#### Governance of adult learning in Slovenia: Eight recommended actions

**Presentation to the Adult Education Conference** Wednesday 24 October 2018, Maribor

**Ben Game (project lead)** National Skills Strategy Slovenia project Directorate for Education and Skills, OECD





- 1. How did we get here?
- 2. What is "governance of adult learning?"
- 3. Mapping Slovenia's adult learning system
- 4. 8 Recommended actions



#### HOW DID WE GET TO THIS POINT?



#### 2016 & 2017 DIAGNOSTIC PHASE



#### Building whole-of-government collaboration

#### OECD

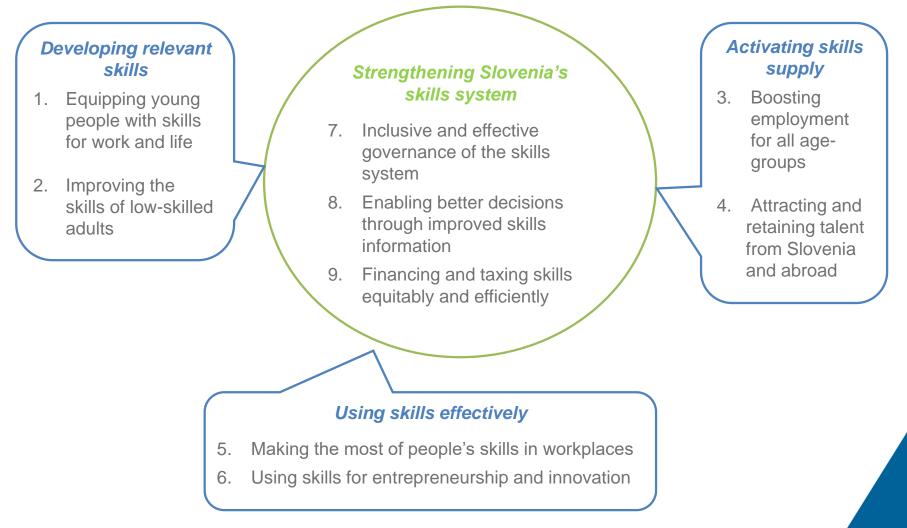




#### Engaging with diverse stakeholders



#### A Diagnostic Report that identified 9 skills challenges



### Why is adult learning important for Slovenia?

#### **≈400 000**

Adults with low levels of literacy/numeracy skills

#### ≈40%

Share of adults aged 65+ by 2030

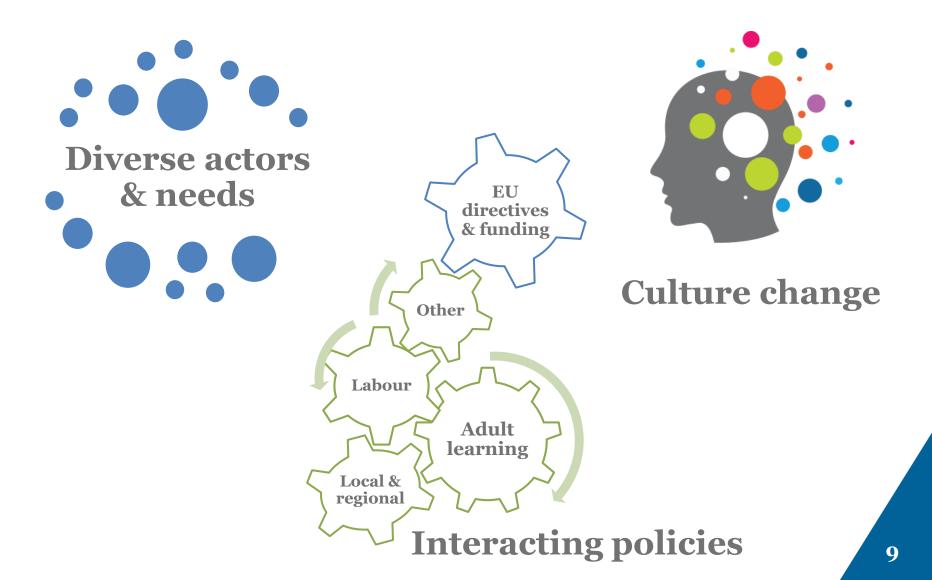
15% vs 70%

Participation in adult learning: below uppersecondary educated adults vs tertiary educated adults

**≈ 70%** 

Of Slovenian jobs vulnerable to technological displacement by 2026

#### Why is governance and cooperation important for adult learning?





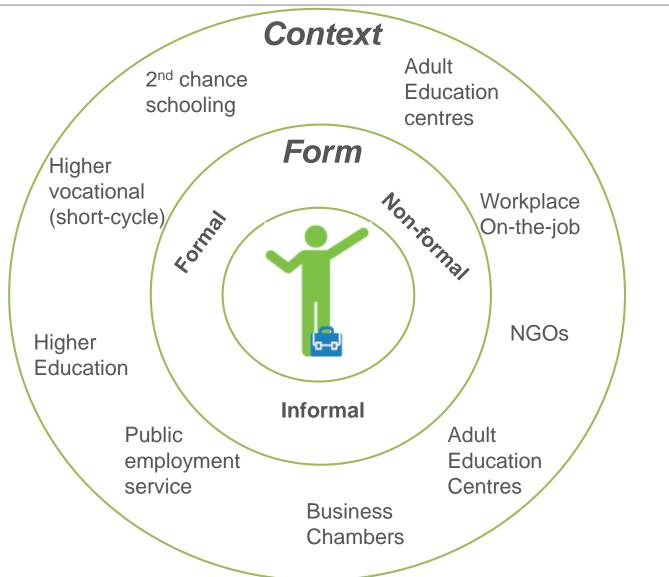
#### 2018 ACTION PHASE





#### Governance of adult learning Strengthening co-operation between ministries, municipalities and stakeholders to increase adult learning, and adults' skills for work and life



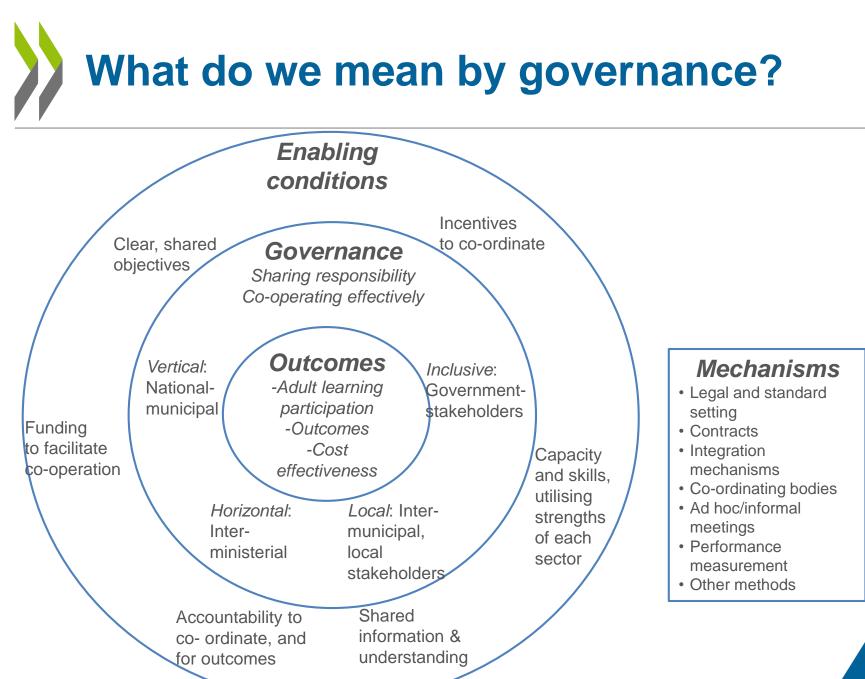


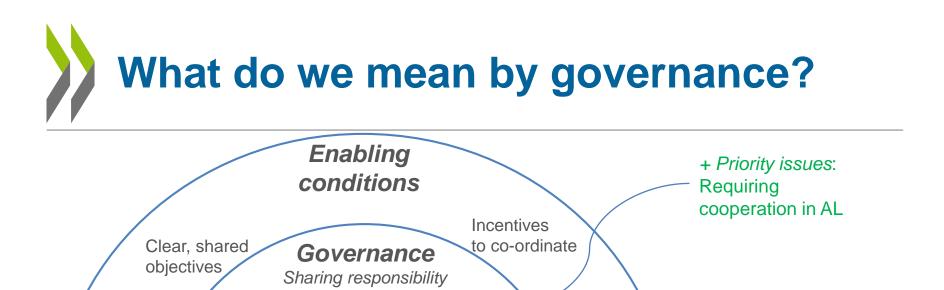


Outcomes -Adult learning participation -Outcomes -Cost effectiveness

## What do we mean by governance?







Inclusive:

Government-

stakeholders

Capacity

and skills.

utilising

of each

sector

strengths

Co-operating effectively

**Outcomes** 

-Adult learning

participation

-Outcomes

-Cost

effectiveness

Horizontal:

ministerial

Accountability to

co- ordinate, and

for outcomes

Inter-

Local: Inter-

stakeholders

Shared

information &

understanding

municipal,

local

Vertical:

National-

municipal

Funding

to facilitate

co-operation

Mechanisms
 Legal and standard setting

- Contracts
- Integration mechanisms
- · Co-ordinating bodies
- Ad hoc/informal meetings
- meetings
- Performance
   measurement
- Other methods



Mar	Apr-Jul	Aug-Sep	$Oct \rightarrow$
Mapping	Assessment	Drafting	Finalisation
<ul> <li>What is?</li> <li>Mission 1: mapping current arrangements &amp; opportunities</li> <li>Circulating questionnaire</li> </ul>	<ul> <li>What ought to be?</li> <li>Mission 2: Following up questionnaire responses</li> <li>Mission3: Testing draft recommendations for action</li> </ul>	<ul> <li>Draft report production</li> <li>Relevant international examples</li> <li>Feedback on draft report from national project team</li> </ul>	<ul> <li>Final set of Recommended Actions and report</li> <li>Publication</li> <li>Public launch</li> </ul>



#### MAPPING SLOVENIA'S ADULT LEARNING SYSTEM

Ministry	Formal responsibilities	Law
MIZS	Main responsibility. ReNPIO and plans, formal education for adults, officially recognised programmes, guidance	Adult Education Act (1996, 2018) Elementary School Act (2006) Higher Education Act (1993) with amendments

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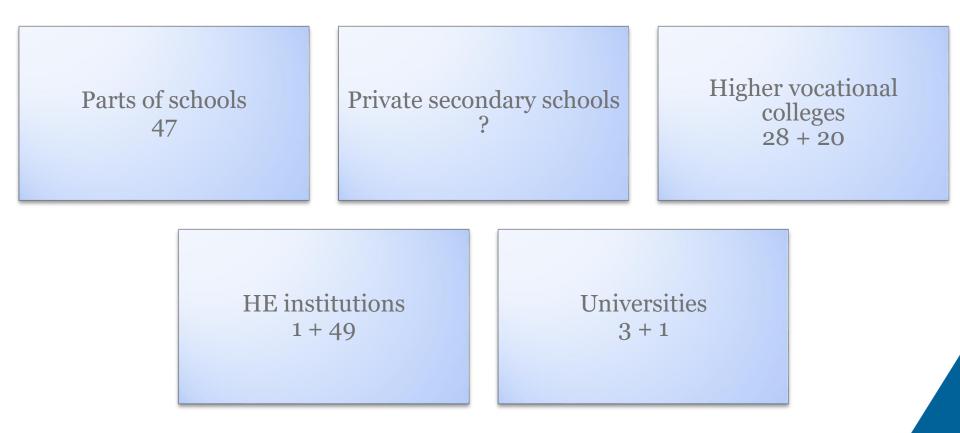


Private secondary schools ?

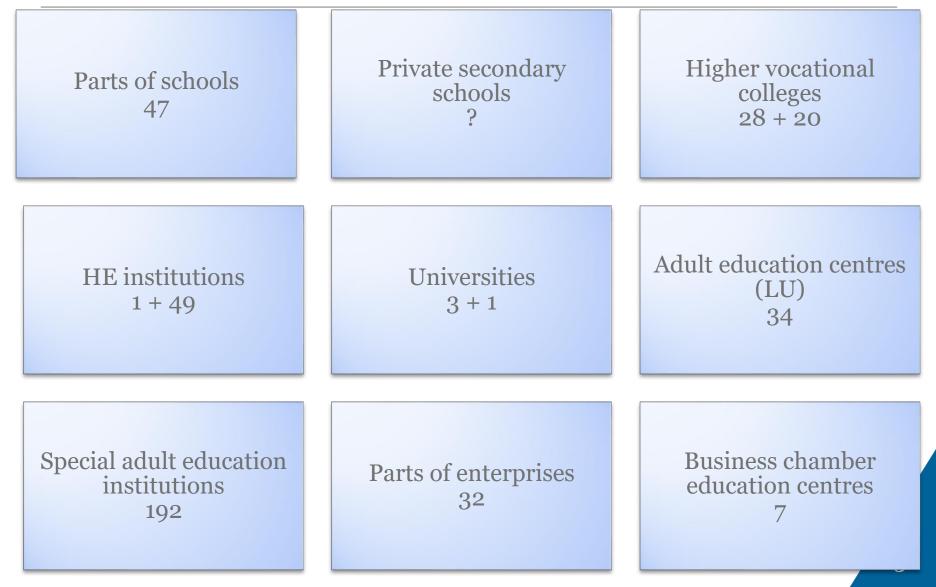
#### Parts of schools 47

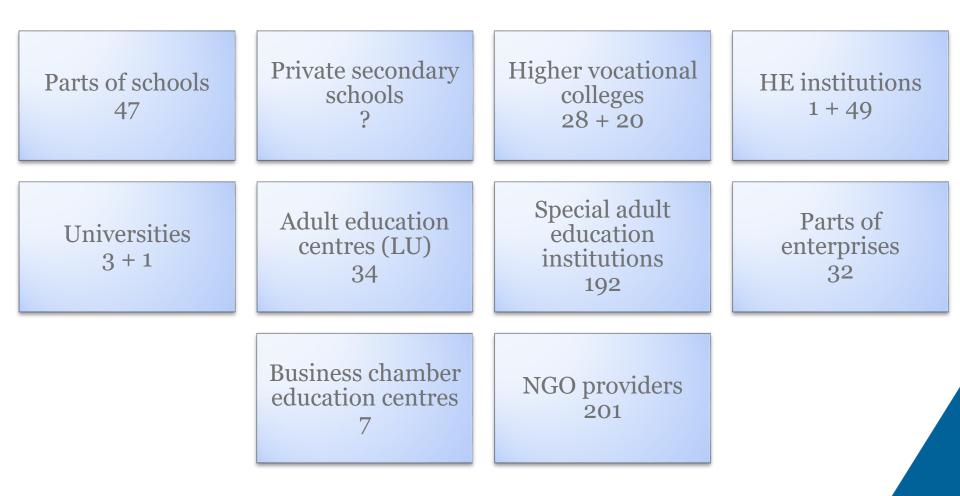
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#### Higher vocational colleges 28 + 20









Parts of schools 47	Private secondary schools ?	Higher vocational colleges 28 + 20	HE institutions 1 + 49
Universities 3 + 1	Adult education centres (LU) 34	Special adult education institutions 192	Parts of enterprises 32
Business chamber education centres 7	NGO providers 201	Inter-company Training Centres 20	Competence Centres for Human Resources Development 11

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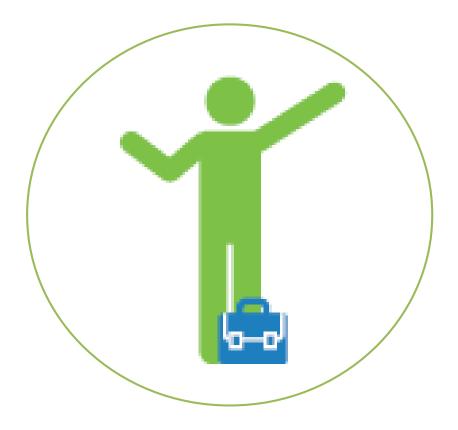
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Libraries	Driving schools 149	Other 29	Non-respondents (non-formal) ~300?

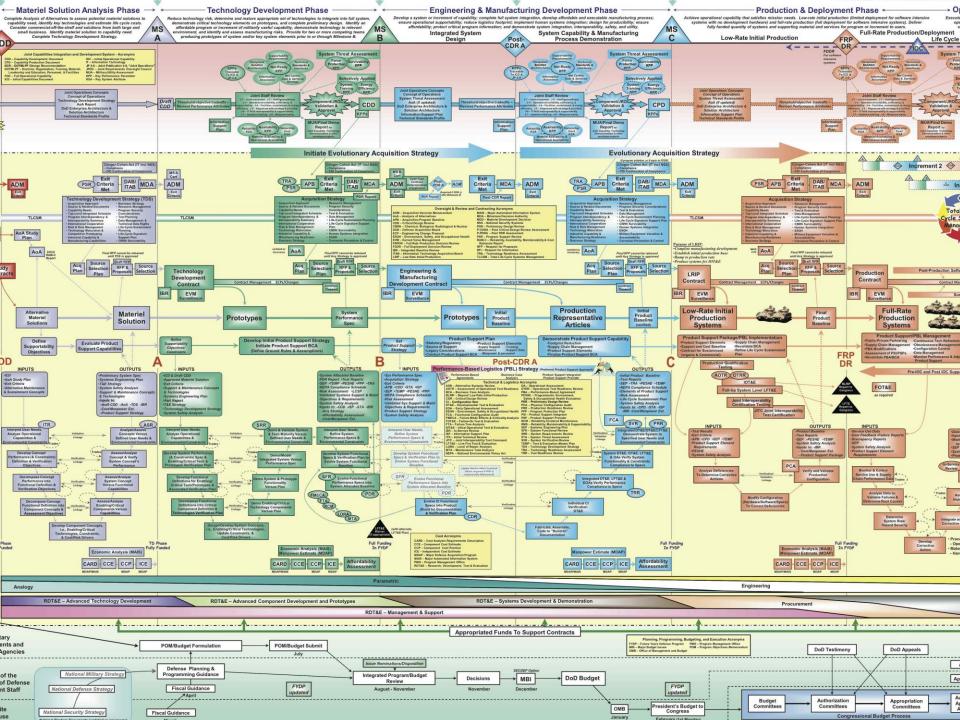
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  - 5 major inter-sectoral employers' associations (and smaller associations)
  - 49 trade unions

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- **Researchers:** ACS, universities etc.







• Not necessarily

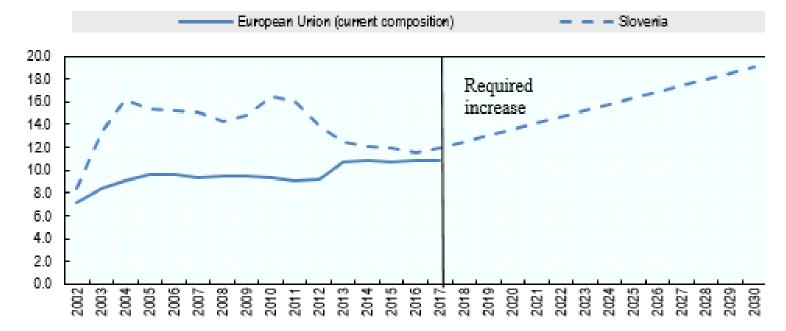


• Not necessarily, but...



#### Figure 1.2. Historical participation in adult learning and the 2030 target (2002-30)

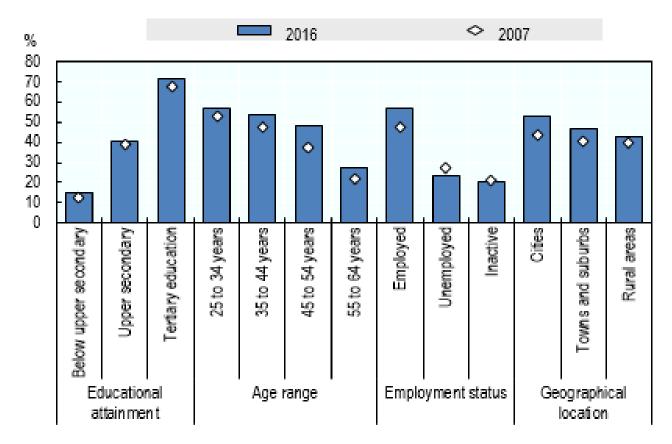
Historical data for the European Union and Slovenia until 2017, and projected data for Slovenia from 2018 to 2030



Source: Based on Eurostat (2018<sub>[18]</sub>), Adult Learning: Participation Rate in Education and Training (Last 4 Weeks), Labour Force Survey, <u>https://ec.europa.eu/eurostat/data/data/database</u> (accessed on 16 October 2018).

# Participation gaps are large and persistent

Percentage of adults participating in formal and/or non-formal education or training in the last 12 months



Source: Eurostat (2018[17]), Participation Rate in Education and Training, Adult Education Survey 2016 https://ec.europa.eu/eurostat/data/database (accessed on 16 October 2018).



### % of Slovenian adults who *do not* participate, and *do not want to* participate...





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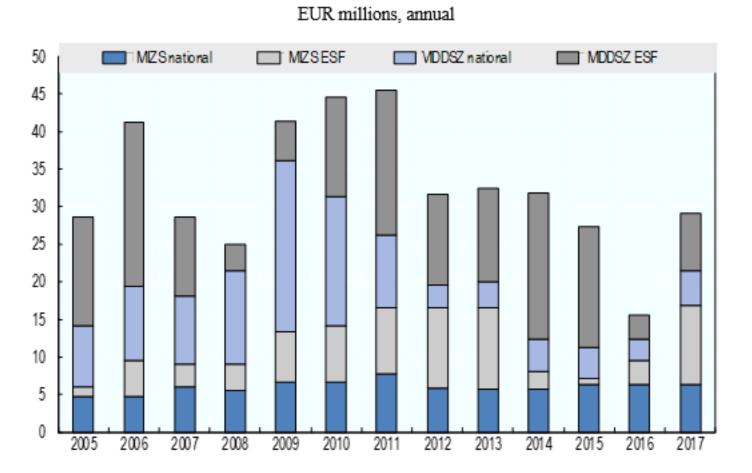
% of Slovenian adults who *do not* participate, and *do not want to* participate...





**2016** = **48%** 

### Funding is unstable, new mechanisms are needed



Note: The MIZS and MDDSZ accounted for 68% of central government funding of adult learning in 2018. Source: MIZS (2018[22]), Adult education: LPIQS (2005-2017), www.mizs.gov.si/delovna podrocja/direktorat za srednje in visje solstvo ter izobrazevanje odraslih/izobr azevanje\_odraslih/.



### RECOMMENDED ACTIONS OVERVIEW

### 8 actions to strengthen cooperation in adult learning in Slovenia

#### Strengthening the overall conditions for co-operation in adult learning

- Action 1. Develop a comprehensive adult learning master plan
- Action 2. Strengthen cross-sectoral oversight and accountability in adult learning
- Action 3. Enrich decision making and co-ordination with high-quality information

#### Strengthening co-operation between specific actors for adult learning

- Action 4. Strengthen inter-ministerial co-ordination
- Action 5. Strengthen co-operation with municipalities and between local actors
- Action 6. Strengthen government engagement with stakeholders

#### Strengthening co-operation to address specific challenges

- Action 7. Improve co-operation on raising awareness about adult learning
- Action 8. Improve co-operation on funding adult learning



### RECOMMENDED ACTIONS ONE BY ONE



### STRENGTHENING OVERALL CONDITIONS FOR CO-OPERATION

## Action 1. Develop a comprehensive adult learning master plan

### Findings:

- A lot already: SRS 2030, ZIO-1 Act, ReNPIO
- ReNPIO
  - excludes: privately funded, sectoral and higher education
  - limited impact outside ZIO scope
- lacks widespread buy-in, responsibilities, accountability
- dispersed and disconnected goals and targets
   Good practices:
- Slovenian 2007 LLL Strategy
- Norwegian Strategy for Skills Policy

## Action 1. Develop a comprehensive adult learning master plan

### Action:

Develop a comprehensive adult learning master plan to include all forms and levels of adult education and training, and clarify the roles of all sectors involved.

### **Details**:

- developed by ministries, municipalities, employers, social partners, providers, stakeholders
- all forms and levels of adult education and training
- roles and responsibilities of each sector, partnerships
- performance indicators and accountability
- connect to other strategies: sectoral, SRS 2030

## Action 2. Strengthen cross-sectoral oversight and accountability

#### Findings:

- A lot already: AE Body, SSIO, SSPSI, ESS
- Sharing information, not driving policy & partnerships
- No decision-making or spending capacity
- Municipalities, regional bodies, adult learners underrepresented
- "not more bureaucracy, more effective bureaucracy"
   Good practices:
- Slovenian Smart Specialization Strategy (S4)
- Latvia's Adult Education Governance Council

## Action 2. Strengthen cross-sectoral oversight and accountability

#### Action:

Strengthen cross-sectoral oversight and accountability in adult learning to drive policy coherence and inter-ministerial and cross-sectoral partnerships.

#### **Details**:

- AE Body: expand remit, membership, decision-making (and spending) capacity
- SSIO: expand remit, advise AE Body and all 9 ministries
- Legislate: objectives and role, relationship to other bodies, and accountability, capacity.
- monitor and improve bodies over time

## Action 3. Enrich co-operation with high-quality information

### Findings:

- <u>Activity & Outcomes</u>:
  - Lack individual-level data, and connected/open datasets
  - Reporting/evaluation requirements differ by form, provider, collector
- Learning opportunities: Good base (SIAE, ESS), but partial, not integrated
- <u>Skills needs</u>: no progress since Diagnostic Report (2017)

Good practices:

- ZRSZ Evaluation of active labour market policies
- eVŠ Monitoring graduate employment outcomes
- Latvia's skills assessment and anticipation system

# Action 3. Enrich co-operation with high-quality information

#### Action:

Enrich decision making and co-ordination with high-quality information on adult learning activities and expenditure, learning opportunities, and skills needs

### **Details**:

Improved information on:

- skills needs and mismatches (disaggregated to users' needs)
- activities and opportunities (including all formal and nonformal adult education and training)
- **outcomes** personal, economic and social all publicly funded and recognised adult education



### STRENGTHENING CO-OPERATION BETWEEN SPECIFIC ACTORS

## Action 4. Strengthening inter-ministerial co-ordination for adult learning

#### Findings:

- Rules are not enough
- Need a 'culture of cooperation' in the civil service
- Civil servants feel they lack the time, skills and resources to effectively co-operate
- Receive limited recognition
- Partnerships for similar services:
  - MIZS Guidance and MDDSZ Active ageing programmes target lowskilled

#### **Good practices**:

- MJU Management by Objectives, Competency Model pilots
- Ireland's Civil Service Renewal Plan

## Action 4. Strengthening inter-ministerial co-ordination for adult learning

#### Action:

Strengthen inter-ministerial co-ordination of adult learning policy, by improving civil servants' awareness, skills, recognition and resourcing for co-ordination.

#### **Details**:

- survey civil servants on skills, recognition and resourcing
- raise awareness
- training for skills for co-operation
- stronger requirements and recognition of co-operation

## Action 5. Strengthen co-operation with municipalities and between local actors

#### Findings:

Vertical

- no direct lines of communication with municipalities
- Municipalities under-represented in policy making
- ReNPIO and municipal Annual Plans & RRPs not closely linked
   Local
- No joint municipal AL Plans
- Regional bodies not facilitating partnerships for adult learning
   Good practices:
- Lithuania: Vertical governance and capacity building
- LU of Jesenice: several partnerships with stakeholders and neigbouring municipalities

## Action 5. Strengthen co-operation with municipalities and between local actors

#### Action:

Strengthen co-operation between the central government and municipalities to align national and local efforts, and between local actors to make better use of the resources, knowledge and capacity within each region

#### **Details**:

- Municipalities and RRAs contribute to all Actions
- Align plans and activities with national master plan
- Use regional bodies to facilitate partnerships
- Ministries: reward local and regional partnerships in tenders
- ACS: recognise and publicise good local practice

### Action 6. Strengthen government engagement with stakeholders

### Findings:

- Adult learning not a priority in the ESS (1 in 65)
- "Who is asking adults and employers what they want?"
- Adult learners insufficiently represented in coordination bodies, policy and programme design
- Very limited information on the supply and uptake of flexible formal education for adults (distance, modular etc.), or outcomes

#### **Good practices**:

- JSRIP Lifelong Career Guidance Companies and Employees
- LU Slovenska Bistrica
- Canada, Denmark

### Action 6. Strengthen government engagement with stakeholders

### Action:

Strengthen government engagement with stakeholders by giving adult learning a higher profile on the agenda of the Economic and Social Council, and by involving end users in the design of adult learning policy and services.

### **Details**:

- Raise profile of adult learning in ESS
- Monitor supply of flexible education and training programmes
- More systematically involve targeted end-users groups of adults, enterprises – in deigning services
- Build capacity for user-centred design



### STRENGTHENING CO-OPERATION ON SPECIFIC CHALLENGES

# Action 7. Improve co-operation on raising awareness about adult learning

#### Findings:

- A lot in place: Lifelong Learning Week, Guidance counsellors
- public institutes and agencies driving awareness-raising
- lack widespread cross-sectoral support, need to share responsibility
- Need to raise awareness among unemployed and inactive, low-skilled workers, micro and small enterprises

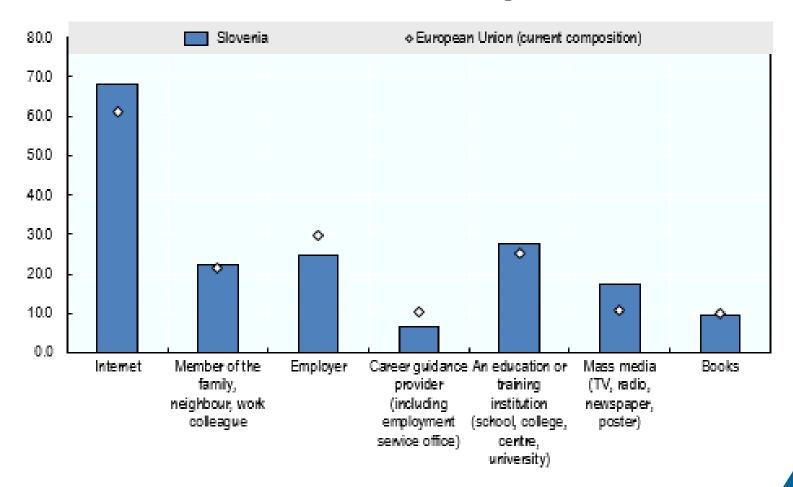
#### **Good practices:**

- Croatia's Strategic Framework for Promotion of Lifelong Learning (2017-21)
- The United Kingdom's UnionLearn

### Action 7. Improve co-operation on raising awareness about adult learning

#### Figure 4.1. Sources adults use for information on learning possibilities (2011)

Formal and non-formal education and training, Slovenia and EU



# Action 7. Improve co-operation on raising awareness about adult learning

#### Action:

Improve co-operation on raising awareness about adult learning, with each sector taking responsibility for the groups of adults and businesses to which they are closest

**Details**:

- Cross-sectoral action plan for promoting adult learning in Slovenia
- National multimedia campaign
- Responsibility to each sector:
  - employers' associations -> smaller enterprises
  - trade unions -> low-skilled workers
  - ZRSZ -> unemployed
  - CSDs -> inactive adults
  - municipalities, LUs and Guidance Centres -> other local disadvantaged groups
  - schools -> parents with low levels of skills

## Action 8. Improve co-operation on funding adult learning

### Findings:

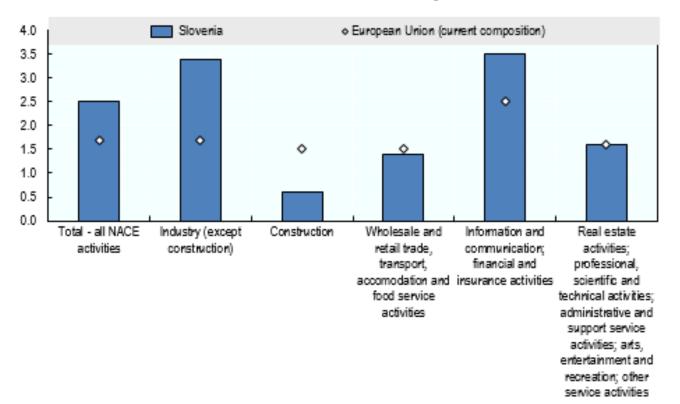
- Public funding unstable over the last decade
- Highly reliant on and exposed to changes in ESF funding
- Focused on institutions, not workplaces
- Collective agreements not ensuring all sectors invest in AE
- Need to better share, and better target funding

#### **Good practices:**

- Norway's shared funding approach to adult learning
- France Employment and Skills Development Actions
   programme

### Action 8. Improve co-operation on funding adult learning

### Figure 4.3. Business expenditure on continuing vocational training, by economic activity (2015)



‰of total labour cost of all enterprises

Note: The CVT Survey includes all NACE Rev. 2 economic activities except agriculture, forestry and fishing (A); and public administration, defence, education, human health and social work activities (O-Q). Source: trng\_cvt\_16n2 CVTS 2015.

## Action 8. Improve co-operation on funding adult learning

#### Action:

Improve co-operation on funding adult learning effectively and efficiently by developing a high-level cross-sectoral funding agreement, and better targeting the funding of each sector

**Details**:

- ESS develop a high-level "funding agreement" Who funds what?
- Ensure funding second chance U-S & basic skills
- Strengthen education and training in collective agreements
- Pilot sectoral training funds in "low-learning" sectors, co-financed
- Streamline national processes for accessing and allocating EU funds



	Primary responsibility for implementation (lead)
MIZS	Action 1: Comprehensive adult learning master plan Action 2: Improve oversight bodies for adult learning Action 3 (and Action 6): Expand and integrate data collection on adult learning activities
MDDSZ	Action 6: Raise the profile of adult learning on the ESS agenda Action 7: Promote adult learning among the unemployed and inactive
MKGP	Action 1: Link adult learning master plan to agricultural policy
MGRT	Action 1: Link adult learning master plan to economic policy Action 3: Improve information on skills needs and mismatches Action 5: Strengthen government's co-operation with municipalities
MZ	Action 1: Link adult learning master plan to health policy
MK	Action 1: Link adult learning master plan to cultural policy
MJU	Action 1: Link adult learning master plan to public administration policy Action 4: Improve awareness, skills, recognition and resourcing for co-operation in the public administration Action 6: Training in user-centred policy design approaches Action 8 (and Action 5 and 6): Training in skills for commissioning and contracting services
MNZ	Action 1: Link adult learning master plan to interior policy
MP	Action 1: Link adult learning master plan to justice policy
MOP	Action 1: Link adult learning plan to environment policy
MF	Action 8: Expand funding for second-chance upper secondary and basic skills training
SVRK	Action 1: Link adult learning master plan to development policy Action 8: Simplify national procedures and guidance for EU funds

### Who could do what? (continued)

	Primary responsibility for implementation (lead)
ACS (and CPI where relevant)	Action 3: Develop a method for evaluating the outcomes of adult learning programmes and providers Action 6: Develop a user-/learner-/adult-centred approach for designing adult learning programmes Action 7: Design an action plan for promoting adult learning in Slovenia
Municipalities & associations	Action 5: Strengthen co-operation on adult learning between municipalities, and with other local actors
Regional bodies	Action 5: Strengthen co-operation on adult learning at the regional level
Social partners (chambers and unions)	Action 8: Create a high-level funding agreement for adult learning in the ESS Action 8: Strengthen provisions for education and training in lagging collective agreements Action 8: Pilot sectoral training funds in lagging sectors
Business chambers	Action 7: Promote adult learning among businesses, especially micro and small enterprises
Trade unions	Action 7: Promote adult learning among workers, especially the low skilled
Businesses	Action 7: Promote adult learning in the workplace
Adult learning providers (and representatives)	Action 6: Tailor programmes to the needs of adults, including through user-centred programme design approaches Action 7: Promote adult learning among local citizens and employers
Representatives of adult learners	Action 7: Promote adult learning among the target groups of adults they represent
Non-government, non-profit organisations	Action 7: Promote adult learning among local citizens