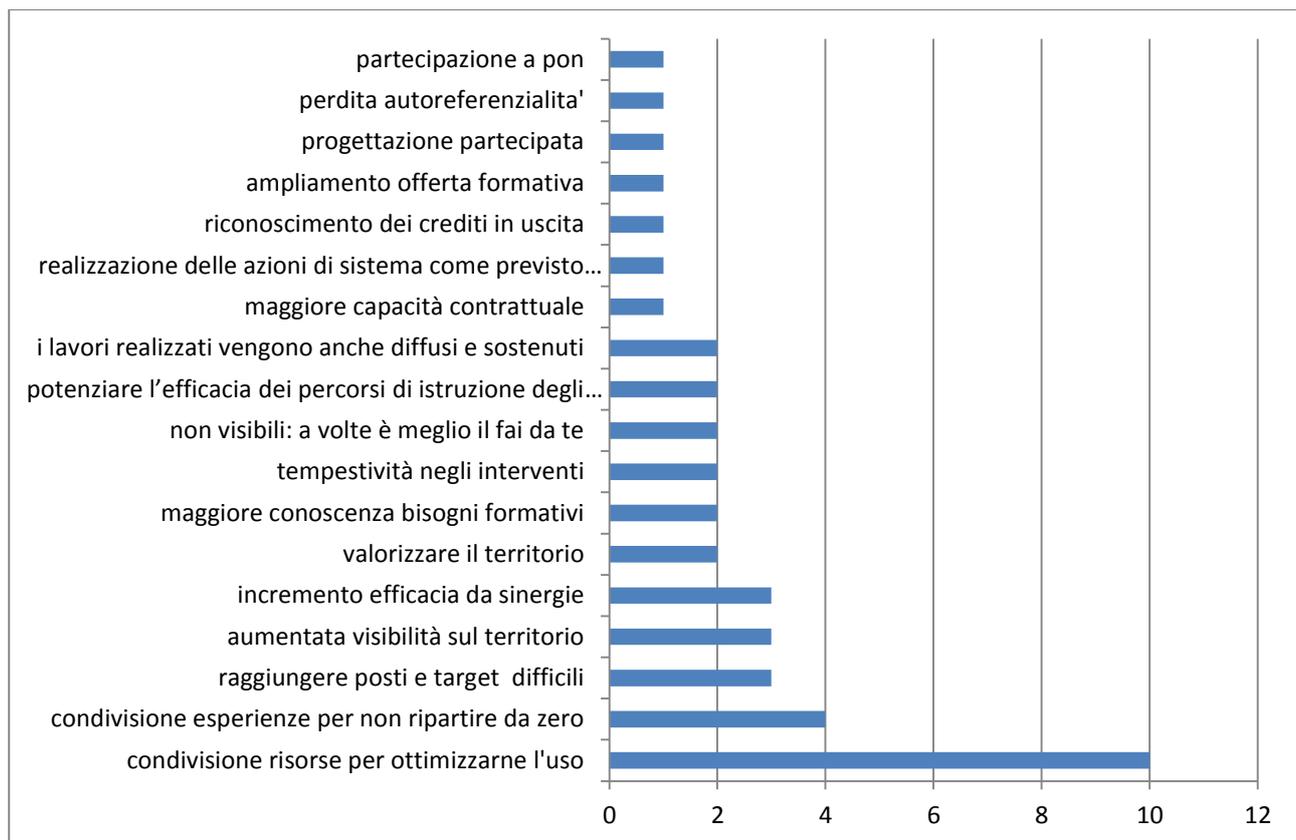
Finally, according to the opinion of teachers and of some DS, it would be advisable to start collaborations with CPIAs of other regions, in order to share good practices and implement innovations on how to intervene with users. This would imply the mapping of the offer of some CPIAs from other regions, to better understand "*which sectors and sectoral needs still require coverage*", also for the implementation of trans-regional CPIA networks.

3.3 The perceived advantages of the “networking”

In the view of most respondents, "networking" is not just an indication of the legislator. If it is true that, in two cases, some skepticism was recorded, (*"For now, I have not seen advantages: maintaining (healthy and productive) relationships is very difficult and sometimes it is better "DIY"*), associated with extremely specific experiences and conditions of difficulties and missing competences, resources and time, it is equally true that, urged on the issue concerning the potential advantages of the strengthening of territorial cooperation - multilevel and multi-sectoral - the CPIAs were able to highlight many and different ones.

The following Table (4) show a summary of the answers received, from which it is possible to deduce that:

- the network is an organizational context in which, above all, economies of scale are realized in the use of available resources. Management efficiency, educational effectiveness, effectiveness in coping with the users' marginalization and optimization of time and resources, (available skills), can be achieved by working in a framework of synergies and alliances with Actors - not necessarily only providing educational or training services - possibly stable and permanent;
- the network is also a virtual place for the exchange of experiences and knowledge, which - once put in common - allows "not to start afresh", to better know the users' demand for education and training, to give visibility to actions and results related;
- the communication internal to the network, makes its components more visible on the territory, allows the recognition and clear identification by the citizens of their respective tasks and possible interventions, facilitates the launch of *reach out* processes and allows to reach previously unapproachable targets ;
- the different expertise of a territorial network makes the CPIAs in the condition to start planning processes and to design activities in a wider dimension, so allowing a greater access to national (PON) and European (EU programs) funds or funds locally promoted (e.g., agreements with Foundations or EELL);
- the greater knowledge of the territory that develops within the networks, makes it possible to intervene on the needs of citizens with greater punctuality and promptness;
- the loss of self-referentiality, perceived by some CPIAs as strongly impeding cultural growth, would allow to broaden the educational offer and, above all, its congruence and relevance to the learners' needs;
- a strong, broad, formalized, multilevel and multi-sector network has a greater contractual capacity, when it comes to obtaining support - institutional or private - for the realization of the intervention programs.

Tab. 4 – The perceived advantages of the networking


3.4 Difficulties and obstacles to the creation and maintenance of the networks

Networking is difficult and expensive. It requires time, skills, economic resources. But it also requires willingness and inclination, motivation to get involved, confidence in the benefits that would derive from it and that, also, have been clearly identified (see previous paragraph).

Regarding this, there is a distance between what was declared and what was going on: the lack of real interest (not only by the side of the CPIAs, but also by the various territorial stakeholders), in view of the perceived usefulness of the cooperative work, is a real dissonance, a paradox that undermines the base and makes the task of those who - coherently - pursue the goal of collaboration, even more difficult. In the interviews it emerges clearly how impeding mechanisms of defense of one's own spaces are in the name of safeguarding one's specificity and "one's own task". Losing self-referential approach, and not only by the CPIAs, is therefore a precondition.

Tab. 5 – Which are the difficulties and obstacles to develop and maintain the networks

Answers	Total
Lack of time (both sides)	3
Long timings to promote networks	1
Impossibility to be absent from lessons	1
Lack of real interest (both sides)	3
Poor participation of network members	1
Lack of interest by the side of local bodies	1
Absence of institutional interlocutors (e.g.. USR)	1
Poor commitment of teachers and managers	1
To maintain the relations with EELL	1
Training agencies are afraid of losing their clients	1
Weak cultural propensity	2
The territory has a negative feeling towards CPIAs	1
Misinformation about CPIAs	1
Poor visibility on the territory	1
The network is perceived as a regulatory constraint	1
Too much attention given to micro projects	2
excessive parcelling of relationships	2
No shared logistics solutions	1
The absolute inability of a large part of the teaching body to effectively use the communication systems that ICTs offer.	1
Lack of economic resources to realise meetings	1
Absence of profiles able to establish lasting and organised relationships	2
Need for profiles dedicated to the monitoring and evaluation of the activated processes.	1

But *networking* implies not only appropriate attitudes and behaviors, but also specific skills and knowledge: it is necessary to know "who and who does what" on the territory, to know correct communication registers, (alternating them according to the interlocutor), to be able to define intervention priorities, to stay up-to-date on local development policies, to know the needs of the production system.

Networking would also require dedicated time and resources, adequate logistics solutions and, above all, a significant reduction in the turnover of the personnel responsible for maintaining the relations with the local partners.

Box. 4 - What are the difficulties and the obstacles to develop and maintain the networks: the words of the interviewees

The teachers of the CPIAs are the first (I mean a good part of them) showing the willingness to be involved in positive actions and relationships.

The territory should see us as a resource.

Poor knowledge and visibility of the Center on the territory, even within the same division of the school administration (Territorial Offices, other educational institutions).

Weak cultural propensity of the subjects of the territory to "networking" through the implementation of common actions, resources and tools aimed at the achieving of shared objectives.

Lack of a collective vision and of an horizon of meaning authentically inspired by the values of solidarity, of the common good and of the integration, under various aspects, of the different social structures in a medium and long term perspective.

Lack of interest on the part of local authorities, often linked to a lack of valid reference profiles able to intervene and establish lasting and organised relationships.

There are individual initiatives, but there is no such thing as the habit of meeting periodically. We meet very often but only to follow a single project.

Absence of institutional interlocutors who should promote and support territorial networks.

Far too long timings to promote meetings and working tables, little interest, bureaucracy and limited skills.

Frameworks and regulatory constraints pay more attention to the bureaucratic, formal and utilitarian aspects of the networks, rather than to the merit of their aims and contents.

The change of mentality has not yet happened. With the transition from the CTP to the CPIA, many teachers did not understand their role and depend on the manager.

Distrust by the side of the professional training organizations that are afraid of losing their users.

The managers of the other schools (comprehensive schools, secondary institutes) should be better informed/trained on the reform of the CPIAs, to encourage the creation of the network. It represents a resource for the entire student population.

The lack of time and the impossibility of being absent from lessons and creating makeup classes.

Lack of economic resources to realise meetings, round tables, conferences and events useful to promote the debate on the territory.

The absolute inability of a large part of the teaching body to effectively use the communication systems that ICTs offer.

CPIAs, institutions and companies, they would need dedicated staff able to promote networks, but also to monitor and evaluate the processes that have been activated.

3.5 Networking: is it a question of resources, time and competences?

During the survey, interesting indications emerged on which were the most important resources according to the CPIA operators interviewed, to more effectively achieve the goal of expanding and consolidating the networks. In particular, it was requested them to classify, in order of importance, the necessary economic resources, time and skills.

Quite counter-intuitively, the need to acquire specific skills - through training or retraining of Managers and Teachers - or even with the support of external expertise, is clearly considered by the vast majority of respondents, as a priority.

On the other hand, in the previous paragraph the topic of insufficient competences had been cited by many as one of the obstacles encountered by the CPIAs in the effort to establish or join territorial networks. It is, therefore, an explicit request for training and retraining by the Ministry of Education (MIUR) which has already demonstrated - through the various editions of the PAIDEIA program – the willing to invest on it, significantly.

The second type of perceived resources needed, concerns the coverage of costs implied by the networking. These are communication costs, infrastructural endowments, journeys that are not covered by the CPIAs budgets and that, often, are on the responsibility of the DS and of the teachers themselves.

The resources are often found within projects already started up, but the number of these initiatives is not only extremely limited, but tends to decrease precisely because it is strongly linked to the social and relational dimension of the CPIA.

Starting from this evidence, it is not surprising the low participation in EU Calls, which often require the presence of a local and transnational partnership having a rather significant size to ensure the best chances to be approved.

As regards the "time" resource, its scarce availability is not perceived as actually impeding: sufficient skills and adequate economic resources - together with strong motivation - seem to be able to compensate for the limits.

4. Increase and consolidate the networks: the considerations of the CPIAs and key messages

At the same time many challenges were posed to the CPIA. Among the most significant, at least the following must be mentioned:

- equip themselves to guarantee a more personalized educational service, starting from the strengths and the needs of each learner, to be synthesized and formalized in an individual training Path;
- plan and articulate the educational offer by declining it by skills;
- integrate the educational offer with a view of broaden it, so as to better match the needs of the learners and of the labor market;
- launch educational research processes and projects and adopt innovative educational methods also through the use of new technologies;
- represent one of the nodes of the territorial networks for lifelong learning.

These are key tasks, also entrusted *ex lege*, whose correct execution is testing the intelligence and skills of hundreds of Managers and Teachers.

Starting from some phrases recorded in the questionnaires and gathered during the meetings, some *key messages* (KM) are presented below, with the aim of opening a debate on issues on which the CPIA Operators interviewed have consolidated experiences, opinions and knowledge and on which a debate between by the whole of actors called to infra-structure the lifelong learning national system, cannot be postponed.

... Networks are required, above all, to the purpose of participating in projects, while it would be more useful to establish concrete and gradual actions

KM: The creation of networks to achieve purely cyclical objectives, (linked, for example, to the presentation of a project or the launch of a specific initiative), is considered by many to be extremely onerous and inefficient. The organizational, human and economic costs do not appear justified with respect to expected results, perceived as transitory and unstable. On the other hand, the signing of agreements and protocols that are not finalized - even if functional to the fulfillment of the rules - although less binding with respect to the creation of relationships, also presents limits of effectiveness and efficiency. It is therefore necessary to invest in the establishment of networks whose members share medium-long term strategies, jointly designed to achieve goals, general and specific objectives characterized by measurability and real capacity - if achieved - to produce the expected changes. This seems possible only on the condition that the actors involved would find conveniences and motivations in acting "together", would know how to renounce to self-referentiality and/or merely sectoral interests and would invest concretely (economic resources, skills, intelligence and time) in cooperation.

... to develop the culture of "working together" to face problems

KM: the definition of action strategies and intervention programs can only start from the analysis of the underlying problems and causes. Besides representing one of the axioms of participatory planning and design techniques, the problem analysis process, if shared in a multi-actor context, allows a more effective and complete deconstruction of it and favors the most trustable reconstruction of the whole causal links that originated them: it is precisely by acting on each cause, with different and adequate methods of intervention, with investments and targeted distribution of the responsibilities, within a logical framework of the program capable of correctly identifying priorities and sequences of actions to be developed, that it is possible to create the conditions proper to the success of the program to be started. Work together, then, means above all developing the ability to listen and pay attention to the contributions of other

interlocutors, recognizing the value of a contribution deriving from a culture, organizational identity and perspective different from one's own. This approach towards change and the willingness to get involved should not be asked only to the teachers and to managers of the CPIAs. If the leverage of training is one that can be used to obtain this result of change, it does appear neither sufficient nor efficient and effective to design educational paths addressed only to the CPIA personnel. It is, instead, necessary, to start up awareness-raising actions, followed by capacitative actions on the themes of cooperation and networking addressed to all those representing the lifelong learning territorial network.

...networks are essential to widen of the training offer

KM: the upgrade of the training offer has often been at the center of the debate during the meetings with the teachers and managers of the CPIA and frequent have been the comments provided on this topic in the questionnaires. Within the organizational context of educational services, characterized by great complexity and by the need to absorb the innovations recently introduced by the reform, the feeling, widespread amongst the teachers, of not being adequately structured, (in terms of human, logistical and functional resources), could justify the minor attention given to this goal.

On the contrary, the widening of the training offer is perceived as an effective way to reach the most fragile users, to guarantee a better matching with the educational needs and with the needs of the territorial production base, to support inclusion or increasing of participation and active citizenship. So, in this frame, the networks deploy all their potential and become organizational contexts that allow to plan new educational and training programmes and to better finalize the ones already offered at institutional level.

It is within the networks that work-linked paths can be activated, guidance services can be better defined and provided and that the processes of integration into the labour market can be facilitated, at the end of the "school" paths. It is, therefore, essential that not only the actors involved in education and training, (CPIAs and schools not taking part to the CPIAs networks, training agencies, universities), cooperate to diversify the educational offer, but also that all the other Actors making up the territorial networks would interpret their role so as to achieve achieving this goal (fostering the needs analysis, making available their skills and locations, contributing to the definition of intervention priorities, supporting the processes of recognition and certification of the competences acquired through innovative and personalized training pathways).

There exists a “marked distance” from the most fragile people: necessary outreach

KM: the increase of the CPIAs' visibility on the territory still remains, in many cases, a problem, but it must be said that, three years after the launch of the reform, the information channels available to the citizens appear to be rather effective and efficient, (thanks also to the commitment of Municipalities and Third Sector). The figure concerning adult participation in training activities remains extremely worrying, given that it is far below the European average and the benchmark established in EU2020. If we add to this that low skilled adults often belong to the more fragile segments of the population, the issue of accessibility embraces new and worrying characteristics.

Negative performances, in terms of basic skills and functional literacy, may not be due to the quantity and quality of the educational and training offer available, but rather to access issues and lack of motivation. On the other hand, the need to activate outreaching processes appears to be central also in the recent Council Recommendation "Upskilling Pathways", where the effectiveness of the *"three steps strategy"* (assessment, flexibility of paths and certification of skills) must be accompanied by practices promoting the accessibility and by the monitoring and evaluation of the entire system of the educational offer thus conceived.

Also in this case, a network involving different actors working on the same territory can favor the identification of "invisible", or difficult to reach, potential users. Moreover, in a network - where different languages are spoken and different roles and tasks are played - it may be easier to find members able to use motivational drivers suitable for reaching reticent targets, or that are distant from the standard circuits where information on the existence of the educational offer of the CPIAs is provided. In these terms, therefore, the network can and must constitute a sort of resonance box, within which messages can also arrive in the farthest "suburbs".

...the CPIA has great potential, it could become a territorial point of reference and achieve European goals in a very short time, but it needs, in order to foster and promote networks, skilled and numerically adequate professionals....

Box – The CPIA questionnaire

Survey on the consistency and effectiveness of the territorial networks started by CPIAs

The analysis is functional both to gather information on the size, consistency, composition and efficiency of the territorial networks that the CPIAs are called to constitute, but also - and above all - to emphasize the importance of these networks that the EC itself considers preconditions for the activation of educational and training paths addressed to adults, also based on WBL.

Key issues for CPIA Managers and Teachers

Please answer extremely briefly, also by points, following - where present - the indications given for each question

Name of the organisation (eg.: CPIA 4 Roma)	
Full Address and City	
Website	
Name and Family Name of the interviewed	
Role (Manager, Teacher, etc.)	

1. Consistency of the CPIA network of relations on the territory

Please indicate the typology of social, economic or institutional actors with whom there are stable relationships (formalized or not) aimed at carrying out joint activities. (Example: Municipality of ..., Region - Department of training and work, Chamber of Commerce, Trade Union Association, Voluntary associations, training agencies, library,)

2. With whom would be proper to start a cooperation in the short time? And why?

3. Which are the main difficulties encountered in the creation and maintenance of a network of relations on the territory?

4. In brief, which are the main advantages produced by the networking on the territory?

5. What is needed to effectively and efficiently networking?

Please answer living a priority order to the following options (1 more important - 3 less important)

- RESOURCES (ECONOMIC AND FINANCIAL)
- TIME
- COMPETENCES (GENERAL OR SPECIFIC)

Notes, advices, comments

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