

**THE DEVELOPMENT AND STATE OF THE ART OF ADULT LEARNING AND
EDUCATION (ALE)**

National report of Slovenia

by the Slovenian Institute for Adult Education

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I. General Overview

1. Political and socio-cultural/economic context

Slovenia is a democratic republic with President of the Republic who has a mainly representative authority. The parliament consists of National Assembly (Državni zbor) as the highest legislative authority, and National Council (Državni svet) which is a mainly advisory body composed of representatives of different social interests. The Government is responsible for its politics to the National Assembly. In 2004 Slovenia became a member of EU.

On the local level, Slovenia is divided in 210 municipalities which are local self-governing communities, responsible also for administering elementary schools. They are established by law following a referendum of the residents in a given territory. As a consequence, the number of municipalities is periodically growing. Government's tasks on the local level are performed by 58 administrative units.

In 2005 the Government adopted Slovenia's Development Strategy which defined a certain set of objectives, development priorities, and corresponding action plans. To improve the quality of education and encourage lifelong learning is one of them.

2. Population and demographics

The surface of Slovenia is 20,273 km². Its population on December 31, 2006 amounted to 2,010,377 persons; women represented 50.7% of the whole population and the age group 15-64 years amounted to 70.1%.

The Slovenian population is very homogenous. According to the 2002 Census data, 83.06% of those declaring their nationality are declared Slovenians. Other nationalities with somewhat higher percentages are Serbs (1.98%), Croats (1.81%), Bosniacs (1.10%), Muslims (0.35%). There are two national minorities living in Slovenia, Italians (0.11%) and Hungarians (0.31%). Roma ethnic group amounts to 0.17% of the population.

Of the whole population in 2006, 1.55% was foreigners with permanent residence in Slovenia and 1.12 foreigners with temporary residence. Among whole female population the first group amounted to 0.98% and the second one to 0.54%.

Since 1999 the population of Slovenia is constantly growing, due to the rising net migration which in 2005 zoomed to 3.2 per 1,000 inhabitants. According to the available data, net migration has been equal or even higher in 2006. Natural increase has been negative since 1997. It is still not large (-0.3 per 1,000 in 2005). Fertility rate, which has been falling almost uninterruptedly ever since 1980, improves in 2004 but it is still low (1.26 in 2005). On the other hand, life expectancy continues to increase (74.1 years for men and 81.3 years for women in 2005). As a consequence, Slovenia's population is ageing. The share of young population is declining while the share of old population is growing and this process will continue also in the future. Due to rising net migration, the share of prime-age population

will still be growing until 2010 when it will start to decline (see table 1). Off all population 51.9% was in the age group 25-59 years in 2005 and 20.6% in the age group 60 years and older.

Table 1: The size and age composition of the population of Slovenia, 1995-2025

	1995	2000	2005	2010	2015	2020	2025
Population (1000)	1987,5	1990,3	2001,1	2016,2	2018,7	2016,5	2013,7
Age composition (in %)	100,0	100,0	100,0	100,0	100,0	100,0	100,0
to 24	33,2	30,5	27,5	24,9	23,3	22,8	22,7
25-59	49,1	50,3	51,9	52,7	51,4	49,3	47,0
60+	17,7	19,2	20,6	22,3	25,2	27,8	30,3

Sources: Population statistics (*different sources*), *Statistical office of the Republic of Slovenia*; and Population projections, Slovenia, *Population and social conditions - Eurostat Queen Tree, 2007*

3. Economy and labour market indicators

Slovenia's GDP growth is around 4% yearly for more than a decade. In 2005 Slovenia reached thus 81.9% of the EU-25 average GDP per capita in PPS. The growth of GDP continued by 5.2 % rate in 2006. Economic composition of employment is changing toward a more services oriented economy though this process is still relatively slow (see table 2). Employment rates have been increasing since 2004, when entering EU Slovenia faced a substantial increase of various forms of informal employment. Slovenia's male employment rate is constantly slightly below, and female employment rate slightly higher than the EU averages. Employment rate in the age group 55-64 is still low (32.5 % in 2006). Unemployment rate amounted to 6.5 % in 2005, first of all due to higher participation rate which in 2006 continued to increase, while unemployment rate fell to 6.0 %. For the last ten years female unemployment rate is constantly higher than male one and this difference is becoming wider.

Table 2: Main economic and labour market indicators for Slovenia, 1995-2006

	1995	2000	2005	2006
<i>Economic composition of employment (in %)</i>	100,0	100,0	100,0	
<i>Agriculture</i>	14,3	12,0	10,0	
<i>Industry and construction</i>	39,9	38,1	35,5	
<i>Services</i>	45,8	49,9	54,5	
<i>Employment rate (in %)</i>	62,9	62,7	66,0	66,7
- men	67,7	66,7	70,4	71,2
- women	58,0	58,5	61,3	62,2
<i>Unemployment rate (in %)</i>	7,4	6,9	6,5	6,1
- men	7,7	6,8	6,1	5,0
- women	7,0	7,1	7,0	7,3
- 15-24 years old	18,8	16,4	15,9	14,3

Sources: Labour market statistics (*different sources*), *Statistical office of the Republic of Slovenia*; and LFS series - Detailed annual survey results, *Population and social conditions - Eurostat Queen Tree, 2007*

Looking at the employment statuses of the active population of all active population in 2005, 85.3% were employees and 10% were self-employed. Corresponding shares for male were 83.3% and 13.6%, and for women 87.7% and 5.8% (Statistical Yearbook 2007).

4. Educational attainment of the population

Educational attainment of the population in Slovenia continues to improve. The share of the population aged 25-64 with tertiary education is growing; in 2006, 24% of male and 18% of females in the age group 25-64 years had tertiary education. The share of population with only completed or uncompleted primary education is decreasing; in 2005 it amounted to 4.8%.

As indicated in table 3 there is a big difference in educational attainment of the population aged 15 and higher. Those with uncompleted primary education are mostly older than 50 years. Majority of those with less than 12 years of completed schooling may be found in age categories 45-54 and above. The share of population having ISCED 0-2 and ISCED 3C only exceeds 50%. In the age group 65+ it is as high as 70%. Highest shares of the population with tertiary education are located in age groups 25-34 (over a quarter), 35-44 (about 22%) and 45-54 years of age (about 19%). It is characteristic that in higher age groups men display better educational attainments while in younger age groups this holds true for women. The percentage of those with tertiary education is higher in younger male population (table 3)

Table 3: Population of age 15 and higher by school attainment, age and sex, Slovenia, 2006

	TOTAL							
	15-24	25-34	35-44	45-54	55-64	65+	Total	
	Per cent							
Isced 0-1	1,92	1,02	1,33	2,80	5,22	14,97	4,65	
Isced 2	40,23	7,48	14,00	19,88	23,91	34,39	23,01	
Isced 3C	14,56	25,51	28,33	30,75	27,83	21,66	24,93	
Isced 3B	24,14	31,97	31,00	23,60	24,35	14,33	24,81	
Isced 3A	17,24	6,80	3,00	3,42	3,04	3,50	5,98	
Isced 5C	0,38	4,76	6,33	7,76	7,39	5,73	5,46	
ISCED 5B	0,77	7,48	3,67	2,80	1,30	0,64	2,85	
ISCED 5A+6	0,77	14,97	12,33	9,01	6,96	4,78	8,31	
Total	100,00	100,00	100,00	100,00	100,00	100,00	100,00	
	MEN							
	Per cent							
Isced 0-1	2,17	1,33	1,95	3,09	4,39	11,48	3,81	
Isced 2	39,86	8,67	13,64	16,05	17,54	20,49	19,05	
Isced 3C	18,84	31,33	33,77	38,27	35,09	31,15	31,55	
Isced 3B	24,64	33,33	29,87	22,22	22,81	18,03	15,48	
Isced 3A	13,04	6,00	1,95	2,47	2,63	1,64	4,64	

Isced 5C	0,00	3,33	5,19	6,17	7,02	6,56	4,64
ISCED 5B	0,72	6,00	3,25	2,47	1,75	1,64	2,74
ISCED 5A+6	0,72	10,00	10,39	9,26	8,77	9,02	8,10
Total	100,00	100,00	100,00	100,00	100,00	100,00	100,00
	WOMEN						
	Per cent						
Isced 0-1	1,63	0,70	0,68	3,16	5,98	17,19	5,57
Isced 2	40,65	6,29	14,29	24,05	30,77	42,71	26,82
Isced 3C	9,76	19,58	22,45	22,78	20,51	16,15	18,64
Isced 3B	23,58	30,77	32,65	25,32	25,64	11,98	24,32
Isced 3A	22,76	7,69	4,08	4,43	3,42	4,69	7,39
Isced 5C	0,00	5,59	7,48	9,49	7,69	5,21	6,02
ISCED 5B	0,81	9,09	4,08	2,53	0,85	0,52	2,95
ISCED 5A+6	0,81	20,28	14,29	8,23	5,13	1,56	8,30
Total	100,00	100,00	100,00	100,00	100,00	100,00	100,00

Source: Labour Force Survey, Statistical Yearbook 2007, tab.6.1.

Public expenditure on education in Slovenia is relatively high. In 2003 it amounted to 6.02 % of GDP or 11.32 % of total public expenditures. In 2003, only four EU member states had a higher share in GDP. This can be explained on one side by high enrolment rate, and on the other, by high transfer of public subsidies to the private sector which is, however, decreasing. Private expenditure on education which is also high in Slovenia amounted in 2003 to 0.9% of GDP. It is mainly dedicated to tertiary education and preschool institutions.

II. 1. Policy, legislation and financing

1.1. Legislative and policy frameworks of ALE

1.1.1. What is the legislative and policy environment of ALE in your country? Indicate which policies and laws related to ALE have been established since 1997 (CONFINTEA V).

Over a decade and more years, Slovenia has experienced considerable changes that are, in one hand typical for the increasing global complexity of modern societies, in the other hand, reflect internal transformative processes connected to the acquisition of the independence of the state, as well as to the integration into the broader European economic, cultural and societal space. Those features of the society and processes that have occurred require more knowledge and competences of the citizens due to the involvement into the societal processes. This trend is also visible in the case of Slovenian policy and legislation. Basic legislation in the field of education was enacted in 1996 in the course of the reform of preprimary, primary and secondary education.

In creating the policies and laws related to ALE Slovenia follows the Memorandum of lifelong learning and other EU documents, stressing equally the role of learning and education in accomplishing the economic objectives and achieving personal development, active citizenship and social cohesion.

The Constitution of the Republic of Slovenia ensures to all citizens the right of being informed and the right to education and training as well as taking part in all other social, political, economic and cultural affairs and development (Constitution of the Republic of Slovenia, 1991). This is manifested and utilized in increasing labour competitiveness, higher requirements for human resource development, labour restructuring and more efficient utilization of modern technology etc.

As it has been already presented in CONFINTEA Mid-term report (2003) the field of adult learning and education has been further regulated through the Adult Education Act (1996, amended 2004, 2006) and several other acts of education and labour legislation as well as through some specific regulations within individual commercial and social sector. The **educational legislation** concerning the basic issues of adult education in Slovenia consists also of: Organization and Financing of Education Act (1996, amended 2000, 2001, 2002, 2003, 2005, 2006), Elementary School Act (1996, amended 1997, 2001, 2004, 2005, 2006, 2007), Gymnasium Act (1996, amended 2001, 2006), Vocational Education Act (1996, amended 2000, updated 2006), Post-secondary Vocational Education Act (2004), Higher Education Act (1993, amended 1999, 2001, 2003, 2004, 2006) and the National Professional Qualifications Act (2000, amended 2003, 2006).

The **Adult Education Act** determines the fundamental principles of Adult Education in the country. It also regulates the normative basis of the adult education system in the narrower sense and the specifics in the system of its administration and financing. In that context it defines the participants in education, educational programmes, conditions for the education of adults, the organisation of the educational work, evidences and documentations as well as annual programmes of adult education. It defines the tasks, competencies and responsibilities of public and governing bodies, and regulates the financing from the public funds, developmental and counselling organisations and examination centres. The Act also determines public funds earmarked for the promotion of adult education and control. However in practice the realisation of the Adult Education Act in transformed economic, social and political context exposes a need for several modifications. Therefore in the becoming period it is supposed to be revised and supplemented.

The Organisation and Financial Act regulates mainly: conditions for performing adult education activity, administration of the field and financing programmes and institutions. The Act specifies the role of state-approved educational programmes for adults defines the public network of institutions, defines the performance of public service in the field of adult education, and the components of adult education programmes and procedures for accreditation. The Act defines the sources of financing; adult education activity as such is financed by public means, by means of the founder, contributions from associations, chambers and employers, contributions and participant's fees and from other sources.

In the **Elementary School Act** there are provisions for the education of adults. Basic education of adults is carried out in such a way that the educational programmes are tailored to the needs and possibilities of adults regarding both the organisation of the teaching and procedures connected with the verification and assessment of knowledge, and

the system of progression from one class to another and the weekly schedule of subjects and the duration of institutions.

Gymnasium Act stipulates that everybody who is employed or unemployed or is older than 18 is entitled to education as an adult. The organisation and duration of the course, the assessment of knowledge and testing and the progression and timetable of teaching is tailored to the needs of adults.

The **Vocational Education Act** also refers to education of adults. It determines that programmes prepared for young people must be tailored to the needs of the adults; it gives the opportunity for adults to learn through courses for adults or to choose a certain module from the general programme prepared for young people.

The **Post-secondary Vocational Education Act** and the **Higher Education Act** regulate part-time studies and the adaptation of the organisation of studies to the specific needs of adult students.

The **labour legislation** which refers to adult education includes the Employment Relationship Act (2002, amended 2006, 2007), the Employment and Insurance against Unemployment Act (1991, amended 1998, 2002, 2006) and also collective agreements. The **Employment Relationship Act** gives each worker the right to continuing education and training linked to the needs of their working processes, or to maintain their skills in order to remain in employment, or to increase their skills in order to create opportunities for promotion with adequate education and training. The **Employment and Insurance against Unemployment Act** defines the right of unemployed people to all forms of education and training. Unemployed people gain this right if the Employment service of Slovenia sends them to training in order to improve their employment opportunities. If the training is declined, they lose their status of being unemployed. Those who enter the training are entitled to repayment of the cost of education.

The rights and responsibilities of workers to education and the rights and responsibilities of employers or institutions regarding education and training are defined by the Collective Agreement. There are two collective agreements in Slovenia: The General Collective Agreement for the Commercial sector with respective collective agreements for each industrial branch separately and the Collective Agreement for the Service sector. According to these collective agreements the worker participating in education or training which is in the interest of employers is entitled to the remuneration of their salary and the repayment of expenses. It is also possible for workers to study for their own interests. In such cases employer defines the conditions of training and remuneration. (<http://www.mss.gov.si>). The new Collective agreement for the Commercial sector is still in a preparatory phase. The social partners have already started negotiations on a way of the adjustment of salaries, the expenses return and the recourse for the annual holidays.

The **Occupational Health and Safety Act**, the **Act on Pension and Disability Insurance**, the **Act on the Disabled by War** and the **Act on Training and Employment of the Disabled Persons** also deal with education and training of adults. According to this Acts employers are

obliged to instruct employees to be able to perform their job safely and to examine their knowledge in this respect regularly: disabled workers under certain conditions have a right to occupational rehabilitation and to remuneration of salary during the time of rehabilitation.

Apart from educational and labour legislation, education and training of adults is mentioned in other legal and strategic documents within various sectors of economic activity. This includes the fields of constitutional regulation, public administration activities, defence, protection against natural disasters, local self-management, exterior affairs, denationalization, juridical affairs, interior affairs, civil and penal act, public finances, economic activities and banking, service field, and spatial planning and environmental protection.

1.1.2. What are the priority goals for ALE in your country?

In 2004 the Government of Slovenia has adopted the **Resolution on Adult Education Master Plan**. It covers the period from 2004 to 2010 and contains: adult education goals for the mentioned period, priority areas in adult education, activities needed to carry out the resolution and the amount of public funds needed for achieving these purposes. The document is implemented through annual programmes of adult education which foresee responsibilities of different line ministries. The document emphasizes that orientation measures at the national level directed to increase the investment in knowledge as well as creation of the circumstances in favour to put into force the conception and strategy of lifelong learning are indispensable. The priority goals that have been set are the following:

The **first** priority is focused on non formal general education for adults. It determines the responsibility of the state to enhance interest and participation of targeted groups in all kind of educational activities to gain knowledge, skills and competences in view to improve the quality of life, the level of being informed and to raise the cultural and citizenship awareness. The **second** global goal designs the responsibility of the state to develop suitable circumstances for raising the educational attainment by various forms and opportunities of education and training at all levels. The priority should be put on the less educated groups with a dynamics by which the part of adults with no education or an inappropriate one will be reduced in a considerable way. The **third** goal comprised is intended to raise the employability and competencies of both employed and unemployed. (Resolution on the Master Plan for Adult Education in the Republic of Slovenia until 2010, 2004)

The stimulation has been intended to increase the individual's demand for education, that of the companies and local communities as well as to assure larger investment into education for adults from public and private funds, and to co-ordinate incentives and measures at the national and regional level.

By carrying out the Resolution on Adult Education Master Plan Slovenia wishes to suppress the largest development lags in adult education by 2010, especially in the area of literacy skills, participation in adult learning and the level of educational attainment of the adult

population. The Resolution on the Master Plan for Adult Education follows the possibilities to achieve the goals set by EU.

Slovenia has been actively participating in the implementation of the Lisbon Strategy, since November 2002, when it appointed its representatives in all working groups responsible for the individual objectives within the Education and Training 2010 work programme. Slovenia has thus assumed responsibility for the implementation of these objectives.

Slovenia has also been an active participant in the Bologna process and the Bruges/Copenhagen process. The European reference levels of European average performance in education and training have already been translated into targets and they are currently subject of implementation at national level.

The role of UNESCO and OECD as contributors to carrying out the lifelong learning policy is also significant. The Agenda for the Future adopted at CONFINTEA V UNESCO conference has been integrated in all national documents dealing with adult education.

1.1.3. How is ALE organized within the government? What ministry/ are in charge or involved? Is ALE centralized/decentralized? How?

As has been cited in CONFINTEA Mid-term report (2003) the highest decision-making body in the field of adult education and lifelong learning is the Parliament. The minister responsible for education and sport is also responsible for the regulation of the whole system of education and learning.

The prime responsibilities of the **Ministry of Education and Sport** are - to define national policy on education and sport as well as on structuring and funding the entire system, including the management of publicly-run institutions, inspection procedures and financial aid. It prepares legislation and is also responsible for implementing laws and associated administrative decisions concerning pre-primary, 'basic', secondary general and secondary and post-secondary vocational education, higher education, the education of children with special needs, music education, adult education, the education of Roman and other minorities as well as Slovenian minorities in Austria, Italy and Hungary, supplementary courses in Slovenian language and culture for Slovenians round the world. It also regulates in-service education and training of teachers. Within the Ministry of Education and Sport, there functions special Sector for Adult Education responsible for designing the national policy in adult education.

Ministry of Labour, Family and Social Affairs and other ministries undertake specific duties regarding adult education and lifelong learning. Taking into account the promotion of Lifelong learning in everyday practice the Ministry of Labour, Family and Social Affairs is the main promoter of the idea. At the same time it is responsible for approving occupational standards that form the basis for the officially recognized vocational and technical education and training programmes delivered by the formal education system. Labour, Family and Social Affairs' ministry, together with the Employment Service of Slovenia, takes care for the education of unemployed, **Ministry of Agriculture, Ministry of Economy, Ministry of**

Culture, Ministry of Health etc. plan their activities and undertake their responsibilities in providing and financing adult education within the framework of particular legal provisions in their respective fields. In directing the field of adult education the ministries have to follow the General legal framework of the Adult Education Act. (<http://www.mss.gov.si>)

Three public institutions have been set up by the Government to carry out development and counselling activities: the National Education Institute for Preprimary, Basic and Secondary Education, the Centre of the Republic of Slovenia for Vocational Education and Training and the Slovenian Institute for Adult Education. The functioning of these and the other institutions, councils and bodies in the field of adult education and learning will be presented in the chapter 2.1.1.

The education system in Slovenia is quite centralized some legal opportunities for less centralization are available. According to the Organisation and Financing of education Act, 14 Regional School Boards have been established as part of the Ministry of Education and Sport to act as regional school administrative bodies. Municipalities and enterprises are expected to jointly participate in establishing and funding schools in particular with regard to investments in school buildings and equipment.

The Government seeks to ensure effective co-operation and co-ordination among providers of guidance at national, regional, local levels in the provision of guidance services in order to widen access and to ensure the coherence of provision, especially to groups of risks.

1.1.4. How are the policy and implementation strategies aligned, for example with:

- **policies in other sectors (health, economy, labour, rural development, etc.);**

Beside education, labour and social legislation, regulation of the education field has been included in some other laws, acts and internal rules of particular areas, like: functioning of the public sector, local self management, internal and external policy, civil society activities etc. Some examples are Public Administration Act, Defence Act, Protection against Natural and Other Disasters Act, Local Self Government Act, Internal Affairs Act, Environment Protection Act, Social Security Act etc. They all support vocational and professional development and gaining required competences and knowledge.

- other goals, such as gender equality, social cohesion, active citizenship, cultural and linguistic diversity;

Gender equality

In the field of equal opportunities for women and men a step forward was taken in Slovenia with the passing of the *Act on Equal Opportunities for Women and Men* (2002). The Act amends and completes the existing legal instruments on gender and equal opportunities for women and men. It points out the rationale for such an Act and introduces new legal instruments and strategies. Amongst others, it defines the role of the Government and

ministries in the field of creating equal opportunities and introduces integration of the principle of gender.

Due to the different gender position in different areas, special measures were introduced whereby the authority deciding on the acceptance or otherwise of the special measures should evaluate the circumstances and adopt a measure appropriate to the field: education, employment, advancement, representation in public life etc. The Act specially determines that, if employers adopt the positive measures, they must ensure the co-operation of the trade union and, if they are adopted for education programmes, they must obtain the opinion of the competent professional council. Otherwise, the positive measures are adopted following the way determined in the internal acts of the entities adopting them.

Within the Resolution on the National Programme for Equal Opportunities for women and men 2005- 2013, adopted in 2005 some specific initiatives for removing the difference between 'female' and 'male' vocations and reducing the segregation on the labour market have also been accepted. (<http://www.uem.gov.si>)

Social Cohesion and Active Citizenship

According to the National Programme of Development of the Labour Market up till 2006, young people unemployed for 6 months or longer are entitled to opportunities offered by enrolment in formal or non-formal educational programmes of the active employment policy. Unemployed are offered training activities aimed to help in planning occupational goals and actively searching for employment as well as courses for personal development. Their main goal is via education and training to activate the weakest groups of unemployed (the long term unemployed, poorly educated, those without work experience, the socially excluded).

(http://www.ess.gov.si/slo/dejavnost/programi/apz_2007_2013.pdf)

Within this policy some measures for improving the social inclusion of young people (non formal programme Project Learning for Young Adults - PLYA) and for improving literacy skills and competences of adults (literacy programmes for different target groups) have already been launched on a national level by Slovenian Institute for Adult Education.

Cultural and linguistic diversity

There are three types of minorities in Slovenia:

1. Italian and Hungarian national minority, with constitutionally guaranteed rights, including the whole range of educational provision in their respective mother tongue,
2. Roma ethnic group with some constitutionally guaranteed collective rights regarding the usage of their mother tongue in primary school,
3. Other ethnic groups and immigrants which are offered two types of adult education opportunities:
 - available to all citizens of Slovenia by the educational system are equally available to the members of ethnic communities; and

- for special education, organized by ethnic communities in their own language and adapted to their own needs and culture.

The whole range of schools, up to secondary grammar school in Italian language is offered to citizens, members of the Italian minority. These rights are subject of bilateral contract between Slovenia and Italy.

On the territory partially inhabited by members of Hungarian minority, the system of bilingual schools has been introduced, from primary to upper secondary level, obligatory for the Slovenian pupils as well.

Educational programmes to prepare for the exercise of minority rights are listed by the Law alongside the others, such as primary school programmes for adults, educational programmes to obtain the first profession, the tenth year of the compulsory nine-year primary school, humanities and programmes for the enhancement of the cultural level and quality of life. All of these programmes are financed from public means in accordance with the annual plan. Until now, data on the adult education of minority members in Slovenia have not been systematically collected, since educational institutions attended by minority members do not record the nationality or ethnicity of their participants. Since 1993, programmes on Training for the Minority Rights have been launched.

- the creation of knowledge economies and or building of learning societies;

It is a dimension that is still in the preparatory phase and will have to be carefully planned and implemented. The basic directions the Ministry of education and sport prepared as a precondition for the implementation of the concept of learning economy and society are: all citizens will have to be 'equipped with' key competences required for an effective and high – quality personal, professional and social life, while the dimension shall at the same time have to appropriately provide for the disadvantaged and introduce entrepreneurship in the education and training process:

- Developing the National Work Programme (framework), engaging schools and other institutions at local level;
- Providing all citizens with an opportunity to acquire competences for daily life;
- Providing schools and other educational institutions with funds for planning, implementing and evaluating the attainment of the objective;
- Encouraging school managements, ministries and parents to be engaged in this process;
- Conducting research for an effective development and demonstration of qualifications as well as for the evaluation, monitoring and measurement of the impacts of these objectives;
- Defining both literacy and comprehensive reading culture as a priority – this is a fundamental ability for learning;
- Defining the national adult education strategy with clear objectives, national standards as well as training programmes allowing for the quality progress

monitoring the process of knowledge society. (National report of Slovenia on the implementation of the education and training 2010 work programme, 2005)

For the time being the evidence has been provided that not all groups of citizens are equally involved in the lifelong learning process. The most active are those having at least secondary level of formal education completed (e.g. 12 years of schooling), adult of active working age, single and employees having higher working status. The reason for this should be a part of a broader social, political, cultural and economic context.

- national development plans and strategies; or in Poverty Reduction Strategy Papers;

The basic condition for the operation of Slovenia as a social state is harmonized economic and social development. Social policy directs the social development strategy as a set of goals, measures and other instruments developed and applied by the state with the intention of allowing individuals and population groups to satisfy their personal and common interests, to reduce the poverty in the country and to enable all citizens to live and act as full and equal members of the society and the state. However certain groups live in relative poverty or at its border. The most disadvantaged groups in terms of the poverty issues in the country are: certain groups of persons with disabilities (without status, with severe disabilities, the unemployed, those with inappropriate housing condition); unemployed young people; children (who due to poverty or social marginalization are physically, mentally and socially threatened) and adolescents with serious difficulties finding the path to adulthood; the homeless, the Roma (unemployment, low level of education, inadequate housing condition); persons with low income and other vulnerable groups (National action plan for employment, 2004).

In 2000 the Government of Slovenia adopted the Programme of the Fight Against poverty and Social Exclusion. The purpose of the Programme was to adopt interdepartmentally coordinated measures designed to reduce the number of people living in poverty by providing appropriate help for those who have found themselves in poverty and those who are in danger of sliding into poverty (Implementing the Social inclusion strategy with Report on the realization of the programme of the fight against poverty and social exclusion). Beside this the other strategic documents related to poverty reduction are: Amended National Report on Strategies for Social Protection and Social Inclusion 2006-2008, Programme for Children and Youth 2006-2016, Action Programme for persons with disabilities 2007-2013, National Action Plan on Social Inclusion of Slovenia, Social Agreement for the Period 2003-2005, National Action Plan for Employment 2004, Active Employment Policy Programme for 2003, National Social Protection Strategy by the Year 2005 and the Operational Programme for Human Resource Development for the Period 2007-2013.

Within the Programme of the Fight Against Poverty and Social Exclusion several adult education programmes funded or co-funded by the Government have been developed. The most important of them launched in the last 15 years are: adult literacy programmes, Study circles, Knowledge exchange and Independent learning centres, Foreign language learning, co-funding education leading to a first profession/trade for adults, Project learning for young adults, education on the unemployed (implementation of the Programme

5000/10000), local advisory centres, education programmes for the elderly, computer literacy and introduction to the internet for adults, programmes for the exercising of the special rights of minorities and adults with special needs and rising the level of education of the adult population as well as increasing the inclusion of adults in education.

The Joint Memorandum on Social Inclusion in 2002 and formulated National Action Plan on Social inclusion also addressed the issue of accessibility of education for disadvantaged groups. With the help of the working tools, target groups are able to identify and adapt good practices in basic skills training, to evaluate running basic skills training activities, to conduct surveys of basic skills needs of the adult population and to influence local policies formation in basic skills development.

1.1.5. What are the main development challenges in your country? How are the ALE goals defined in relation to these challenges?

The main development challenges in Slovenia have been connected with EU membership that has transformed the background and modes of the national development. As a member of EU, Slovenia has had to find ways to achieve its national objectives in a suitable way and in line with the common European rules, policies and strategies. The priority goal of the developmental directions of the country are: speeding up economic development, ensuring higher employment and social security, improving the environment, preserving nature and using the natural resources in a sustainable way. To achieve these goals several documents have been adopted in the last decade, with regard to the further development of the economy and the society and the main issues that should be considered in this respect. The key guidelines have been determined by Slovenia's Development Strategy and the Reform Programme for Achieving the Lisbon Strategy goals.

Slovenia's Development Strategy set out the vision and objectives of Slovenia's development, including five development priorities with corresponding action plans¹. The Strategy focuses on the overall welfare of each individual. Therefore beside the importance of the economic issue the strategy extends to social, environmental, political, legal and cultural issues as well. (Slovenia's Development Strategy, 2005)

The Reform Programme for Achieving the Lisbon Strategy goals (2005). EU membership placed Slovenia within a new institutional and development framework, which has fundamentally changed the conditions and modes of national development. Slovenia as an EU member has had to reconsider its strategic position within a broader global framework. It has had to look for ways to achieve its national objectives in a sustainable way and in line with the common European rules, policies and strategies, and above all with the reformed Lisbon Strategy.

¹ 1. competitive economy and faster economic growth; 2. efficient creation, two-way flow and use of knowledge for economic development and high –quality jobs; 3. efficient and cheaper government; 4. modern welfare state and higher employment; and 5. integration of measures to achieve sustainable development.

Slovenia and other EU countries have been faced with the challenges of speeding up economic development, ensuring higher employment and social security, improving the environment, preserving nature and using the natural resources in a sustainable way. The Reform Programme for Achieving the Lisbon Strategy Goals is the Slovenian Government's response to these challenges, providing measures to stimulate the restructuring of the economy and to liberalise it still further, along with measures to boost economic growth and employment.

The **Resolution on the Adult Education Master Plan** systematically governs adult education in the country. The document is to be implemented through annual programmes of adult education. The priority goals have been already described in the Chapter 1, 1.1.2. For achieving the goals and broader developmental directions The Resolution on Adult Education Master Plan anticipated that at least 80% of the population aged between 25 and 64 will achieve upper secondary education and at least 15% of the population aged between 25 and 64 will participate in adult learning.

A **National Lifelong Learning Strategy** has been prepared recently in Slovenia with an aim, considering these principles, to offer some solutions and measures in the field of education and training in the country. The Strategy is an important document in accomplishing the concept of lifelong learning as learning for everyone in different forms and settings and with a content enriching individual intellectual, emotional, spiritual, aesthetic and physical abilities. The main policy measures in the strategy are: improving the quality of education and training by modernizing programmes, curricula and catalogues of knowledge from the point of view of the elements of lifelong learning, with the development of educational and teaching strategies and with quality training of professional staff; developing various forms, methods and pathways of learning and suitable systems for recognizing obtained knowledge; improving access to education and learning; creating a suitable normative environment; strengthening research and development supported by non-governmental institutions and the social partners as well as creating a suitable infrastructure, obtaining financial resources and preparing operational programmes for realizing measures and promotion of the strategy.

1.1.6. Are there other policies in place that have an impact on ALE?

For the development of adult learning and education, a variety of *white papers, action plans, laws, master plans* have been also adopted: Master Plan for Higher Education (adopted in 2002), National Development Programme (adopted in 2001), Strategy on Information Policy (adopted in 2003) and Slovenia's Development Strategy from 2004 to 2013 (adopted in 2005) as well as the National literacy strategy adopted in 2005 by the Ministry of Education and Sport.

National Development Programme for the Period 2000-2006: defines national development priorities, programmes and measures. The NDP translates the premises and guidelines of the strategy into actual programmes or projects to be carried out in the priority areas. It is also starting point for deciding on budget priorities for the field of education and training.

National Literacy Strategy is a strategic document that establishes the priority areas and goals of the educational policy in the field of literacy. The vision of the strategy is to enable all the inhabitants of Slovenia to achieve sustained literacy development in every period of life and to enable Slovenia to achieve the literacy levels of the most developed countries. The main objective is to ensure the competence to effectively participate and respond to rapid changes in the knowledge society and equitable relationships in cultural, educational and economic spheres on the international level. The strategy endeavors to implement the strategic goals with a specific emphasis on the following age groups and to establish specific goals and target levels for: Preschool period: to develop early literacy and family literacy for preschools children for a successful further development of literacy. Primary education: to develop the reading competence, writing and numeracy in the first years of schooling and develop positive attitude towards literacy. Secondary education: to further develop literacy for successful further education, learning and professional training. Higher education: to promote awareness that all kinds of literacy need to be developed in the lifelong learning process. Adults: to promote development and use of literacy².

Strategy of the Republic of Slovenia on the Information Society. For preventing the information exclusion the strategy anticipates investing in people and skills assigning particular attention to: schools, teachers and pupils educational resources on internet, teacher training, educational curricula and information literacy at schools. At the same time it provides special funds for developing employee information literacy, information technology, training courses, distance work and distance learning networks of learning and training centres. Programmes and training for unemployed persons in this field has been provided and implemented by the Employment Service of Slovenia.

Strategy for General Education, Adult Learning and Vocational Education of Roma population (2004). It is based on the principles of integration of the Roma children into kindergartens and schools as well as integration of Roma population into the system of adult education, while strengthening the elements of Roma culture in the educational institutions and improvement of the understanding of Slovenian language and culture among Roma. A particular working group has prepared an action plan for making the directions of the strategy more operative.

1.2. Financing of ALE

1.2.1 Public investment in ALE

Public investment in ALE is determined in the Budget memorandum, the State budget (adopted by the parliament for the period of two years) and local budgets. The funds in the State budget are allocated to different ministries, responsible for human resource development, with the Ministry of Education and sports (MES), Ministry of labor, family and

² There were two strategies prepared for adults; the Strategy for raising literacy levels of adults (2003) and the Strategy for raising literacy levels of employees (2004) but they were never officially approved by the government. However, the implementation of some of the measures proposed started in 2004 under the support of European Social Fund.

social affairs (MLFSA) and Ministry of higher education and science (MHES) having the predominant share³. Financing of ALE falls under several ministries, two of them - Ministry of Education and Sports and Ministry of Labour, Family and Social Affairs - reallocate funds, allocated to their ministries, including European funds, to the AE Annual plan. Its design is coordinated by AE sector in MES. The annual plan is adopted by the government after its approval in National expert council for AE. Both ministries - MES and MLFSA- are in charge of defining procedures and criteria for the distribution of funds, defined in AE Annual Plan.

a) Share of the budget allocated to AE within education sector

Ministry of education and sports⁴: The legal basis for allocation of the budget in MES is determined in AE Act and by the Adult Education Master Plan (AEMP), adopted by the Parliament for the period 2004-2010. The Act determines provision of public funds from the state⁵ and local communities⁶. The AEMP defined global funds of ministries for the period 2004-2010 for achieving strategic and operational goals covering: three priority areas – general non formal AE; raising educational level of adult population⁷, training related to labour market, and AE infrastructure.⁸

The main instruments for allocating public funds determined in AE Annual plan are

- programmes of public agencies (Slovenian Institute for Adult Education, National Institute for Vocational Education and Training, National Examination Center and other authorized institutions for adult and continuing education),
- public tenders and
- public invitations to AE providers.

MES reallocated 8.754,2 thousand € of national and 2.239,9 thousand € of EU funds in 2005 and 9.698,5 thousand € of national and 6.017,4 thousand € EU funds in 2006. In 2005, 24 % of national funds were spent for formal basic AE, 17,4 % for raising educational levels and improving competencies of teachers⁹, and the rest - 41,4% for general, non formal ALE, raising educational level of population and for AE infrastructure (further on other ALE). In 2006 the structure changed slightly: 19% was spent for teachers' education, 21% for formal basic AE and 40% for other ALE.

³ In 1993 the three ministries allocated 88% of all nominal costs for AE..

⁴ Education falling under Ministry of education and sport covers preprimary, basic, vocational, secondary and post secondary education of youth and adults. Higher and university education falls under Ministry of higher education, science and technology.

⁵ From the state budget Ministry of education ensures, following the standards and normative and the scope of education funds for investment, material costs, maintenance and salaries for adult educators and other staff in public institutions founded by the state.

⁶ From the local budget the costs for investing and fixed costs are covered to public AE institutions founded by the local community.

⁷ AEMP does not include higher (university) education; its development strategy is defined by a separate master plan adopted in 2002.

⁸ Funds for implementing AEMP 2004 -2010, Euro, exchange rate 239,51: general, non formal education 81.643.773 €; raising educational level 117.692.372€, work related training 52.343.535€ and infrastructure 48.618.847€, total 300.298.526 €

⁹ Expenditures for education and training are not a part of the AEMP but a part of the MES State budget under primary and secondary education section.

60% of EU funds allocated in MES were spent for education of teachers in 2005, and 40% in 2006.

The share of the budget allocated to AE within the Ministry of education and sport represented 1,1% (0,4% for teachers and 0,2 for formal adult basic education and 0,6 for other ALE) in 2005 and 1,42% (0,3% for teachers, 0,4% for formal adult basic education and 0,8 for other ALE) in 2006 (Final Account of the National Budget, Ministry of education, and sports 2005 and 2006)¹⁰ Activities financed were directed to vulnerable groups (unemployed, young adults, less educated, adults with special needs, Roma people, migrants, older adults) and encompass programs such as literacy, ICT, foreign language learning, active citizenship, formal education of adults in basic, secondary and post secondary level. AE infrastructure encompasses financial support to AE institutions, AE information and counselling network, and quality assurance in formal AE. Education of teachers encompasses formal programs for improving educational levels and non formal programs.

The funds under the authority of the Education ministry are still directed exclusively to the supply side, either to the providers of training programs or research and development institutions. The development of new training programs/courses, new approaches in adult education, carrying out infrastructural activities and the like are also financed from this source. Hence, the funds are delivered to adult education and training providers and to organizations carrying out research and developmental work in the field of adult education¹¹.

Ministry of higher education, Science and Technology governs the financial means determined by the Act on Core Development Programs in Education and Science for the Period 2003 – 2008. The funds are directed to the demand and supply sides (co-financing of the direct costs of individuals participating in education and training, investment in schools and their facilities; financing R&D activities). The ministry is in charge of defining the procedures and criteria for the distribution of funds.

b) Share of the budget allocated to ALE from other sectors

Ministry of labour, family and social affairs (MLFSA) has been strengthening its position regarding financing ALE. In 2005 2% and in 2006 2, 9 % of its total budget was reallocated to ALE either for general publicly-recognized education and training or training for firm-specific skills and competencies. The legal basis for allocation the budget of MLFSA is determined in The Employment and Unemployment Insurance Act and other legislation regulating adults with special needs, governmental Program 10.000+ and AE Annual Plan.

¹⁰ The calculation is made on the basis of total expenditure in MES and MES expenditure for activities as implemented from AE annual plan, including formal adult basic education, and the costs for teachers' education and training, which are not a part of Annual plans.

¹¹ Even vouchers for foreign language teaching used to be allocated to providers and not adult learners. This changed and now the costs that adults pay for language exams passed in providers licensed by the National Examination Centre, are refunded. ???

MLFSA ensures co-financing of education and training of employees and covering full direct and indirect costs of training of the unemployed and other vulnerable groups.

The measures and public funds of MLFSA in the State Budget are elaborated by the Active employment policy program¹², and Plan and Regulations for its implementation: Employment Service of the RS (ESS) is in charge for preparing the Catalogue of Active Employment Policy Measures (on the basis of the above documents). The Catalogue defines several measures - vocational information and counselling, advising and assistance for employment, education and training, integration of disabled people, direct creation of new jobs - involving learning as a means for improving the position of participants on the labour market or in work.

The funds for implementing the Catalogue are transferred to ESS. Documents specify the scope of financing covering individual types of costs for each individual measure with ceilings fixed for each type of cost. ESS is in charge of selecting the unemployed participating in training and the providers of education and training. The providers are selected via public tenders, public invitations or directly by the ESS while unemployed persons realize the right to education and training on the basis of their individual employment plan.

Employers' have access to co-financing of the training of employees as determined in the Active employment policy program. From public funds the following can primarily be co-financed:

- education and training of newly employed workers;
- training and retraining of redundant workers (including covering part of the costs of training and retraining of permanently redundant workers in the period of the termination notice) and
- in 2006 public funds were also earmarked for education and training of the employed in perspective industries.

The rights connected to the right to education and training of unemployed are detailed in the Program 10.000+ adopted by the government and included in the AE Annual Plan. As a rule, full direct and indirect costs of training of the unemployed are covered by public finances.

MLFSA is also responsible for implementing AEMP and allocates all necessary funds for the third priority area (job-related education) and covers expenditure for general education and raising educational level of unemployed as defined in a special Program 10.000, adopted by the government. Ministry contributed to implementing AE Annual plan 11.740,6 thousand € national and 10.883.thousand € EU funds (2005) and in 15.462,8 thousand € national and 1.6271,5 thousand € EU (2006) funds.

¹² The period covered by Active Employment Policy Program has changed from 1 year (in 2006 and before) to 7 years (The Active Employment Policy Program 2007-2013) and documents that determine its implementation to 2 years.

The finances covering the costs of the delivery of training are generally distributed to the providers of training as a payment for the delivery of services.

Other ministries

The amount and reallocation of the state budget allocated to ALE in other ministries is not available, though respective legislation determines ministries' obligations aiming at raising awareness among adult population related to issues such as environment, health, cultural heritage, political and economic participation; introducing and dealing with new technologies. Resources are reallocated for ALE via public tenders, public institutions and NGOs.

c) ALE in decentralized/local budgets (local governments and authorities, municipalities, communities).

Local communities are quite an important source of financing AE. In 2004 their contribution to covering costs of educational institutions represented 20% of all public expenditure (Statistical Office, Expenditure for formal education, 31. January 2007).

By the municipal budget, which consists of state grants and local tax revenues (see point 2.1. a) all costs for AE basic education is funded. In a growing number of municipalities (from 65 to more than 210) severe delays and problems aroused in implementing financial obligations of communities as set up in legislation.

d) Other investment – from regional funds

At present, Slovenia is not divided into administrative regions or other regional communities.

1.2.2 Foreign donor investment

AE was strongly supported by European social fund (ESS) in the period 2004-2006. Activity Knowledge, human resource development and employment financed by ESS was aiming at achieving the following goals:

- Development of active employment policies- responsible body MLFSA
- Promoting Social inclusion responsible body MLFSA
- Lifelong learning, responsible body MES and
- Promoting entrepreneurship and responsible body MLFSA.

The goals were achieved by education and training of unemployed, by training of employed in sectors in restructuring and fast growing sectors; by modernizing and development of IKT networks supported by local/regional information and counselling centres, by developing the system of assuring quality and by implementing education programs for reducing educational deficit among adults. Those activities were granted 13.228,7 thousand € in 2005 and 22.398,6 thousand € in 2006. MES reallocated 17.2% and MLFSA 82.9 % of the ESS

funds in 2005, in 2006 MES share has risen to 27% and MLFA share lowered to 73%. The greatest share of MES represents expenditures for teachers' education (60% in 2006 and 40% in 2006).

Besides ESS other European funds were allocated to ALE, but no national data are available (e.g. Leonardo and Grundtvig centralized projects, 5th Framework research program). From Grundtvig- learning partnership AE spent 105, 8 thousand € in 2005 and 109, 6 thousand € in 2006.

1.2.3. Support to ALE from private/corporate sector

Adult education is financed via three main financial sources: employers, individuals themselves and public finances. No reliable evidence on the contribution from each source is available. Regarding the data from IALS (1998) and research of Slovenian Institute for Adult Education in 2004 employers (nearly 70% in 1998 and 2004) and individuals (25% in 1998 and 20% in 2004) themselves bear the largest shares of the costs of education and training, whereas public funds are the third most important source though it decreased from 19% in 1998 to 11% in 2004. The same data for 2004 show big difference in sources for formal and non formal education, 66% of individuals participating in formal education and training bear the costs for education, and about 27% participants in non formal training. (Mohorčič Špolar et al. 2001, 2006).

Hence, when speaking of the enterprise/social partners funded training there are two main sources of direct funding: employers and employees. Co-financing from public funds is targeted to groups of employees who are either in danger of losing their jobs or who are already temporarily or permanently redundant.

Distribution and allocation of private funding

The data on education and training in enterprises was collected in 1999 through the survey CVTS2 that was carried out by the National Statistical Office; the same methodology was applied in 2005. The comparison shows the rise of training enterprises (from 48% to 66.7% of all enterprises), the rise of participation of employees (from 43% to 54%) and the rise of average costs of training per participant from 267,21 € to 423,53 €. On average, employers provided in 2005 about 17 hours per employee and about 32 hours per participant in training (Statistical Office Continuing education and training, May 2005).

The data from the CVTS2 further show that 38% of firms and enterprises invest in qualifications of their workforce according to their global human resource development strategies; about 40% of organizations had such strategies developed at the individual level (Rapid Reports No. 83/2002, Tab. 2.1)

4900 enterprises (of total 7355 in 2005) spent 133.947,2 thousand € for formal and non formal education of their employees, which means that they have invested in education and training 4 times more funds that were allocated to ALE in AE Annual plan by both - MES and MLFSA (2005). The educational expenditure in enterprises represents 13% of the total

budget of MES and 12% of MLFSA in 2005, while the expenditures in enterprises are 4 times higher than total expenditure for both ministries in AE MP and for education of teachers.

Two examples of enterprises' expenditure in relation to the overall national budget for ALE

Krško Nuclear Plant (NEK)

NEK has been founded twenty years ago and will continue to operate for roughly another twenty. It is a multinational¹³ enterprise.

Over the course of the past two decades it has witnessed a great many social changes and technological upgrades which have affected their work from focusing on high professional and technical standards of nuclear technology to market forces and public acceptability and in particular to people's increased environmental awareness. Operation and long-term strategy builds on high level of nuclear safety, stability and competitiveness of electricity production in comparison to other energy sources and, in achieving public acceptability. All these are based on stable and competent staff, highly motivated and capable management, stable financial sources, appropriate investments in technological reconstruction, high-quality industrial support, investment in training, appropriate organization and last but not least to exceptional enthusiasm and loyalty.

Due to the technology the educational structure of employees in NEK is high above national average with 34% employees achieving tertiary, 11% higher, 39% secondary and 16% vocational education (NEK, 2007).

In 2006 NEK invested 760 thousand and in 2007 800 thousand € for professional training. The NEK expenditure for professional and general training amounts to 7.2% of all national funds allocated to AE by MES and 4.5% of national funds allocated to AE by MLFSA (2006).

The training was carried out in accordance with approved programs and the annual plan, defined on the basis of the needs established in collaboration of the training unit with the heads of other organizational units.

The training programs consist of professional training programs for operating personnel and for personnel in maintenance and other legally prescribed and general employee training.

Professional training programs are determined by legislation, internal procedures and the NEK two year plan. General employee training covers the areas such as computer literacy,

¹³ Under the Contract between the Government of the Republic Slovenia and the Government of the Republic Croatia on the regulation of status and other legal relations NEK's employment policy observes the principle of parity for members of the management board and other employees in special positions of authority.

foreign languages, team leader training. In 2006 94% and 2007 85% of employees participated in training.

MERCATOR

Mercator is an international company, with 12.759 employees in Slovenia. It is the leading commercial chain in Slovenia with one of the largest and most successful commercial chains in South-Eastern Europe on the markets of Serbia, Croatia, and Bosnia and Herzegovina and Macedonia.

A human resources strategy was designed in the human resources sector. The activities and measures are focused on:

- career planning of key and promising personnel,
- dialogue with employees at all levels,
- the transfer of knowledge and experience among employees (from old to young, experienced to less experienced) aiming at achieving new quality of knowledge
- internal and external staffing policy: internal staffing policy encourages personnel to move to various fields of work and thereby develop their professional path.
- intercultural organizational development aiming at transferring the organizational culture of Mercator to foreign markets, while at the same time taking into consideration the national cultures of other countries
- management of changes – innovation activity aiming at encouraging creativity and innovation of employees at all levels of organization.
- safety and health of employees aiming at health prevention such as anti-stress programs, promotion of a healthy lifestyle etc.

More than 7200 (76% of all in 2005) and 8600 (66% of all in 2006) employees participated in education and training:

- in formal programs for raising educational levels (secondary and university levels),
- non formal general training programs,
- training related to improving competencies of personnel in selling,
- training programs required by legislation.

MERCATOR spent 908,7 thousand € in 2005 and 1.107,4 thousand € in 2006 for education and training. Its expenditures in 2006 represent 11,4% of all national funds allocated to AE by MES and 7,2% of funds allocated to AE by MLFSA .

1.2.4. Civil society support

No data available.

1.2.5. Learners, individual support to ALE

No official data exists on the scope of individuals who choose to pay for their own education and training. Some findings in national surveys indicate that around two thirds of adults, who take part in formal educational programs, cover the costs by themselves (Mohorčič Špolar et al., 2005a, p. 39). The proportion of individuals, who bear the costs of non-formal education and training, is much lower and ranges between 16 and 20 % (Mohorčič Špolar et al., 2005b, p. 68). This suggests that majority of formal education of adults is paid for by the individuals themselves, but that this is less the case for non formal training.

See also chapter 1.2.3.

1.2.6. Are there specific direct or indirect financial incentives

The state has still not introduced new schemes such as a levy scheme, deduction of taxation, individual learning accounts and the like to motivate greater private investment in human resource development by employers or individuals, though the Adult Education Master Plan (2004) outlined some projects for stimulating enterprises, communities and individuals to invest more which should have been elaborated as priorities. The efforts to introduce Investors in People Standard have failed at the very beginning of their implementation¹⁴ while individual learning account was elaborated only at the developmental phase. No private training funds have been established in order to finance the education and training of adults (exception is the crafts sector). This might be changed by the new Social Agreement 2006-2009 (draft, May 2007).

However, there are some incentives for enterprises and individuals, most of them in practice for a decade or more, with two exceptions

Financial incentives for enterprises

- co-financing education and training of employed people in sectors in the process of restructuring (several years in practice) and in rising, fast growing sectors (introduced in 2005). 232 enterprises received 882.496 € public funds in 2005 (Source: <http://www.ess.gov.si/eng/Presentation>)

Financial incentives for individuals –

For unemployed costs connected to training (subsistence, transport, learning material and facilities, accommodation costs and the like), are paid from the state. Unemployed are also entitled to free insurance for work accident and professional disease if required due to the nature of the training, and to free health insurance. Since the participants in training lose the status of an unemployed person they also lose the material benefits connected to that status. As students they obtain the right to study grants in line with the regulations on study grants in initial education. Catalogue of Active Employment Policy brought a new instrument

¹⁴Nine enterprises participated, 8 were accredited the Investors in People Standard

to activate unemployed- the so called activity grant entitled to all unemployed taking part in any Employment Active Policy program longer than 100 hours (employment excluded)¹⁵.

Participation in education and training is free of charge:

- for the unemployed taking part in any Employment Active Policy Program
- for all adults in basic adult education
- for all adults participating in programs defined in AE Annual Plan,.

1.2.7. Are benchmarks (targets) in relation to financing ALE

Two indirect benchmarks are laid down in AEMP with provisions on

- a) establishing basic infrastructure in AE and
- b) the structure of expenditures among priority areas.

Ad a) Financial means should have been guaranteed for basic AE infrastructure (networks of programs, providers, counselling, and information services): indirect benchmark – expenditures for educational infrastructure falling under initial education sector.

Slovenia raised public funds for primary education of youth (due to introduction of 9 years obligatory basic schooling) in the period 2000 - 2004, and in the last two years in higher education. As the percentage of GDP for education decreased in this period it might be concluded that expenditures of public funds to AE are cutting down.

Ad b) The following structure of expenditure for activities and programs on the priority areas and for basic infrastructure was laid down in order to guarantee balanced participation in learning for developing social, cultural and human capital of population and accelerate access to education for vulnerable groups.

Table 4: The structure of expenditure in AEMP 2004-2010 %

	Defined in AEMP			Implemented in AE Annual plan	
	Total 2004-2010	2005	2006	2005	2006
Non formal general AE	27,2	30,7	28,7	21,5	25,1
Raising educational level	39,2	41,9	39,4	40,6	41,6
LM oriented training	17,4	11,3	15,8	24,7	20,6
Infrastructure	16,2	16,1	16,1	13,2	12,7

15 It means that the unemployed receives 20% of minimal wage – in 2006 it amounted to 48 € (minimal wage from August 1, 2006 Official Gazette. Nr. 114/2006 - 237, 73 EUR

Total	100	100	100	100	100
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Indirect benchmark: expenditure for LM related training.

What would be realistic benchmarks in our context?

It is of utmost importance, that in addition to the EU indicators, some national (financial) indicators of investment in AE and training are agreed in order to capture the most important national particularities, e.g.:

- % of BDP for education broken down for initial and adult education
- structure of budget in ministry of education broken down into 2 parts: initial and AE, total expenditure for each part and expenditure/participant
- structure of AE expenditures in ministry of education by participants' socioeconomic status
- AE budget of all ministries allocated to
 - o participants: total and expenditure per participant
 - o institutions
 - o research in AE
 - o AE teachers training
 - o investment in ICT and ICT learning facilities
 - o support to professional bodies and NGO
 - o national awards

Slovenia adopted LLL strategy which accelerates balanced development of initial and continuing education. The balance should have been reflected also in public funds allocated to both areas. The contrary is true: though Slovenia ranks among countries with relatively high percentage of GDP for education it is worth stressing that Slovenia is also ranking among countries where public expenditure on education has decreased, while the two areas - primary and tertiary education - show increase in public expenditures which allows assumption that the trend in AE is negative. In addition insufficient public investing in AE is accompanied by inefficient mechanisms of reallocation of funds. There is also no stable funding of adult education; the investment largely depends on the yearly availability of public finances, even if it concerns vulnerable groups, defined as priorities in AEMP.

However, the most urgent measures needed are the ones contributing to raising of public and enterprises investment in adult and continuing education, improving efficiency and stability of budget distribution and thus improving the equity and achieving the national goals set in Adult Education Master Plan (2004) and the Strategy of Lifelong Learning in Slovenia (2007).

2. Quality of Adult Learning and Education: Provision, Participation and Achievement

2.1. Provision of ALE and institutional frameworks

2.1.1. Institutions responsible for managing and co-ordinating ALE at national level

Beside the ministries responsible for managing the ALE the Government of the Republic of Slovenia has set three public institutions to carry out development and counselling: the National Education Institute (Zavod Republike Slovenije za šolstvo) for pre-primary, 'basic' and secondary general education, the Centre of the Republic of Slovenia for Vocational Education and Training (Center Republike Slovenije za poklicno izobraževanje) for vocational education and training, and the Slovenian Institute for Adult Education (Andragoški center Republike Slovenije) for adult education. They provide expertise for decisions by the National Councils, monitor pilot projects, offer consulting services, organize the in-service training of teachers, and design methodologies for writing textbooks. In addition, the government has set up the National Examination Centre (Državni izpitni center) responsible for the state-wide assessment of pupils, students and adult learners.

Important roles are also played by the Statistical Office (Urad RS za statistiko) in the field of classifications and statistics on education and Employment service (Zavod RS za zaposlovanje) in the area of labour market training.

Decisions on technical matters are taken and expert assistance in preparing legislation is offered by three councils of experts appointed by the Government of the Republic of Slovenia in accordance with the law: (1) the Council of Experts of the Republic of Slovenia for general education (Strokovni svet Republike Slovenije za splošno izobraževanje); the Council of Experts of the Republic of Slovenia for Vocational and Technical Education (Strokovni svet Republike Slovenije za poklicno in strokovno izobraževanje); and (3) the Council of Experts of the Republic of Slovenia for Adult Education (Strokovni svet Republike Slovenije za izobraževanje odraslih). Councils of Experts determine contents of education curricula, approve textbooks and education materials, and propose criteria and standards for school equipment. (National VET Observatory Slovenia, 2003)

2.1.2. ALE programmes in Slovenia

Adult education in Slovenia encompasses different types of education and training which includes formal education (the main purpose is to obtain higher level of qualification – general, vocational, technical, professional, academic), formal specialised training and non-formal learning of adults. Formal educational programmes are publicly verified by the Council of Experts of the republic of Slovenia for Adult education, and the council consists of well known experts in the field: representatives appointed by the ministries, representatives of chambers, representatives of social partners, representatives that are appointed by the consortia of public institutions and representatives of other organizations within adult education or their consortia.

Programmes of non-formal education and training offer different courses, such as: education and training for the unemployed, education for democracy, foreign language learning, education for quality of life, education for the implementation of the special right of minorities, education of adults with special needs and other types of general adult education. Some forms of non-formal education have been developed by the Slovenian Institute for Adult Education and represent good example of integration of non-formal learning in the practice of adult education across the country (centres for self-directed learning, Learning Exchange, Study Circles). There were also developed non-formal programmes as an alternative to formal education (public verified non-formal educational programmes) – Project Learning for Young Adults (PLYA) and adult literacy programmes.

Providers of adult education in Slovenia can be divided into three main groups:

- Institutions specially organised for delivering ALE. Examples of such institutions are Peoples' and Workers' universities (*ljudske univerze*) and educational centres within companies or established by various chambers. The main activity of these organizations is the education of adults, formal and non-formal;
- Schools in which their main activity is formal education of youth (secondary, upper secondary school etc.) and also offer the same courses for adult learners. Some of them have special units for the education of adults with specialist for adult education only but the more common practice is to use the staff from the education of youth;
- "Other organizations" which main activity is not adult education – libraries, museums, theatres, archives, centres of culture, political organizations, organizations of local communities etc. They provide non-formal programmes of adult education.

In tables below non-verified and publicly verified educational programmes for adults are presented, in line with the requirements of the tables' frameworks.

Table 5: Non- verified educational programs, Slovenia

YEAR	PROGRAM	PROVIDER (number of programs)			AREA OF LEARNING			*TARGET GROUP/S	**PROGRAMME COSTS (in €)	**FUNDING SOURCE
		PUBLIC/ STATE	CSO/NGO	PRIVATE	GENERAL COMPETENCIES	TECHNICAL SKILLS	KNOWLEDGE GENERATION, INNOVATION			
2001/02- 2005/06	General programs	2544	6627	2509	X			adults after regular education has been interrupted (m/f)	6 324 043	Ministry of Education and Sport, Ministry of Labour; Family and Social Affairs, International expenditure (ESF)
	Education	542	1114	195	X			adults after regular education has been interrupted (m/f)	5 112 301	Ministry of Education and Sport, Ministry of Labour; Family and Social Affairs, International expenditure (ESF)
	Humanities and arts	598	1083	832	X			adults after regular education has been interrupted (m/f)		

	Social sciences, business and law	914	3761	7739	X			adults after regular education has been interrupted (m/f)		
	Science, mathematics and computing	1408	8266	5333	X	X	X	adults after regular education has been interrupted (m/f)		
	Engineering, manufacturing and construction	661	1312	4309	X	X		adults after regular education has been interrupted (m/f)		
	Agriculture and veterinary science	769	240	8	X	X		adults after regular education has been interrupted (m/f)		
	Health and welfare	899	669	3769	X			adults after regular education has been interrupted (m/f)		
	Services	2064	937	7457	X	X		adults after regular education has been interrupted		

								(m/f)		
	Preparation for obtaining national vocational qualification	190	1219	175		X		adults after regular education has been interrupted (m/f)		
	Preparation for head clerk, foreman or master craftsman exams	167	126	39		X		adults after regular education has been interrupted (m/f)		
	Preparation for exams for performing an activity	167	256	51		X		adults after regular education has been interrupted (m/f)		
	Preparation for individual matura subject	1235	1999	5	X	X		adults after regular education has been interrupted (m/f)		
	Professionals programs for the needs of performing an occupation	4617	13541	31414	X	X		adults after regular education has been interrupted (m/f)	16 423 471	Ministry of Education and Sport, Ministry of Labour; Family and Social Affairs, International expenditure

										(ESF)
	Programs for general needs and leisure time	3397	6959	1444		X		adults after regular education has been interrupted (m/f)		

* The target group is defined in general as there is no available data about the gender, age and employment status of the participants in Statistical Yearbook of the Republic of Slovenia 2007.

**Due to methodology of Annual Program of Adult Education (2007), there are three main groups defined in the financial section. That is why there is no data for each group of programs, defined in Table 1. The data about the annual costs for certain programs are for the year 2007.

Methodological explanations:

Public expenditure covers expenditure by the central government and municipalities, which is further divided into direct expenditure for instructional and non-instructional educational institutions and transfers and other payments to households and other private entities.

International expenditure covers international payments directly to educational institutions and transfers to the central government and municipalities.

Private expenditures cover household expenditure and expenditure of other private entities for education. All this expenditure is broken down by levels of education. Expenditure for formal education is calculated in accordance with the common methodology of three international organizations UNESCO, OECD and Eurostat (UOE methodology). (Statistical Yearbook of the Republic of Slovenia 2007)

Table 6: Verified educational programs, Slovenia

YEAR	PROGRAM	PROVIDER (number of programs)			AREA OF LEARNING			*TARGET GROUP/S	**PROGRAMME COSTS	**FUNDING SOURCE
		PUBLIC/ STATE	CSO/NGO	PRIVATE	GENERAL COMPETENCIES	TECHNICAL SKILLS	KNOWLEDGE GENERATION, INNOVATION			
2001/02- 2005/06	General programs	104	51	2	X			adults after regular education has been interrupted (m/f)		
	Education	224	121	4	X			adults after regular education has been interrupted (m/f)		
	Humanities and arts	6	0	34	X			adults after regular education has been interrupted (m/f)		
	Social sciences, business and law	123	70	23	X			adults after regular education has been interrupted (m/f)		
	Science, mathematics and computing	94	11	0	X	X	X	adults after regular education has been		

								interrupted (m/f)		
	Engineering, manufacturing and construction	45	10	18	X	X		adults after regular education has been interrupted (m/f)		
	Agriculture and veterinary science	15	4	0	X	X		adults after regular education has been interrupted (m/f)		
	Health and welfare	41	35	210	X			adults after regular education has been interrupted (m/f)		
	Services	958	2227	9368	X	X		adults after regular education has been interrupted (m/f)		
	Qualification after elementary school	45	1411	6		X		adults after regular education has been interrupted (m/f)		
	Training programs for which no required prior	1066	1268	9557		X		adults after regular education		

	education is determined							has been interrupted (m/f)		
	Training programs after lower or middle upper secondary vocational school	135	7	14	X	X		adults after regular education has been interrupted (m/f)		
	Training programs after upper secondary general or professional school	36	18	4	X	X		adults after regular education has been interrupted (m/f)		
	Training programs after vocational college, higher professional institution or university	207	35	8	X	X		adults after regular education has been interrupted (m/f)		
	Specialization programs after lower or middle upper secondary vocational school	0	8	4		X		adults after regular education has been interrupted (m/f)		
	Specialization programs after upper secondary general or professional school	4	19	23		X		adults after regular education has been interrupted (m/f)		
	Specialization programs after	4	13	30		X		adults after regular		

	vocational college, higher professional institution or university							education has been interrupted (m/f)		
	Retraining programs at the same level of education	100	45	5		X		adults after regular education has been interrupted (m/f)		

*We defined the target group in general due there is no available data about the gender, age and employment status of the participants in Statistical Yearbook of the Republic of Slovenia 2007.

**Public, international and private expenditure for formal education is covered.

Table 7: Verified educational programme costs, Slovenia

	Basic education				Upper-secondary education				Tertiary education				Not allocated by levels			
	2001	2002	2003	2004	2001	2002	2003	2004	2001	2002	2003	2004	2001	2002	2003	2004
**PROGRAMME COSTS (€)																
Direct expenditure for public institutions	498268	579508	643358	713600	252742	273344	296973	303551	196207	218586	243169	269488	705	723	1139	92
of which expenditure for investments	57712	71963	82036	76640	28476	16372	23686	20764	11905	10254	14830	11584	-	-	65	38
Transfer and payments to households and other private entities	680	703	870	92	82553	54849	57362	59301	68699	76056	82996	83930	401	373	-	-
Scholarships and other grants to students	113	193	142	0	72763	46213	48919	50255	67939	74651	82111	83918	29	70	-	-

Transfers to other private entities	568	510	726	92	9790	8637	8446	9047	759	1403	885	13	367	303	-	-
Total	498948	580211	644228	713691	335295	328193	354335	362857	264906	294642	326165	353413	1106	1096	1139	92

Methodological explanations:

Coverage in regular annual statistical surveys from the field of education and training is full. Data on lower and middle vocational programs cover pupils attending 2-3 year programs of lower and middle vocational education. Data on technical and professional programs include pupils attending 4-5 year technical and professional programs, concluding, the so called 3+2 programs, vocational-technical programs and vocational courses. Data on gymnasiums include pupils in general and technical gymnasiums, in the international matura examination program and in matura course. Elementary school graduates are pupils who have successfully completed eight years of study. Upper secondary school graduates are pupils who have successfully passed final exam or the matura examination. Self-educating persons are also covered by our surveys. (Statistical Yearbook of the Republic of Slovenia 2007)

2.1.3. Linkages between formal and non-formal approaches

In the *White Paper on Education in Slovenia* of 1996 the issue of *assessment and recognition of non-formal and informal learning* which was subsequently included in the *Adult Education Act* of 1996 was already treated. To support lifelong learning is considered as an important measure and - after long discussion – it was introduced at the end of the 1990s in the form of the so called *certification system*, which was finally implemented on the national level in year 2000 with the passing of National Professional Qualifications Act. The *certification system* enables the assessment and certification of knowledge, skills and competencies obtained either in different type of education and learning, or as the result of practical work experience. Through the *certification system* an important step towards opening up of the formal education system has been made. The process of assessment of prior and informal learning has started and is applied in other areas of non-formal training as well, e.g. in foreign language teaching. It has to be pointed out that not only the representatives of the formal educational system but also the social partners are rather suspicious about the quality of qualifications achieved on the basis of assessment of prior learning or work experience. This reflects the long tradition of formal education and the importance attributed to educational diplomas in society. In addition there is some concern that the recognition of non-formal and informal learning might undermine the status and quality of formal education. However, with the modernisation of the *Vocational Education Act* (2006) there were made some linkages between formal and non-formal approaches. The act actually defines that providers of vocational and technical education should adopt education to each learner on the basis of achieved credits or achievements of non-formal prior learning. Learners can prove non-formal achievements through exams or in any other way.

The linkage between formal and non-formal approaches is made in the assessment section. The law defines that in the process of the assessment of knowledge there should also be evaluated the knowledge obtained in a non-formal way. The knowledge obtained in a non-formal way should be considered also in the process of advancing in upper class. The procedure of assessment of non-formally gained knowledge defines the minister.

A very recent case of a link between formal and non-formal education is in the field of adult literacy programmes e.g. the formal recognition of equivalency of standards of the knowledge in non-formal literacy programme (namely workplace literacy programme) and parts of formal programmes on a primary and secondary levels.¹⁶ Adult learners who will complete workplace literacy programme and acquire the standards of knowledge will have a possibility to verify those standards when entering the formal education on primary or secondary level. It is believed that this novelty will open access to formal education and contribute to raising educational levels of adult population in Slovenia and it has been evaluated as a precedent case in the field of education.

¹⁶ The Expert Council of Republic of Slovenia for general education confirmed the equivalency of the standards of knowledge in workplace literacy programmes and the standards of knowledge in certain subjects of formal primary and secondary vocational education in April 2008.

2.1.4. ALE and certification and national awards

Formal education and training of adults in Slovenia leads to publicly verified certificates, which are recognized at the national level. Adult participant leave secondary and upper secondary school (after the successfully completed matura exams) with the school-leaving certificate. The certificate supplement is also added to a school leaving certificate in order to facilitate understanding of a qualification in terms of skills and competencies acquired. The certificate supplement gives information on the level of qualification, skills and competencies acquired, learning contents, occupations the holder is qualified for, progression to the next level of education and the awarding institution which issued the certificate. It is the systematic document and it does not refer to an individual but to all who have the same certificate or have undergone the same educational programme. Participants of tertiary education leave the programme with diploma and attached diploma supplement, which represents the important tool in the recognition of diplomas, especially of those originating from other countries. In Slovenia diploma supplement was declared mandatory element of the diploma in 1999 and first supplements were issued in 2000. (<http://www.europass.si>)

Centre for Slovenian Language (as a second foreign language) at the department for Slovenian studies (Faculty of Art, University of Ljubljana) includes five programmes, supporting international research, the promotion of Slovenian language, literature and culture abroad and developing methods and didactics of the Slovenian language teaching, as a second or foreign language. From 1994 onwards it has been authorised to assess the knowledge and skills of the Slovene language and to issue publicly recognized certificate on the knowledge of the Slovene language as a second language – necessary for acquiring Slovenian citizenship, work permit or registering at any of the Slovenian university or high school.

The case of national assessment system to measure ICT skills is ECDL which is the short name for a programme providing a publicly valid European Computer Driving Licence, which confirms that the candidate has passed 7 exams in the area of information technology (IT). In Slovenia candidates have to demonstrate knowledge of the use of the Windows operating system, the Word, Excel, Power Point and Access programmes, the Internet and electronic mail. The obtained certificate proves a special level of computer knowledge in addition to any certificates of completed education, giving a major competitive advantage in finding (better) employment. The certificate is recognized by employers.

One of the representative examples of certification of ALE outside the education system is *the certification system* which enables the assessment and certification of knowledge, skills and competencies obtained outside formal education and training. The assessment takes place against nationally agreed standards of knowledge and skill requirements for performing certain jobs existing in the labour market. The obtained certificates are nationally valid and recognised on the labour market.

For the moment the methodological and technical capacities for effective integration of formal, non-formal and informal systems are still to be developed. Other systemic changes that would have to be introduced for this to happen (such as ingovernance, financing, modularisation and the decentralisation of curriculum responsibilities) have been recognised but also need practical implementation. The Ministry of Education and Sport has already declared that the *recognition of prior learning* should be one of the important adjustments in formal vocational education and training of adults, which is shown through the changes in the Vocational Education Act. However, there is no evidence of such a practice yet, but there are some actions in progress to facilitate implementation. The Slovenian Institute for Adult Education (SIAE) is planning training of adult educators in vocational education in order to train them for proper use of legislation demands – among others also to train them for the evaluation and assessment of knowledge, skills and competencies obtained in non-formal way. However there is still a major obstacle in this area, which is the lack of financial and human resources. Apart from the limited technical and professional support capacities, it should be reminded that in the Slovene VET system a large share of responsibilities for the realisation of the system is assigned to the employers (and their Chambers) who claim that they are not capable of taking these on board. However, without their intensive co-operation the system can not function effectively.

2.2. Participation in ALE

2.2.1. Statistical data on participation

Statistical data on participation:

- a) Provide an overall participation rate (% of population participating in adult education activity) and difference compared to previous survey(s). Please disaggregate according to gender, educational background and age;

According the EUROSTAT data, the level of participation in adult education in Slovenia is above the EU average (12.5%). In 2006 it amounted to 15%¹⁷.

<http://epp.eurostat.ec.europa.eu>

In defining the level of participation in the country we usually use the approach of the research - Participation of the Population of Slovenia in Adult Education, carried out by the Slovenian Institute for Adult Education, which is the most referred research in this field. According to this study the share of population's involvement in all activities has improved from the rate of 27% (1987), to the rate of 31% (1998) and to 37% in the year 2004.¹⁸ In the

¹⁷ Participation in lifelong learning refers to persons aged 25 to 64 who stated that they had received education and training in the four weeks preceding the survey. The data comes from the EU Labour Force Survey. The information collected relates to all education and training whether or not relevant to the respondent's current or possible future job.

¹⁸ **Participants** are adults that are involved in one or more organized learning events lasting more than five hours per year in any area of education and training in the last 12 months.

Would be participants are adults that have not participated in the organized educational activities in the last 12 months, however, they have expressed an interest for education under suitable conditions.

research, non-participation has been classified into two groups of adults: “would-be participants” and “non-participants”¹⁹. The share of would be participants in the year 2004 in comparison with the share of the same population in the year 1998 decreased. In the year 2004 the share of “would be participants” increased in comparison with the same in the year 1987. It is unexpected, however, that the percentage of those that had been educationally inactive and not interested to become potential participants at an increasing rate in the year 2004.

Table 8: Share of participants, would be participants and non participants, by evidence for 2004, 1998, 1987, Slovenia.

	PARTICIPANTS	WOULD BE PARTICIPANTS	NON-PARTICIPANTS
2004	37	20,3	42,7
1998	31,1	27,5	41,5
1987	27,5	10,5	62

Source: Participation of the Population of Slovenia in Adult Education (SIAE, 2005)

According to the socio demographic characteristics of participants in Slovenia, would be participants and non-participants, the following distribution was obtained:

Table 9: Sociodemographic characteristics of participants, would be participants and non-participants, Slovenia

	PARTICIPANTS	WOULD BE PARTICIPANTS	NON-PARTICIPANTS
Gender			
2004			
Male	38,8	19,4	41,8
Female	35,1	21,2	43,7
Age			
2004			
16 - 19 years	17,4	30,4	52,2
20 – 24 years	47,5	24,7	27,8
25 – 39 years	46,6	21,4	31,9
40 - 49 years	41,6	19,1	39,4
50 - 65 years	20,7	19	60,3
Formal education			
Up to 6 years primary school	14,4	8,7	76,9

Non-participants are adults that have been educationally inactive and not interested of being involved in organized educational activities.

¹⁹ The study “Participation of the Population in Adult Education”, was primarily a part of the International Adult Literacy survey, that became a cooperative effort among governments, national statistical agencies, research institutions and the Organisation for Economic Co-operation and Development (OECD). Its last phase, carried out in 2004, was launched as a national research, considering the continuity of the established international methodology. According to the directions of the coordinator, participation was described as the participation of adults in one or several organised learning activities lasting more that five hours per week in any area of education and training. The education covered the inclusion of adults in programmes of formal as well as non-formal learning.

Primary school	18,5	20,1	61,4
1-2 years vocational school	21,1	15,6	63,3
3 years vocational school	26,7	22,8	50,5
4 years secondary school	47,8	22	30,2
Higher school and university	67,5	17,2	15,3

Source: Participation of the Population of Slovenia in Adult Education (SIAE, 2005)

The research reveals important differences in the patterns of inclusion of the population in education and shows that the least active group of adults includes those who are already in an underprivileged position regarding educational background and age distribution. People with lower educational level (up to 3 years vocational school) and older adults are less active in organized activities than other categories. As a rule, the completion of 4 years of secondary school is a precondition for higher participation in adult education. The research data have also proved that less educated adults miss key competencies and skills that are needed for taking advantages of educational opportunities.

The key national documents, including the Development Strategy of the Republic of Slovenia, give importance to lifelong learning and the increase of the educational level of the population. According to Belanger & Valdivielso (1997) the concept of lifelong learning has become a reality in a country when more than half of population is involved in various forms of education and training (excluding informal learning). Given the results of the research, we cannot claim that Slovenia is already at that level. It is true that most of the concerned are involved in lifelong learning, if we include formal, non-formal and informal learning, but the fact is that analysts view participation in lifelong learning in terms of participation in different forms of organized learning activities of different duration.

- b) Show participation, in specific programmes (possible examples for programmes: literacy/numeracy programmes, health (including HIV prevention) programmes; income generating skills training; programmes addressing special learning needs (e.g. prisoners, migrants, disabled); technical skill training (including ICTs). Please provide information, if available, on total numbers of participants, disaggregated according to age and gender.

With regard to the enrolment of adults in specific programmes, the distribution indicates the following trends.

Table 10: Literacy programmes: Participants in continuing education, Slovenia, 1997/98 – 2005/06

Year	Verified literacy programs (1)		Verified basic education programs (2) ²⁰		
	Number of programs	Participants	Number of class units	Participants	Women
1997/98	*	*	153	2291	799
1998/99	*	*	145	2137	713
1999/00	X	X	*	*	*
2000/01	8	83	154	2153	657
2001/02	X	X	168	2190	631
2002/03	16	151	167	2272	677
2003/04	13	105	182	2163	665
2004/05	56	554	170	2127	634
2005/06	81	844	132	1562	490
TOTAL	174	1737	1271	16895	5266

* The data is not available.

X Government stopped to finance adult literacy provision.

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(1)Source: Programmes

(2)Source: Statistical Office of the Republic of Slovenia, Statistical Yearbook, 2001-2007

Year	Verified literacy programs (1)		Verified basic education programs (2)		
	Number of programs	Participants	Number of class units	Participants	Women
1997/98	*	*	153	2291	799
1998/99	*	*	145	2137	713
1999/00	*	*	*	*	*
2000/01	8	83	154	2153	657
2001/02	0	0	168	2190	631
2002/03	16	151	167	2272	677
2003/04	13	105	182	2163	665
2004/05	56	554	170	2127	634
2005/06	81	844	132	1562	490
TOTAL	174	1737	1271	16895	5266

* The data is not available.

Report SIAE on Literacy Programmes

(1)Source: the so called UŽU

(2)Source: Statistical Office of the Republic of Slovenia, Statistical Yearbook, 2001-2007

The share of adults participating in verified literacy programmes has increased linearly, while the participation of adults in verified basic education programmes do not express the same

²⁰ This is 9-year primary education, a programme designed and adopted by the Minister of education for adults in 2003.

trends. The number of participants in verified basic education programmes was highest in the school year 1997/1998 (2291 participants) and 2002/2003 (2272 participants) and lowest in 2005/2006 when only 1562 adults were involved in the verified basic educational programmes. The majority of the participants in the observed period were men, while the percent of the women involved was usually less than one third.

Table 11: Language programmes: participants in continuing education, Slovenia, 1997/98 – 2005/06

Year	Non-verified language programs		Verified language programs	
	Number of programs	Participants	Number of programs	Participants
1997/98	3122	22154	1389	12647
1998/99	2369	20849	1764	16316
1999/00	2732	19169	1580	13278
2000/01	2551	20054	1866	14567
2001/02	2501	17074	1293	9741
2002/03	2218	16813	1355	9925
2003/04	2957	19339	1609	12059
2004/05	2335	15833	1371	9927
2005/06	2547	18313	1464	9125
TOTAL	23332	169598	13691	107585

Source: Statistical office of the Republic of Slovenia, Statistical yearbook, 2001-2007

Language programmes are quite attractive for adult students in Slovenia. The interest for the participation in non verified language programmes is almost doubled than the one in verified language programmes. However the entire participation of adults in non verified language programmes had decreased from 3122 programmes in the school year 1997/98 to participation in 2547 programmes in the school year 2005/06. The participation rate was lowest in the 2004/05, when the number of participants was 15833.

The inclusion of adults in verified language programmes was highest in the school year 1998/99 with 16316 participating adult students and lowest in the year 2005/06 with 9125 participating students.

Table 12: Health and Welfare: Educational programmes, participants in continuing education, Slovenia, 1998/99 – 2005/06

Year	Non-verified educational programs		Verified vocational programs	
	Number of programs	Participants	Number of programs	Participants
1998/99	376	4110	*	*
1999/00	455	16533	*	*
2000/01	374	21799	*	*
2001/02	636	18269	77	2450
2002/03	900	19382	180	3602
2003/04	997	27533	2672	38063
2004/05	991	26916	56	868
2005/06	1186	33431	8	213
TOTAL	5915	167973	2993	45196

Source: * The data is not available.
 Statistical office of the Republic of Slovenia, Statistical yearbook, 2001-2007

The figure indicates that participation of adults in health and welfare programmes increased from 4110 participants being involved in 376 non verified educational programmes in the school year 1998/1999 to 33431 participants being involved in 1186 programmes in the school year 2005/06. The interest for inclusion in verified vocational programmes was in the last 10 years much lower then in non-verified health and welfare programmes. The exception was the school year 2003/04 when 38063 participants were registered as involved in 2672 programmes.

Table 13- Prisoners: Participation in educational programmes, Slovenia, 2000 – 2006

Year	Primary school	Short term vocational	Vocational secondary education	Master craftsman/ shop manager exam	Tehnicl sec. ed., general sec. ed.	Higher vocat. educat.	Academic, higher ed. prof. or. higher ed.	Other	Total
2000	*	*	*	*	*	*	*	*	115
2001	*	*	*	*	*	*	*	*	181
2002	47	5	64	10	42	3	7	*	178
2003	62	21	101	7	30	4	10	*	235
2004	66	20	110	19	41	13	18	13	300
2005	50	14	100	2	26	8	18	96	314
2006	43	24	99	11	38	2	10	32	259
Total	268	84	474	49	177	30	63	141	1582

* Data is not available

Source: Annual reports, Prison Administration of Republic of Slovenia, 2000-2006

Among the prisoners, the higher interest for participation was in vocational secondary education programmes, followed by primary school, technical secondary education programmes and general education. The lowest was the enrolment of the prisoners in the higher vocational education.

Table 14: ICT: Educational programmes, participants in continuing education, Slovenia, 1997/98 – 2005/06

year	Non-verified educational programs		Verified vocational programs	
	Number of programs	Participants	Number of programs	Participants
1997/98	4201	33512	*	*
1998/99	4837	38409	*	*
1999/00	2890	35018	*	*
2000/01	3345	28475	*	*
2001/02	3516	32663	*	*
2002/03	3377	28885	3	119
2003/04	2310	25425	8	128

2004/05	2419	25540	3	34
2005/06	3390	31815	101	1173
TOTAL	30285	279742	115	1454

* The data is not available.

Source: Statistical Office of the Republic of Slovenia, Statistical yearbook, 2001-2007

The participation rate in ICT programmes for adults is quite high although the evidence expresses a negative enrolment trend. The number of non-verified educational programmes was highest in the school year 1998/99 and lowest 2003/04 and 2004/05. The evidence of the inclusion of adults in verified vocational programmes is incomplete. According to the attainable data the participation rate increased in the year 2005/06 with 101 programmes and 1173 participants.

2.2.2. What existing surveys/studies have been undertaken on non-participation and groups that are difficult to reach? Please give main results in terms of who the excluded are, why they are being excluded and what kind of support can be given.

The issue on non-participation or non-participants has been analyzed mainly in the research Literacy and basic skills in knowledge society: Socio-group impact of participation in adult education on development of the knowledge society carried in 2004 by the Slovenian Institute for adult education. The study focused on the identification of groups which participated or did not participate in educational activities. The purpose of the study was to recognize the factors that encourage this group to participate in education and to propose a range of instruments stimulating the participation rate and consequently contributing towards improving the quality of personal and social life of the individual and community.

According to the findings of the research the group of non-participants in Slovenia was predominantly compounded by adults having the following attributes regarding their working status: home workers, retired people and unemployed. Regarding the age distribution the majority belongs to the group of over 50 years. The level of their completed education is quite low: most of them have up to 6 years primary school, primary or 1 to 2 years vocational school. If educationally inactive are employed their working status is expectedly low – mostly, they do not have supervisory responsibilities, are less autonomous and perform the duties for someone else. The significant occupations for educationally inactive are: workers on (with) engines/machines, manufacturers, and several other occupations that are not characteristic for the knowledge society. Most of them live in less developed peripheral regions, where the educational providers are fewer as well. It is not unexpected that these features lead to salaries below average. In the most endangered position within this group is the cluster earning less than 400 EUR per month. Unfortunately this people have very few opportunities for achieving a financial support by their employers. These adults are underrepresented in all fields of post compulsory education and face the threat of not being fully able to participate in the modern society. (Mirčeva, 2005)

The results indicate that five of the most important conditions under which the non-participants would participate in education are: keeping current employment (76,2% of respondents), greater satisfaction with work (73, 7%), higher pay (72,9%), if they were made redundant (71,3%), if education would help them find employment (70%). Education in

attaining the level of formal education was recognized as an important factor in improving the participation rate. The advantages of participation in education differed with regard to age and sex, education and employment status. The distribution of responses with regard to the educational level of the entire population shows that willingness to participate in education increases with the level of education.

The proceedings of the data showed that there are differences that are greater with respect to age than sex. The adult group between 16-24 was the most motivated to participate in education by higher pay, while for the 25-39 age group the most important incentive would be if the education was recognized in obtaining the level of education. For the 40 - 49 age group the most important factor would be if education helped them find employment. Those towards the end of their working career (50-65) would be most motivated by retaining their current employment. (Mohorčič Špolar, 2005)

Taking into account the results of the research the following has to be considered in order to increase the participation of non-participants in education and training:

- In terms of the whole population of non-participants, education and training should be a constituent part of work for all those employed, not just professionals.
- Education and training should also be linked to promotion to higher pay scales, as already regulated for certain professions (e.g. teachers). Given the high proportion of responses linked to this issue, this would certainly be an incentive for those inactive in education and training.
- Excluding responses linked to employment and redundancy, promotion to a more demanding job is a good incentive for the non-participants. When unemployment is relatively high, employers invest less in education and training for their employees, since people with the knowledge and skills they need can be found in the labour market. Nevertheless, encouraging employees to participate in education with the prospect of promotion is rational. Employees would probably gain self-confidence and would be more effective at work.
- Education and training should be linked into an integrated system, which would put together individual education and training courses on a path to obtain the level of education. This is an issue that the profession must pay greater attention to than in the past. Recognizing prior knowledge and experience should become an important issue as well.
- For the educationally inactive, covering the cost of education is of great importance.
- People are insufficiently aware of the possibilities offered by guidance and counselling in education (help in choosing a programme). Although help in choosing a programme at the level of the whole population does not differ from that which would encourage non-participants to participate in education, it has a relatively high proportion in the 16-49 age group, in the group having completed two year vocational school, self employed farmers, unemployed, employed and housewives.
- Irrespective of age, sex, work or employment status we should encourage the non-participants to continue their education through motivational programmes. These programmes contain elements that help participants to update their knowledge and skills, which they may have lost due to their educational inactivity.

- Educational incentives should be adapted to different age groups. The greatest incentive for the 16-24 age group is higher pay. We could speculate that these are people working in less demanding posts due to the level of their educational attainment. This is also a group that would participate in education if it was recognized in gaining the level of education, and this is just as important for the 25-49 age group.
- Greater effort should be paid to preparation of educational programmes based on modern technology (online courses, CD-ROMs), without neglecting other media (radio, television).
- Promoting examples of people who were professionally and personally more successful because of education and training to the wider public is an important support. Such practices should also be extended to the level of individual institutions. This is one of the purposes of the Lifelong Learning Week. (Mohorčič Špolar, 2005)

2.2.3. What existing surveys/studies have been undertaken on learner motivation?

Interest in factors leading adults to participate or not in education has a long tradition in adult education in the country. These factors are usually included in any research investigating adult participation in education. One of the most cited studies on the subject of learner motivation in the last five years is: **Evaluative, cognitive and social-cultural aspects of adult's educational motivation: Analysis of motivation of the unemployed.**

This study tested how well Ajzen and Fishbein's (1980) theory of reasoned action predicted educational intentions of the unemployed to enrol in further education. The variables of aspirations and expectancies were added. Study also explores the role played by self-efficacy (Bandura, 1997) as the third independent determinant of intention within the theory of reasoned action and its impact on motivation for learning. Questionnaires were administered to a sample of 326 unemployed persons, aged 16 to 49 years, who were included in a government project for education of unemployed ("Programme 5000"). It turned out that the only significant predictor variable is subjective norm that explained 38% of the variance in intentions, whereas attitudes toward behaviour and self-efficacy did not achieve significance. On the other hand, self-efficacy moderately influences individual's aspirations and expectancies. The results of the study support the hypotheses that external variables have stronger impact on person's goals, which are under strong social influence than personal beliefs about instrumentality of behaviour and perceived competence (Radovan, 2002).

2.2.4. Which measures have been undertaken to mobilize learners and to increase participation?

In Slovenia some efforts to overcome the problems of non participation, listed in the previous section – remain a permanent task.

For mobilizing learners and increasing the participation rate the development of lifelong learning policy, requiring frequent reforms of the education system was a significant issue. The development of lifelong learning policy was very much connected with the reform policy

and campaign that was launched some ten years ago (1996) – the year of lifelong learning. The process of putting in a place a coherent lifelong learning strategy has encompassed all sectors of formal, non-formal and informal education. Now the partial strategies need to be linked to the common lifelong learning strategy. That presumes the involvement of all stakeholders being involved in the educational process and social partners. Improving the financial incentives for employers and all adults to increase the private sources is necessary as well.

The awards for exceptional achievements in enriching one's own knowledge as well as for professional and promotional achievements in enriching the knowledge of others is a project developed and organized by the Slovenian Institute for Adult education and can be considered as a good example of increasing the participation and promoting the lifelong learning climate. The awards were presented for the first time at the national level in year 1997. With these awards Slovenian Institute for Adult education wants to raise the awareness that the success of Slovenia as a whole and of each Slovene depends not only on economic indicators and the average score in the baccalaureate, but also on the actions of a constantly growing number of people for whom the principles of lifelong learning are becoming a way of life. There are three types of awards:

- to individuals for exceptional learning results and enriching one's own knowledge;
- to groups for exceptional learning results and enriching their own knowledge,
- to individuals, groups, institutions, companies and local communities for exceptional professional or promotional or promotional achievements in the process of enriching the knowledge of others.

Awards are conferred by the committee comprising representatives of the Slovenian Institute for Adult Education, Ministry of Education and Sport, Ministry of Labour, Family and Social Affairs and some other governmental and non-governmental bodies and councils. Individuals and groups are outstanding in their efforts to learn, in the positive changes they achieve with the help of learning in themselves and in their environment, and in their success in overcoming obstacles in their way.

The quality assurance and quality development is the next issue. Therefore the quality promotion is an important topic in this concern. The precondition for achieving that is to enable and provide appropriate knowledge and counselling for all educational providers to evaluate their own quality and to determine ways for future development. Effective counselling is necessary for other specific areas of education and training as well (counselling related to the method of programming, the implementations of projects into practice, the selection of the educational programmes etc.). Special concern is given to the development of quality in adult education and to increase the awareness of adult education providers for it. *SIAE awards for outstanding efforts in the development of quality in adult education* were developed to this end. They are intended for organisations and individuals making outstanding efforts towards planned and comprehensive development of quality in adult education. Through these awards organisations and individuals making an exceptional contribution to the development of quality in adult education in Slovenia are recognized. These are organisations that plan for quality, have special organised groups for quality and

quality development plans, they regularly assess quality and respond to the findings, learn about how to improve the quality of their work etc. As for individuals, they are to reward teachers, professional staff, managers, directors and principals who are actively involved in the processes of the assessment and development of adult education quality in their adult education organisations, and at the same time pay particular care to the quality of their own work. The SIAE award for the development of quality in adult education is presented every two years.

Study circles. Study circles are a non-formal way of learning, gathering people who wish to learn something new on certain topics, to build social networks and to contribute to their living environment. Study circles have spread all over the country and present a way of motivating those parts of the population who rarely get engaged in standard forms of education. A number of study circles are aimed to promote knowledge necessary for the development and preservation of rural areas, and for facilitating active citizenship, as well as to stimulate the participants' personal development.

Lifelong learning week. Since 1996 the Slovenian Lifelong Learning Week has been paving the way for profound understanding and implementation of the culture of lifelong learning by attracting public attention to hundreds of inspiring educational promotional events, to the exchange of information, guidance and to social and cultural events. At the national level it has been coordinated by the Slovenian Institute for Adult education and has grown into a movement which annually involves up to 500 institutions, NGO's, interest groups and other stakeholders.

Literacy programme (UŽU) – a Bridge to Education. It is a programme intended for adults with ten years of education or less who wish to continue their education, or are already enrolled in upper secondary education. The programme's objective is to enable these adults to acquire or renew their basic skills in reading, writing and numeracy needed for contemporary life in the information society. For adults, participation in education is an important turning point in life. In order to be as efficient as possible in the new activity, it is important that they are adequately prepared for the tasks awaiting them. The programme enables individuals enrolling in formal vocational or professional education to update or acquire basic skills which would help them cope with more demanding learning materials. The aims of the programme are to acquire social skills and learning techniques, as well as learning to learn skills and active citizenship. Another important aim is the motivation of participants for further education in compliance with the lifelong learning strategy.

Counselling activities is the next important measure linked to the enhancement of participation of adults in education and learning. In addition to general counselling there is a counselling related to specific areas. Development of counselling services for adult education in every region, including education for personal and other needs not related to work activity is also important. Orientation of measures for stimulating the participation of adults in educational programmes especially towards the unemployed, to inactive persons and those with a negative attitude towards education, and to potentially active persons who would take part in educational programmes if certain conditions were met.

Local guidance centres for adult education. Issues such as how to acquire knowledge, how to use the possibilities available in adult education and learning, and various forms of help that make learning successful and effective in today's world of information, rich choice of educational programmes and educational organisations are becoming more and more important in adult education. Access to knowledge, the chances to learn how to learn, and how to plan lifelong learning, all this can be made easier with the support of organised and wholesome information-guidance activities for adult education and learning. Fourteen *local guidance centres for adult education* have been established in folk high schools however, they act as independent and autonomous units. Grounds for the development and the implementation of local guidance centres have been set by the 1998 research on demand for the development of such services in Slovenia, by experiences of other European countries in the field of adult education information and guidance as well as by the general IGAE model (1999) developed by SIAE. It has been adapted to fit the needs, characteristics and potentials of the participating institutions' environments.²¹

An important measure contributing to enrich the increased participation of learners are *Centres for lifelong learning*. They represent a new organizational form consisting of partnership of educational providers. The main goal is to make learning more available, to spread it, to upgrade it and to improve its quality. The main elements of the concept are:

- The idea of lifelong learning, which is carried out mostly with the non-formal approaches in learning, non-formal environments, processes and methods;
- Learner takes responsibility for his/hers own learning process and its results;
- Partnership: between providers of learning with the use of informational communicational technology, between forms (projects) of learning of adults, with guidance (especially for adults).

The responsibility and the goals that have to be reached are individual (the responsibility is on learner) and common (the responsibility is on country, local environment, institutions, even companies). Methods of learning within the centres for lifelong learning are: learning in groups, learning through dialogue, open learning environment and adjustable learning should be prompted.

It should be recognized that the progress and quality in education and lifelong learning relate to various contexts and time spans. The impact of the educational investment requires sustained efforts and can only be expected to yield visible effects over time.

2.2.5. Are specific groups targeted by ALE provision? Which ones?

²¹ The guidance centre is the focal point of the network/partnership, but cannot by itself provide guidance/counselling help in the areas that are not directly connected to counselling for education (vocational guidance, material problems connected to education, family problems etc.). Beside that, there are already institutions in the local environment, which develop such activities. Only professional connecting of all those that work in a certain environment – counselling centres and other institutions – can improve the accessibility of guidance/counselling for the entire population, enable quality and wholesome counselling activity, complementary work of various institution and contribute to creating equal opportunities for different marginalised groups. (Vilič Klenovšek, SIAE, 2007)

The Ministry of Education and Sport and the Ministry of Labour, Family and Social Affairs in cooperation with all other ministries and educational providers focused on identifying specific groups sharing a special support by ALE provision.

The structural indicators in Slovenia show that the majority of long – term **unemployed** are undereducated, their vocational orientation is inadequate and their knowledge outdated. The policy is oriented towards: raising the level of education and vocational qualifications of the active population; reducing structural disparities meaning a reduction of the proportion of long-term unemployed people and the proportion of unemployed people with no vocational education; inclusion in active programmes of all young unemployed people who have failed to find new employment within 6 months, and of all others who have failed to find employment within 12 months; the reduction of regional differences in the labour market; and further development of social partnership.

Specific measures have been taken to improve access to lifelong learning for **mature workers and citizens** who have not had the benefits of post- compulsory education and who need to upgrade their competencies to remain in the workforce or senior citizens preparing for retirement. Also publicly co-funded study circles and especially the ‘third age university’ programmes represent a learning opportunity for elderly and retired people to engage in learning and passing their knowledge to younger generation.

The Ministry of Labour, Family and Social Affairs supports specific social and educational programmes and services for **disabled adults**, which are carried out in accordance with the features of invalidity and insecurity of the social position of this category of population. For this purpose, different educational programmes are organized (e.g. education for active citizenship, programmes for health protection, programmes on prevention of social exclusion), intensive informative and counselling activities as well as programmes for specific target groups (for instance workshops for the protection of mental health of blind and impaired vision youth; basic computer education courses for mobility and guidance for blind persons). Apart from training which is directly launched for handicapped persons, the relatives of handicapped persons who take part in the educational programmes of the societies as well as for teachers and volunteers who meet handicapped people in everyday life and work.

Special programmes have been launched for **people who have less than ten years of schooling**, less developed skills of reading, writing and numeracy and also weak communication and other social skills.

Special attention is paid to young early school leavers as they tend to risk unemployment. Young first job seekers represent one of the largest groups of unemployed; combined with the lack of skills, unemployment becomes an even more probable outcome for them. It is a priority to get this young people group back into education. Project learning programmes for young are aimed at developing self-awareness and the social skills necessary for more effective learning. On the other hand, approaches to those groups in schools will have to be changed and measures taken to keep them in the education system.

In 1995 the Government of the Republic of Slovenia adopted the Program of Measures for Assisting the Roma, which is still valid. With this program the Republic of Slovenia showed its awareness of the need to regulate Roma issues consistently. Roma encounter difficulties particularly in the following areas: living standards, education and employment. Majority of educational activities are designed for Romani youngsters, with the aim to include them in education and schooling from their early age (from the kindergarten through primary and secondary education) but there are some activities aimed at adult Romani. The Ministry of Education and Sport mainly financed, among other things, **adult Roma education** in the municipalities of Kočevje, Murska Sobota and Črnomelj. Literacy and computer training, the preservation of Roma traditions, customs and professions, housework skills were provided to them. (http://www.uvn.gov.si/en/minorities_national_communities/roma_ethnic_community/)

2.2.6. Are there benchmarks in relation to participation in place? If yes, which ones? If not, what would be realistic benchmarks for participation in your context?

As it has been already pointed out in Chapter 1 of this document the Resolution on the Master Plan for Adult Education in the Republic of Slovenia until 2010 was adopted by the Government. It is governing the field of adult education in the country. It determines the global goals, priority areas and operative aims for the implementation of adult education. The operative aims represent benchmarks that should be achieved till the year 2010.

The **first priority aim** covers the general non-formal education of adults comprising the education at the personal and social level in view to develop social welfare, for the realization of the citizenship and for the prevention of the inequality of opportunities for education. Operative goal in this area requires the doubled number of the included adults.

The **second priority area** includes two important areas of the educational activity:

- Education for increasing of the basic skills and rise of the competence level aiming to reduce, overcome and prevent social disregard of some groups of population.
- Education for raising the attained level of education along the entire educational hierarchy.

In accordance with the second priority area, two operative goals have been set:

- For one third of the population, between the age of 15 and 49, with no basic education and competencies the opportunities for education will be assured enabling them to acquire, renovate and develop the basic knowledge and skills and to achieve the first level of vocational education.
- For one fourth of adults between the age of 15 and 49 with unfinished elementary and secondary school, the opportunities for education will be assured, enabling them to acquire, renovate and develop the basic knowledge and skills and to achieve the first level of vocational, professional or general education, to one tenth of the population this will be done in the programmes of higher professional education.

Realizing both goals will contribute to the rise of the educational level of adults, expressed in the number of school years, which means 12 years for the group between the age of 25 and 49, and 11 years for the group between the age of 25 and 64 by the year 2010.

The **third priority area** comprises education and training for the development of the labour force in a more specific sense, for raising the educational level, acquiring new skills and updating the current ones, developing the key qualifications for the future. It includes three operative goals for the active working population and for the unemployed.

For the active labour population and for the unemployed with no basic education there is a plan for the minimal inclusion for education and training (for the labour force at least 60 hours, for the unemployed at least 120 hours per year). For the labour force a 100 per cent inclusion has been anticipated, while for unemployed it has been 70 percent; out of those the share that will continue their education in programmes for raising their educational level will be such as to reach a 40 per cent inclusion by the year 2010.

For the labour force with no adequate education and training the education is being planned in view to raise the educational level of this target group for 50 percent, by the year 2010.

For the active working population with no regard to their educational level or their competence, 45 hours of education per year have been planned and would be granted to the candidates in the programmes according to their own choice.

(Resolution on the National Programme of Adult Education up to 2010 (Official Gazette of the Republic of Slovenia, No. 70/2004).

2.3. Monitoring & evaluating programmes and assessing learning outcomes

2.3.1. Methods of assessment of the learning outcomes of ALE programmes (national, regional/local community perspective) and learners' achievements (learner perspective)

Learning outcomes of ALE may be defined in broader sense as well as more narrowly in terms of attained level of education/knowledge skills and competencies. From national/regional/ local community perspective broader outcomes are important. They are assessed against indicators defined by overall national strategic documents²² as well as policy documents in the field of ALE²³. The most important ALE policy document - Resolution on Adult Education Master plan up to 2010 (2004) - defines four broader outcomes that should be attained through ALE: (i) to improve general education of adult population; (ii) to increase educational level of adults, with basic educational standard set at 12 years of successfully completed schooling; (iii) to improve employability of the labour force; (iv) to

²² Strategy for economic development of Slovenia 2001-2006; National Developmental Programme 2001-2006, Operational Programme of the Development of Human Resources 2003-2006 (2005) as well as strategies prepared in particular sectors such as Strategy of the development of employment and the labour market 2001-2006; Strategy of the development of Slovenia (2005)

²³ Resolution on Adult Education Master plan until 2010 (2004); National Literacy Development Strategy (2005)

increase opportunities for education and learning. Follow up or empirical evaluation studies assessing outcomes of specific programmes and measures supporting realisation of these broader outcomes are rare. The empirical evaluation of the Programme 5000 that was introduced in order to address educational and qualification disparities in the labour market and enable young unemployed people to increase their employability via increased formal education was carried out in the years 1999-2000 (ACS, 2000). Besides the quality of the execution of formal educational programmes delivered to the unemployed population, it assessed also successfulness of learners in individual education programmes and their labour market outcomes after completed programme.

Another evaluation study carried out in 2001-2003 assessed socio-integrating role of the programme Project Learning for Young Adults (PUM).²⁴ It addressed topics such as (i) the extent to which the programme encourages young dropouts to return to formal education; (ii) whether the effects of PUM in terms of successful completion of the education and integration in the labour market are short-term or long-term. (Dobrovoljc et al, 2003)

On the other hand the ALE outcomes indicating changes in the field measured as overall participation rate, participation rate in the specific types of education and learning, the participation rate of different social groups in ALE are assessed through periodical national surveys. The last one was conducted in 2004. Moreover, the characteristics of the participation of the labour force in education and training are regularly followed by the national Labour Force Survey (LFS).

The only national study assessing the quality of education and learning outcomes of the Slovenian adult population was national literacy survey conducted in 1998 as part of the IALS (OECD, Statistics Canada 2000).

As a rule learners' achievements are assessed in the case of participation in formal education programmes and publicly accredited non-formal training programmes. The assessment in formal education is subject to strong legal regulation. Respective school laws and by-laws regulate assessment dimensions such as obligatory ways and forms of assessment, frequency of assessment, grading of learning achievements. Formal education programmes end with final examinations²⁵ which are carried out in more or less traditional forms. At the level of secondary education final examinations are nationally standardised and are carried out fully or partly externally. At the tertiary level each study programme defines the way of its ending. The assessment is carried out against predefined educational standards (competencies) for the entire programme. Those who successfully pass final examinations obtain nationally valid certificates and diplomas attesting attained level of formal education and title of vocational/professional of educational (secondary level) or professional title (tertiary level).

²⁴ The programme PUM is designed especially for young dropouts in order to help them either to return to school or to find employment. It is described in Section 5 as an innovation enabling participative role of learners in defining the content. Besides it also represents an innovative learning method.

²⁵ Vocational education and training is finished by final exam, secondary technical education by vocational maturity and secondary general education by general maturity (Eurydice/ Euribase),

In nationally accredited non-formal training programmes individual achievements are assessed by providers of training. Again the assessment is carried out against the training goals (knowledge, skills and competences) defined by the programme. Each training programme defines the way in which the achievements are assessed as well as forms of assessment.

As shown in section 2.1, the majority of participation of adults in ALE goes to non-formal and informal not accredited training where market conditions apply. Whether the end of a particular learning activity is followed by assessment of achievements and the way of assessment is determined by providers. However, when it comes to tailored learning activities this may be an element of negotiation between deliverer of training and the financier (employer, employment agency, participating group itself), and is stated in the contract.

With adopting the National Professional Qualification Act in 2000, Slovenia enacted a system of assessment and certification of non-formal and informal learning and work experiences for the needs of the labour market. The process is based on occupational standards. Vocational qualifications obtained in this system are under the authority of the labour ministry. If educational qualification is defined they may represent part of educational qualification.

The renewed Vocational Education Act and Higher Education Act, on the other hand, set legal foundations for validation and recognitions of non-formal and informal learning in formal education. However no procedures and methodologies are in place yet to facilitate the implementation.

2.3.2. Tools and mechanisms used to monitor and evaluate programmes to ensure good quality

To improve the conditions and quality of adult learning the state introduced some changes in the field of adult education through key documents (like the White Paper, see chapter 1) set-out basic principles for redesigning the complete educational legislation. The most important proposals of those documents include: improved organization of educational activities, introduction of more flexible methods and forms of learning, the improvement of the counselling activities, the preparation of educational plans of learners, financing some key programmes etc.

It is, therefore, more and more important to assure high-quality ALE services. To this end the monitoring and the assessment of the quality have to be organised in the way which will provide valid and reliable information and at the same time encourage providers of ALE to invest in development and innovations in this field.

According to the corresponding school legislation²⁶ pilot implementation of all new formal training programmes as well as publicly accredited non-formal training programmes has to

²⁶ Organisation and Financing of Education Act, Art. 20a

be accompanied by monitoring and evaluation. Special by-law was adopted by the education minister that is specifying this requirement.²⁷ A national council for evaluation has been established by the education minister to coordinate monitoring and evaluation activities in preprimary, primary, secondary and postsecondary education. Monitoring and the evaluation of implementation are performed externally. Monitoring is carried out by the three systemic developmental institutions, The National Education Institute, the Centre for Vocational Education of the Republic of Slovenia and the Slovenian Institute for Adult Education. Evaluation studies are conducted by registered researchers in the form of rational and empirical evaluation. The individual structural elements of educational programmes are evaluated, usually on the basis of observation and subjective opinions of main stakeholders (principals, teachers, learners and – sometimes – employers). Among conditions for execution of the programme, the quality of human resources is assessed, mostly in terms of adequacy of their skills and competencies. Conditions such as financing, equipment, premises, management of the programme are only exceptionally subject to evaluation. As a matter of fact these conditions are defined by the Adult Education Act and by individual educational programmes. All institutions providing formal education programmes irrespective of whether they deliver education and learning to young people or to adults need to be verified by the authorised minister and listed in the register of training providers. This holds true also for providers of publicly accredited non-formal training. The verification procedures determine the adequacy of human resources and material conditions for delivering a particular training programme.

It has to be emphasized that most formal education programmes are developed for youth. When it comes to participation of adults in these programmes the legislation requires their adjustment to the needs and particularities of adults at the stage of their execution. Education minister adopts methodological guidelines which represent the professional basis for adjustment. According to the Vocational Education Act structural elements of curricula such as ways of execution of a curriculum; organisational forms; hours of organised work with students; teaching and learning methods; learning and teaching material; ways and timing of assessment and the grading of achievements have to be adjusted to adults. In addition, prior learning has to be assessed and recognised at the beginning of the execution of the programme.

In the years 2002 to 2003 an external national evaluation study of the overall quality of adjustment of educational programmes for youth to adult learners was carried out in vocational and technical secondary education (ACS, 2003). The study was directed to the assessment of time organisation, scope of organised work with students, the adequacy of teaching and learning methods, forms of assessment, conditions for advancing in the training programme and the role of suppliers and learners in the preparation and execution of the teaching-learning process. The study concluded with a number of suggestions and proposals for improvement of educational legislation, methodological guidelines as well as personal resources acting in various roles in educational process.

²⁷ Pravilnik o posodabljanju vzgojno-izobraževalnega dela (Modernisation of educational activities rules). Official Gazzete of the Republic of Slovenia, No. 13/2003.

The evaluation of socio-integrating role of the programme PUM was also partly dedicated to the evaluation of the structure of the programme and its effects on the quality of the programme, and to the quality of teaching staff (mentors in the programme).

The evaluation of not accredited non-formal training programmes is the matter of providers of such training on one hand and the sponsors of the training on the other hand. As a rule training providers carry out internal evaluation based on the so called "smiling sheets" (Kirckpatrick, 1998). At the end of the programme learners are asked to fill in a form where they express their impressions about individual structural elements of the delivered programme.

The renewed Vocational Education Act (Arts. 15, 16, 17) is stating that schools are obliged to ensure quality of educational work in line with the principles of total system of quality management where they take into consideration the Common European Framework of Quality Assurance in Vocational Education. Quality indicators are defined by the respective professional council. The monitoring and the evaluation of quality are provided internally. Each provider of VET has to establish a quality council which monitors and assesses quality of educational work. Every year the quality report has to be published on the web site of the provider. These rules apply also to education delivered to adults. The implementation model is yet to be developed which holds true also for indicators.

In line with the Higher Education Act (Art. 80) quality of higher education study programmes is monitored and assessed in the form of self-evaluation and external evaluation by the evaluation senate of the Council of the Republic of Slovenia for Higher Education.

It is evident that only monitoring and evaluation of quality of formal education are legally regulated by school legislation. Since the majority of ALE is represented by not accredited non-formal and informal education and learning in 2000 the SIAE started a project on developing an integral model of quality assurance in adult education adapted to the demands and conditions of the Slovenian adult education which is intended to cover the entire adult education sector. The work has been supported by some explorations of existing theories and quality models as well as developments in selected European countries (see Možina, 2003). At the first step towards a systematic quality assurance a model called Offering Quality Education to Adults (OQEA) was developed which enables self-assessment of ALE providers. A system of indicators was set up for monitoring the quality of work in adult education. It includes six areas which try to fully encompass the various entry, process, outcomes and contextual factors. Part of the model structure is the quality indicators which determine basic activities, procedures and processes. Among the methods employed in the model are: questionnaires, benchmarking and focus groups.

According to the data the model is/has been used by 73% of folk high schools delivering nationally accredited adult education programmes, 26% of secondary schools delivering adult education and 10% of private adult education organisations. All in all they make up 29.5% of all provider of nationally accredited education and training for adults as well as many of those providing non-accredited non-formal education and training (Klemenčič and Možina 2007: 257-258). To develop a culture of quality and to promote the use of the OQEA

model two incentives have been developed, (i) the green OQEA logo which can be obtained by providers who take part in the project and comply in their work to the established methodology (<http://poki.acs.si/en/logo/>); (ii) awards for outstanding work in developing quality in adult education (<http://poki.acs.si/en/awards/>).

2.3.3. The use of evaluation results in legislation, policy formulation and programme development

The results of evaluation studies are used for the preparation of new and the modernisation of existing legislation, for policy formulation and above all for programme development. It may be confirmed that the results of the evaluation of national and delivered curriculum in vocational and technical secondary education represented an important information supporting the modernisation of the methodological guidelines for the adaptation of educational programmes to adults. They also contributed to the discussions about the suitability of the existing Adult Education Act. As a result the preparation of guidelines for its modernisation was initiated. However evaluation results represent the most important basis for the improvement of the existing educational programmes and the development of new ones. Programme PUM, for instance, was an innovation in the Slovenia space, especially designed for the population of young dropouts from schooling. As the method of project learning proved successful it was transferred to some other programmes geared to the group of low educated adults (literacy at the workplace training programme).

2.3.4. Benchmarks in relation to outcomes of ALE. Realistic benchmarks related to outcomes in the Slovenian context

Similar to other sectors of education in the Slovenian education system also ALE follows the benchmarks defined at the level of EU. Apart from quantified goals and objectives defined by the Adult Education Master plan national benchmarks have not been defined yet. Unofficially Slovenia compares outcomes of ALE with those European countries where this area is most developed (Sweden, Finland, Norway). In formal education of adults the key benchmark is represented by the legally defined requirement of the equality of standards of young and adults. However outcomes of formal education of adults could be compared to the achievements of young people, for instance: the percent of those passing final examination successfully; the percent of dropouts from particular education programme; percent of the graduates who continue education at the next stage; average duration needed to complete particular education programme.

2.4. Adult educators/facilitators status and training

2.4.1. What educational qualifications/training are required for adult educators/facilitators?

The initial training of teachers is regulated by the Organisation and Financing of Education Act which stipulates the general conditions of appropriate qualifications of teachers for the

conclusion of employment contracts. Teachers all have to have university degree and an additional pedagogical-andragogical education²⁸ (paragraph 100). Paragraph: XIV, Definite 92-107 especially refers to education and teaching in general. Two types of higher education institutions offer initial training of teachers: Teacher-training higher education institutions and higher education institutions where other professionals are also trained. Candidates for teachers must have passed the matura exam for admission to academic teacher training programmes.

Initial elementary (basic) school teacher training

Since 1987, the initial education and training for elementary school teachers has been provided only in the university courses lasting 4 years. The courses usually comprise a general part (theory of education, psychology, foreign languages, etc.), a special didactic part and a vocational part (knowledge for teaching at class level or generally two disciplines for teaching at subject level). The courses also include 3 weeks of practical work in schools. Upon completion of the 10-month training period, elementary school teachers must pass the teaching certification examinations. Elementary school teachers can only then be employed on a full-time basis. They are employed on the basis of employment contracts as defined by the general law on employment relations and the collective agreement governing the education field.

Initial secondary school teacher training

The initial education of secondary school teachers is provided by 4-year university courses. Courses for teachers of general academic subjects generally include two disciplines in parallel within a course (with the exception of science teachers in 4-year secondary schools who have to complete a one-discipline course). In addition to one or two disciplinary fields, the intending teachers acquire pedagogical, psychological and special didactic knowledge. Graduates are awarded a certificate and the title of "Teacher of one or two subjects". Initial training is not organised as an extra for teachers of technical-theoretical and vocational - practical subjects. After completing higher education (non-teacher) studies and a minimum of 3 years of work experience, intending secondary teachers must follow a special postgraduate non-degree course for teaching in secondary school (the so called pedagoško-andragoška izobrazba). This is also another way for unqualified teachers to enter the teaching profession.

Teachers in Vocational education

Teachers in public vocational and technical schools are: teachers of general and special theoretical subjects, instructors of practical training and skills, master craftsmen (offering practical training to apprentices). The same qualification requirements, status and INSET obligations for teachers of general and special theoretical subjects are in force as for the general education. The instructors of practical training must possess at least secondary school degree in the appropriate field, three-year work experience and pedagogical

²⁸ It depends on the faculty program.

qualifications. Master craftsmen must possess a master craftsman's certification examination

Teachers in Post-secondary vocational education

Teachers of vocational colleges are vocational college-lecturers. They must possess at least an undergraduate university degree, pedagogical qualifications (pedagoško-andragoška izobrazba), three years of appropriate work experience and outstanding achievements in their professional field. The general conditions for INSET, promotion and the status of teachers also apply to the vocational college-lecturers.

Initial training of teachers in adult education

Adult education organizations implementing public funded educational programmes must meet the following requirements: the professional employee organising education must have the appropriate higher education, **pedagogical/andragogical** education and a certificate of successful completion of the professional examination prescribed for the field of education. They must have at their disposal teachers and other expert workers meeting the requirements prescribed for individual fields of education. They must have at their disposal the premises and equipment prescribed (by the Minister of Education and Sport) for the implementation of individual education programs.

Adult education is provided by teachers (adult educators) with different educational backgrounds. Some have no teaching qualifications because they are experts only in their own field of specialisation. The Adult Education Act stipulates that teachers of adults must have a higher education qualification in the appropriate field and the teaching qualifications, and must pass the professional examination.

The organisations that provide educational programmes (co) financed from public sources have to meet certain criteria, such as appropriate number of teacher with appropriate knowledge, appropriate premises and have to be listed in the special evidence by the Ministry of Education and Sport (also institutions that provided formal recognized programmes). Institutions that provide training for national qualification also have to meet certain criteria and be registered in the evidence by the Ministry of Labour, Family and Social affairs. If the institutions are funded by state or local communities they have a status of public institution for adult education. They have to operate under specific rules and structure (director, head master, professional boards – andragogic and professional board, leader of educational area).

The teachers in non-formal programmes of adult education are not bound to these demands.

Pedagogical-andragogical education/ Teacher Education is a special postgraduate non-degree course for teaching in secondary schools (the so called pedagoško-andragoška izobrazba). Post graduate non - degree courses leading to a teaching qualifications are prescribed and compulsory for those with no appropriate initial educational qualifications.

Everyone who wants to work as a teacher of youth or adults in the programmes of formal education (providing the educational level), is bound to have specific pedagogical competencies, besides the required educational level and area. These competencies can be obtained within his undergraduate studies, in case the study programme includes in addition pedagogical, psychological and didactic contents of subjects. The University pedagogical departments combine academic knowledge and teaching practice. However, the rest of the University departments - technical faculties, economics... do not include pedagogical knowledge in their study programmes. The criteria for measuring the inclusion of these contents in every particular study programme are supervised by Council for Higher Education which also supervises the programmes. If the criteria have not been met by the person who wants to become a teacher, he or she has to obtain this kind of education (special licence) within three years from his starting point as a teacher. The permission to carry out such a programme has been granted exclusively to higher education institutions such as Faculty of Arts and Faculty of Education, both University of Ljubljana, Faculty of Education (University of Maribor) and Faculty of Education at the University of Primorska. The programme has been co-financed within the system of professional training (INSET) by the Ministry of Education and Sport. The candidates pay their fee in a part, depending from the co-financing from the Ministry and from school where they work. The programmes have been normally carried out for one to two semesters and are based on active methods, connected with practical experiences of the candidates. After the competition of training (examinations and project works) the candidates are granted the pedagogical and andragogical education which is a publicly recognised licence. The candidates get acquainted within the programme with various contents from the area of adult education (andragogics). These contents are granted 45 hours, meaning 11.5% hours of the whole programme. The aim of the subject is to train the teachers for direct work in adult education. The following topics are being treated:

- An overview of the history of adult education in Europe and Slovenia
- Social and economic basis for development of adult education
- Andragogy as education science
- Basic processes of non-formal and formal education of adults
- Factors for successful learning of adults
- Target groups in adult education
- Educational guidance work
- Analysis of selected case studies;
- Observation of 'life' andragogical practice.

What continuing/in-service training measures are in place?

The Organisation and Financing of Education Act determines the right and obligation for in service training (INSET). INSET is a right and obligation for teachers at all levels of education. More specifically, it is regulated by a collective agreement. Teachers can receive at least five days of training per year or fifteen days every three years. These training days are counted as working days and are paid as such. All teachers who participate in the INSET programmes are awarded points required to obtain a promotion to one of the three possible titles (mentor, adviser, counsellor) and a salary increase. In-service training (INSET) is arranged in

the same way for pre-primary, elementary and secondary school teachers and for adult educators. Teachers choose at their own discretions the programmes and forms of in-service training. When training is required due to the reforms or changes in curricula, the participation in the so called commissioned and priority programmes of in-service training is compulsory or at least recommended. There are no specific requirements for the participation in in-service training.

Every year the Ministry of Education and Sport prepares the catalogue of in-service training for professional employees in the field of Education. It contains programs chosen and verified by members of in-service Training Programme Council appointed by the Minister of Education and Sport. The basis for the catalogue has been represented on yearly notice from the Ministry of Education and Sport, calling various tenders of educational programmes (public organisations and private organisations) to participate with their programmes in the catalogue. The quality of the programmes offered is being assessed by a specific Programme Committee, composed from the experts of the Ministry, of the representatives of the programmes tenders and from the users and experts of specific areas. The criteria for programmes' selection are set up by the Ministry, which also defines the priority areas. Training of the teachers of adults is one of 23 areas in the catalogue (pre-primary education, teaching of foreign languages, programmes of tutors' training in student residences, computer literacy of teachers....) and has so far never been defined as a priority area. From the evaluation of the programme quality depends also on the part of the state co-financing of a specific training programme (from 20% to 100%). The difference to the full price of the programme is covered by the teachers themselves or by their schools.

Main financial provider for in-service training is Ministry of Education and Sport. The Ministry also provides funding for school to cover the costs and salary compensation for participants in in-service training.

The in-service training programmes are provided by various institutions, which are registered for educational and research activities (private and public): higher education institutions for education of teachers, and other higher education institutions, public institutes responsible for the development of education: National Education Institute, Centre of the Republic of Slovenia for Vocational Education, Slovenian Institute for Adult Education (SIAE), National Examination Centre, research institutions as Slovenian Institute for Educational Sciences, schools, private organisations, associations.

Slovenian institute for adult education (SIAE) is the central national institution for adult education training and the main provider for in-service teacher training programmes for adult education. SIAE is the central national institution for adult education training of:

- Tutors and mentors of study circles (40 hours),
- Basic and continuing training of mentors in the Project learning for young adults programme (175 hours),
- Continuing training for teachers, organisers and counsellors in education programmes for the unemployed (48 hours),

- Counselling in adult education,
- Training for the assessment and accreditation of non-formal prior knowledge and skills, development of an individual and his/her skills for efficient communication in learning and counselling, (32 hours plus 16 hours)
- Teachers in literacy programmes for adults etc....
- Quality Assurance

Some alternative programmes and organisational projects for several target groups of adult learners have been developed in the past fifteen years. Within the frame of these programmes and projects the training programmes for the project carriers have also been developed.

Examples of good practice:

Project “Continuing education and training of adult educators – modular programme (Slovenian Institute for Adult Education)”

The educational offer of Slovenian Institute for Adult Education includes 39 different modules. Every module can be carried out separately, or they can be combined into more complex courses for training, depending of the concrete needs of adult educators, teaching in forms of adult education (both formal and non-formal education programmes). The modules are intended for all those, dealing with planning, organising and implementing of various forms (formal and non-formal) of adult education. They all have in common that they need, besides the professional knowledge they have, the knowledge and skills for teaching and organising (administrating) the education for adults. Due to the fact that they do not yet have these skills or that they have been mostly trained for education of youth in similar courses. Basic goals, common to all the courses/modules are: continuing up-grading and up-dating of the basic andragogical knowledge; not only theoretical knowledge, but first of all practical knowledge and skills for mastering educational problems and situations which spring up in everyday practice of adult education and learning; developing professional identity of the educators of adults. The majority or almost all the modules of teachers’ further training, mentioned here are based upon the principle ‘learning by doing’, meaning.

Adult literacy teacher’s training

Initial teacher training is a 112 to 132 hour long programme (depending on which of the 5 different literacy programmes the teacher wants to work in). Candidates who wish to become literacy teachers have to have a University degree, need to have finished adult education training and should have passed the professional exam. Before enrolling in the training, the teacher also has to come for an interview at the SIAE. The training provides teachers with an understanding of the concept of literacy, literacy related problems, characteristics and needs of the target groups, methods of motivating and supporting participants to join and stay in the programme, understanding the aims of the programmes, teaching methods for reaching the programme’s goals, the importance of networking... The teachers realize the significance of psychological and social background for the development

of basic skills. They understand the advantages and aims of project work. They also learn how to plan, supervise and evaluate teaching sessions, individual or group learning and participants' accomplishments. Before the organisation can start with the realisation of the programmes, they have to register at the Ministry for Education and Sport as a provider of literacy programmes. In order to register they have to have qualified teachers and fulfil other requirements set by the Ministry (appropriately equipped classrooms etc.).

The needs for continuing education and training of those working with adults are increasing every year. The reason lies in the growing number of adults attending the programmes to acquire a higher level of education and in various measures and programmes, having been adopted recently at the national level (such as the Programme for Reducing the Educational Attainment Deficit) as well as in the development of non-formal education of adults. The quality of education (programmes, activities) is closely related to the quality level of the staff, cooperating in the development and implementation. In spite of the progress made in this area Slovenia is still somewhat behind, considering both, the extent and the quality of the programme (for development of staff in adult education) offer.

2.4.2. Is adult education considered as a specific profession, and are there higher education institutions providing such qualifications? If yes, please elaborate.

Adult education – andragogy is a special profession (andragog), which can be obtained at the university level of study of pedagogy – orientation andragogy within the Faculty of Art, University of Ljubljana.

Andragogy course graduate profile

Graduates in pedagogy orientation andragogy, have acquired knowledge related to: theory and practice of education of children, youth and adults, analytical and practical work in adult education, lifelong education and learning, facilitating adult individual or group learning, facilitating their acquiring capacities of adaptation, reaction, implication in relation to the changes and situations adults are to cope with, accompanying project groups in the process of their collective action-research, accompanying adults in taking on a new professional function, a new social role and in undergoing life crisis, conceiving, organising, carrying out educational and training programs, conceiving evaluation instruments for collective projects or educational and training actions, etc. Graduates have gained an insight in related social sciences like: sociology, psychology, etc. Entrance to the study programme is based on academic qualifications. The program can be entered by the applicants who have obtained matura (general secondary school leaving examination) and those who have completed any four-year study programme on the secondary level prior to 1/6/1995.

Employment Possibilities

A university graduate in pedagogy - orientation for adult education (andragogy) has qualified for working in all areas of adult education, in public agencies and business settings and associations: folk high schools, training centres, cultural institutions, centres for social work, departments for

adult part time students in schools, employment agencies, regional and local authorities, companies, NGO-s, etc.

2.4.3. Please indicate the proportion of adult educators/facilitators in relation to the overall number of teaching personnel in your country.

Mostly teachers who normally teach youth prevail in ALE. Even though the number of adult educators who accomplish the formal conditions (level and type of education, specified by school legislation and required for everybody teaching both youth and adults in programmes for raising educational level) has been constantly increasing (every year), this does not secure a higher quality of work with adults, included in educational programmes. There is an issue here, for the organisation, when it comes to knowledge and skills, guidance and carrying out of the programmes where the adults are being included, with various motives, competencies, life and working experiences. The teachers are not being prepared, within their undergraduate studies, for these issues and challenges.

2.4.4. What are the terms of employment and remuneration in ALE?

According to some research findings, 85% of all the teachers in formal adult education work on part-time basis or as external staff members of organisations for adult education (freelance). *In the interviews the providers hire external professors and highly qualified specialist that work on the basis of one year contracts or in some cases with five years agreements. Estimations show that around 44% are working full-time and 35% less than 20% of working time. (ACS, 2005)*

Adult learning staff: positions, tasks and the roles of staff within providers

The major professionals are working in the teaching position according to the interviews with the providers (75%). The next group is working within counselling and guidance positions (6%). Around 5 to 6% are working in the position of management, organisation and support. The providers have also employed trainer of adult learning staff however, according to the structure of employees present, this is a small percentage or usually one person. One person per institution is working also with media.

Background characteristics of staff (gender, age, level of qualification, working experience)

The average trainer usually has university degree (pedagogical faculty or another university degree with professional exam). According to the figures 85% of professionals have higher degree. The structure of professional by gender is in favour of woman, which represent 65%. Around 72% of professionals are in the position of teachers and 13% in the position of organisations activities.

The structure of professionals by age shows that the major group is from 30 – 50 years old. The major part of professionals enter the work after 5 - 15 of years of professional experience outside adult education (estimation is 60% of employees).

Employment situation of staff

Under the law on adult education the training can be implemented by teachers, lecturers in higher professional schools, organizer of adult education and other professional workers in people's universities, schools, special institutions for the adult education, employees in enterprise training centres if they have a status of private teachers.

Statistics

In the figures presented in table 15 are persons in paid employment in continuing educational providers for 2004/2005. In June 2005 there were 8.515 employees; from which are 77% teachers and trainers. Most of the employees work through "contractual work" (about 60%), and about 36% are in full time employment and small share in part time employment. The type of employment depends on the type of providers. For example, most of the employees in companies' training departments (they train externals) are full time employed (75%). Another example is the share of the full-time employees in schools departments for adults - 50%. On the other hand there are more than 83% employees on "contractual work" in people's universities. One could anticipate that these are professionals who teach primarily in initial education.

Table 15: Persons in paid employment in continuing education providers (institutions), Slovenia, 2004/2005

	Total	Total	Teachers and trainers		Other professional staff		Other
			Total	of these with professional examination	total	of these with pedagogic-andragogic education	
TOTAL	8515	6519	3342	2513	1576	478	420
Full time employment	3116	2242	733	455	588	247	286
Women	1952	1336	314	261	395	177	221
Post-graduate, master, PhD	614	572	84	79	42	25	0
Higher education	1177	806	334	261	371	194	0
High education	332	203	93	55	91	22	38
Secondary general, technical and professional education	925	661	222	60	84	6	180
Others	68	0	0	0	0	0	68
Part – time employment	296	180	44	29	85	31	31
Women	151	80	15	10	51	22	20
Post-graduate, master,	27	7	0	0	20	11	0

PhD							
Higher education	163	122	24	19	41	15	0
High education	26	11	6	4	11	5	4
Secondary	72	40	14	6	13	0	19
Others	8	0	0	0	0	0	8
Work contract,	5103	4097	2565	2029	903	200	103
Women	2953	2400	1647	1298	488	135	65
Post-graduate, master, PhD	873	746	340	279	127	43	0
Higher education	3221	2581	1935	1603	640	145	0
High education	538	434	213	131	82	9	22
Secondary general, technical and professional education	453	336	77	16	54	3	63
Others	18	0	0	0	0	0	18

Source: Statistical Office of the Republic of Slovenia

Methodological explanations: Continuing education providers are people's universities, specialised organisations for adult education, units at schools, enterprises and other business subjects registered for adult education, driving schools and individual private entrepreneurs dealing in adult education.

According to the statistical data the wages in the whole educational sector are above the average monthly wage in Slovenia (Table 16).

Table 16: Average monthly gross and net wages

	GROSS		NET	
Economic activities	EUR		EUR	
	VII 07	Ø I-VII 07	VII 07	Ø I-VII 07
Slovenia average wage	1262,95	1247,74	822,68	813,48
Education	1570,69	1538,20	1010,54	995,39

Source: Statistical Office of the Republic of Slovenia

3. Research, Innovation and Good Practice

In the last five years several research studies dealing with adult learning have been launched in Slovenia. The majority of them have been carried by Slovenian Institute for Adult Education, Institute for Social Sciences at the Faculty for Social Sciences and Faculty of Arts. In the following paragraphs we are presenting some of the research studies and their key findings.

Socio-group impact of participation in adult education on development of the knowledge society

The major questions of the project were: the situation and trends of the participation of the Slovenian population (16 to 65 years old) in adult education; changes in the participation patterns in the year 2004 compared to the years 1987 and 1998; social, demographic and economic determinants associated with the low level of educational participation; international comparison of participation rates; adequacy of national policy measures in the field of ALE; compliance of achievements in ALE to nationally set goals and targets; the socio-group and other influences that stimulate or prevent higher level of educational participation of adults.

Despite the increase in the participation rate that has been registered in the period from 1998 through 2004, Slovenia has still not achieved the participation level in some other countries, where the concept of lifelong learning has become a reality for a large segment of the population. Slovenia has not accomplished the preconditions for becoming a knowledge society as well. The prerequisites for this are first of all stronger social cohesion and preventing larger social differences. The study results render evidence in the direction of changing patterns of adult education and increasing the involvement in organized educational activities of various population groups that are according to the research findings in marginal position. The proposals are more general, relating the system and complex changes in the society, and more specific character dealing with certain target groups, fields and branches as well.

Education and Training for Governance & Active Citizenship – ETGACE

The basic aims of the survey are related to the following four key elements: to review and analyze the use of notions 'active citizenship' and 'governance', as well as the nature of related educational policies at the European level and in participating countries; to explore of education and training opportunities for active citizenship embedded in four primary spheres of social life: work, state, civil society and private sphere. Three key dimensions are being taken into account: identity, responsibility and efficiency; to develop foundations for professionals to enable them to identify and design efficient intervention strategies concerning formal, non-formal and informal learning for active citizenship and governance, effective evaluation of these intervention strategies; to disseminate findings via reference books, published and on-line materials and educational events establishing partnerships and other forms of co-operation supporting professional networks of 'educators and active citizenship'.

In addition to practical goals some scientific objectives are being pursued as well. Participative research methods are being used. In the first phase, a critical review of national literature in the field of active citizenship and education and training for active citizenship in particular was performed by each research team. Additionally an audit of the network of organizations involved in education and learning and governance is underway.

Factors and indicators of the knowledge-based (Slovene) society (2002 – 2006)

The main goals of the project were to define the knowledge based society (KBS) in the country and its structural elements and processes; to identify the factors and mechanisms

which stimulate development of KBS; to analyze the available international and domestic lists of indicators (and sources of data for these indicators) for the transfer of knowledge; to propose a list of indicators for the transfer of knowledge for Slovenia employed in following development in the field in this country and for valuable comparisons with other countries; and to describe the selected indicators for the transfer of knowledge and to use them for the comparison of Slovenia with other countries. The results of the project were reached within three phases: The first phase contains a definition of the basic concepts of a knowledge based society and different definitions of such a society (generic, structural). Second phase comprises a presentation of methodological questions on indicators, followed by an overview of available lists of indicators and data sources for particular dimensions of the knowledge based society: information society; creation of knowledge and; transfer of knowledge. For each of the above-mentioned dimensions of KBS the overall proposed list of indicators for Slovenia is presented as well. In the third phase an own model for the description of indicators was developed. For particular types of the transfer of knowledge the following was made: the summarized list of selected indicators; the description of these indicators and the use of the selected list of indicators for the comparison of Slovenia with other countries.

Development of an educational model aimed at raising literacy levels and enabling sustainable development

Project goals referred to exploring: literacy related needs, areas in which rural population recognizes its deficits and is motivated to lessen them and target groups in need of literacy education and education for sustainable development. The results indicated that:

- Only 10% of adults living in the countryside reach literacy levels, adequate for living in modern society. Low literacy levels are consequences of low levels of education – 42% of participating adults finished only primary school or less.
- The way of living and activities they are using do not demand literacy skills so they are subjected to forgetting. Reading magazines and books or visiting cultural institutions is not a common activity.
- Deficits in literacy skills are affecting all areas of living – they are obvious at the work place, in family life and on a personal level.
- They have problems when reading texts, writing, filling out forms and using basic calculating skills. They are aware of these deficits and are motivated to lessen them.
- A problem in writing skills which really stands out is filling out forms – 83% of the participants need some help when filling out a form.
- A need for computer literacy as a more demanding form of reading and writing is expressed also among rural population. They would use the computer for work purposes and in their spare time and their motivation comes also from wanting to help their child with his/her schoolwork.
- Readiness for literacy education (e.g. filling out forms, working with a computer) is relatively high among this population – 30% to 40%. Interest in educational programmes for gaining knowledge on sustainable development (e.g. environmental protection, farming, cultural heritage etc.) is even higher – over 70%.

The role of the state in creating opportunities for adult learning

Main goals of the project were to define measures and to model instruments for encouraging adults to participate in larger scale in different forms and programmes of learning, based on good practices implemented in other countries, such as: instruments, aiming at ensuring equality of opportunities in accessing learning events, provided by public network and/or publicly financed; instruments earmarked for low skilled adults and marginalized groups; instruments, encouraging savings for one's own education and stimulating investments in this field by non-public investors.

Several countries have decided to implement Individual Learning Account in the past five years, being strongly supported, monitored and evaluated by respective governmental bodies. Evaluations thus reported were very helpful for our analysis. In both cases some deficiencies were identified, with different impacts on the further development of ILA: in England the project was stopped and abandoned, due to abusive usage of public funds, which was taken by the competent audience as to rigorous decision (ILA are still used in Scotland and Wales), in Sweden the results of evaluation did not justify further implementation of ILA. Weak experiences influenced the appearance of a need to enlarge the concept of ILA on our side, taking in the scope the idea of Individual Life-long Learning Account, elaborated in the UK in late nineties, demanding some more complex issues to be introduced in the model in the field of public finance management. Two additional functions of ILA were placed aside the distributive one, the functions of saving and taking loans. Fortunately we could follow in Slovenia an example of good practice in this field which was successfully implemented several years ago, and is still functioning, namely The national housing saving scheme.

Towards a Lifelong Learning Society in Europe: The Contribution of the Education System (LLL 2010)

The project is carried out in the 6th Framework Programme of the EC. It focuses on the contribution of the education system to the implementation of lifelong learning and its role as a potential agent of social integration in Europe. Its aims and objectives are to study the effect of country-specific institutions on access of adults to the education system and to assess the effectiveness of access policies and practices in different EU member states, as well as in associated countries and their implications for the creation of European knowledge society.

The project suggests a new evolutionary approach. Country-specific institutional systems are closely interrelated and complementary. These country-specific institutional 'packages' should shape the opportunities for lifelong learning and yield different outcomes of analogous political reforms. Thus, the development of lifelong learning policies and education systems can only be properly analysed by taking into account the mutual interdependence of institutional settings as well as different policies connected with lifelong learning within the country.

The five years lasting project is still in the course of study. It is carried out on three levels: macro, meso and micro in order to look at the interaction and relationship between macro-structural factors, national policies, institutional factors and adults as potential learners. The data from three different types of sources have been already collected: (a) individuals (a the survey of adult learners in schools and universities, data from Eurostat driven Lifelong Learning Survey which took place in 2005); (b) education institutions (interviews with schools' management, officials of education ministries); (c) enterprises (interviews with SME management). The methodological aims of the project are an assessment of indicators used in Eurostat driven EU Lifelong Learning Survey (2005) and an elaboration of indicators to be used for monitoring lifelong learning in formal education settings.

Strategies for Inclusion and Social Cohesion in Europe from Education (INCLUDE-ed)

INCLUD-ED Project is a 5 years lasting Integrated Project of the 6th Framework Programme of the European Commission that has started 2 years ago. INCLUD-ED analyses educational strategies that contribute to overcome inequalities and promote social cohesion, and educational strategies that generate social exclusion, particularly focusing on vulnerable and marginalised groups. Europe needs to identify these strategies that will in turn be used by policy makers, education managers, teachers, students and families, and contribute to **shape new policies to meet the Lisbon goals**. INCLUD-ED is focused on the study of the **interactions between educational systems, agents and policies**, up to the compulsory level (i.e. pre-primary, primary, and secondary education, including vocational and special education programmes)

The project asks the following research questions: Which school systems and educational reforms have generated high rates of school failure and which ones generated low rates? Which educational practices (at the level of system, school and classroom) increase school failure and which ones lead to school success? How does educational inclusion/exclusion impact inclusion/exclusion from diverse areas of society such as employment, housing, health and political participation? How is educational inclusion/exclusion affecting most vulnerable social groups, particularly women, youth, migrants, cultural groups, and people with disabilities? Which mixed interventions between education and other areas of social policy contribute to overcome exclusion and foster social cohesion in Europe? How does community involvement in education contribute to strengthen connections between education and diverse areas of society? How do these mixed interventions contribute to social cohesion?

Guidance in Europe (research project funded by the LEONARDO DA VINCCI programme of the European Commission)

The overall aim of this research is to provide a comprehensive comparative and evaluative analysis of the functions and outcomes of adult career and vocational guidance and counselling services for out-of-work individuals and for workers at risk, in five European countries (France, Germany, Spain, Slovenia, and the UK) and two contrasted regions per country (one in Slovenia). Guidance and counselling services for adults are defined in this project as *mediating services aimed at increasing the employability and the mobility of out of*

work and in-work individuals, not only geographical or occupational mobility, but also mobility between different statuses. That is to say, these services are analysed in this project as key agencies for the organisation of “*transitions*”, especially for the more vulnerable out-of-work individuals and for workers at risk. This definition is in line with that provided for example in the Commission Communication “Making a European Area of Lifelong Learning a Reality” and in more policy documents.

The main contribution of this research is to unravel how the *outcomes* of guidance and career services are *shaped* by:

- *Institutional arrangements* (including funding requirements and conditions; competition between providers; partnership arrangements; the more or less compulsory character of guidance; mode of selection and referral of beneficiaries etc.)
- *Guidance provider strategies*;
- *The professional orientation* of counselling and guidance staff;
- *And the delivery*, specifically focusing on the relationship developed between the services and their users. (http://www.guidanceineurope.com/about_guidance.html)

To what extent did these findings inform policies and practices? How did they influence practice? Please, give examples.

The research projects have been designed so to address the achievement of some important goals and issues within national education, social, cultural and labour market policy. In framing the directions of the research studies, the understanding of the problems and possible solutions of different stakeholders have been considered. The involvement of the stakeholders into debate on policy options and best practices related to adult education and learning in particular contexts, with regard to the promotion of and their wider implications for economic development and social cohesion, has been valuable. At the same time the projects provided important recommendations and guidelines, potentially useful to policy makers and other key social players for the definition of the policies and actions.

Some of the projects pay particular attention to some specific marginal groups that are at higher risk of exclusion like adults being low educated, low-income adults, young adults, unemployed, people with disabilities etc. For overcoming social exclusion the projects provide orientation and suggest several measures to policy makers, teachers and other key actors, to account on social, economic and cultural diversity.

Contribution to creating national indicators is another issue of the research studies in Slovenia. For instance the study on Adult literacy, which was a part of the International Adult Literacy Survey, studied the level of the prose, document and quantitative literacy in the country. It became a base for designing of some national indicators of the Resolution on the Adult Education Master plan in the Republic of Slovenia up to 2010.

Some of the researches have a significant scientific added value. For example in the research - Education and Training for Governance & Active Citizenship – ETGACE, the already existing data from the primary and secondary research sources have been profoundly reconsidered.

However, a step further has been undertaken, by utilizing a participative research method. The application of this method enabled involvement of the stakeholders of the educational network in reviewing the already existing context and implemented measures with a purpose to establish a higher level of active citizenship.

3.2. Innovations and examples of good practice

3.2.1. Policy formulation, financing, teaching/learning methods

Policy formulation, financing

As the representative example of good practice in the field of policy formulation and financing of adult education and learning we can point out the Adult Education Master Plan, adopted by the Slovenian Parliament in which the public interest in adult education is determined. The National programme of Adult Education represents foundation for the Annual Plan of Adult Education, prepared by the Ministry of Education and Sport and the Ministry of Labour, Social and Family Affairs, verified by the Council of Experts of the Republic of Slovenia for Adult Education and approved by the Government.

The Annual Plan of Adult Education determines educational programmes and activities in the field of adult education which are to be (co)financed from the state budget, the extent and sort of activities needed for the realization of the plan, extent of means ensured from the state budget and ministries responsible for the realization of the plan.

Besides the short term goals which are determined in the Annual Plan of Adult Education there are also defined the activities which have long term influence on the development of the adult education field, such as:

- Stimulating and including other ministries, local communities, social partners and civil society in planning, investing and realizing strategy of life- long learning,
- Stimulating the participation of adults in education,
- To monitor and evaluate learning programmes and activities.

The Annual Plan of Adult Education defines priorities which are going to ensure optimal dynamics of the realization of defined strategic goals in the field of adult education.

(http://www.mss.gov.si/en/areas_of_work/adult_education_in_slovenia)

Teaching/learning methods

Project learning for young adults (PLY) is an innovative way of learning. The main goal of the programme is to help young people to acquire skills, experiences and knowledge that would enable them to continue education or advance the career they have chosen. It is also essential that they acquire the functional knowledge which develops general education and flexible thinking, gain positive learning experience, clearly define their wishes concerning career and develop their ability for critical and problem oriented thinking. There are three groups of the educational goals of the programme:

The goals of general education,

The goals of forming professional identity,

The goals of socio-cultural activeness. (Dobrovoljc, PLYA in Slovenia, Presentation of the programme)

The programme tries to:

- Prevent social isolation of young people,
- Reintegrate them into the cultural environment of peer groups,
- Reduce social problems in the environment,
- Change the environment's negative response to them,
- Facilitate establishing mutual links and self-help among young people,
- Develop motivational mechanisms to return to school,
- Help them to develop work habits and solve learning problems. (Dobrovoljc, PLYA in Slovenia, Presentation of the programme)

Basic form of work is project work. Its most important characteristic is sensibility of for interests and abilities of participants who also participate in planning work. Participants also choose the theme for the project, learning sources, methods and procedures, while mentors help them in doing this. Project work is carried out in four forms:

Individual learning projects are parts of the career planning

Optional project work; the content is based on the interests and current learning needs of the participants

Production project work is directed into learning about new ways of creativeness

Extra-curricular activities are logically connected with the contents which a group of participants pursue in the programme, yet they cannot be carried out within other programme option

Pupils get assigned into the programme on voluntary basis. They are expected to attend PLYA from 3 months to one year at the most; the duration depends on individual needs of a particular participant and his/hers abilities to obtain the goals of the programme. The programme is financed by the Ministry of Education and Sport and since 2004 also by European social funds. (<http://www.acs.si>)

3.2.2. Mobilization of learners, involvement of learners in programme design, learners as partners

Study circles. Study circles have quite a tradition in Slovenia. They represent non-formal way of learning, gathering people who wish to learn something new on certain topics, to build social networks and to contribute to their living environment. Study circles have spread all over the country and present a way of motivating those parts of the population who rarely get engaged in standard forms of education. A number of study circles are aimed to promote knowledge necessary for the development and preservation of rural areas, and for facilitating active citizenship, as well as to stimulate the participants' personal development.

Although *Project Learning for Young Adults* (PLYA) is a publicly verified programme, which actually means that the output of the programme is defined on the national level, we can present it as a good example of involvement of learners in programme design as partners. As we already described the main target group of the programme are young adults aged 15-25 years, dropouts from schooling without any qualification, profession or employment. Learning is going on in the form of different type of projects: artistic projects, small craft and trade projects, personal projects.

Learners actually participate as important partners as they have the opportunity to get involved in designing the programme. Nationally defined goals of the programme have to be enriched by learners, but the decision about the type of the project and the way of work and learning in the project is to be agreed upon by pupils and their mentors. They can enter the programme any time during the school year and they can leave it any time.

Offering Quality Education to Adults (OQEA). As it was already pointed out also this project treats learners as important partners in the education process. One of the levers in the development of quality in adult education is to advise educational organizations on self-evaluation of their own quality and define ways for future development. Participants in the OQEA project are actively involved in programme designing. They first of all form the quality group, which carries out individual procedures in quality evaluation and development inside the organization. The development cycle of the implementation of the model of quality assessment and development into an educational organization lasts for two years. In this cycle providers of ALE:

- Nominate the team of quality,
- Define the mission and vision of quality in adult education,
- Formulate the first evaluation of the level of quality in the educational organization,
- Choose the areas and indicators where a more thorough quality assessment will be carried out,
- Create organization's own quality standards for the chosen indicators,
- Select resource and prepare instruments for self-evaluation of quality,
- Carry out the self-evaluation,
- Create a self-evaluation report,
- Discuss results and possible as well as urgent measures in the organization,
- Formulate the action plan for the implementation of quality improvements and development,
- Prepare measures and methods for the implementation of quality improvements and development,
- Implement and evaluate the effects that had been introduced,
- Start a new development cycle in another area.

The implementation of this cycle at the level of the educational organization requires continuous cooperation of the management, entire staff as well as learners in self-evaluation, decision- and measure-taking process. (<http://www.acs.si>)

Individual educational plan. The methodology of making tailor made programs (defined in the Guidelines for adjustment of vocational education programmes to adults – adopted by the education minister) of vocational education and training defines among other principles

also preparation of an *individual educational plan*. The individual educational plan is the document in which the provider of educational programme defines specificities in relation to the education of each individual participant. When the proposal of the individual educational plan is made (by provider) it is presented to the learner who can propose changes or upgradings. In order to be valid it has to be subscribed by both partners –the provider of educational programme and the learner. The realization of an individual educational plan is monitored by the provider.

The individual educational plan consists of the specification of the following elements:

- formal and non-formal working experiences which are in accordance with the job or profession for which the learner is going to be educated,
- finished prior formal education,
- knowledge obtained in a non-formal way,
- expected method and period of learning including methods and terms of assessment,
- methods and learning technics utilised for the realization
- time schedule for accomplishing individual learning goals
- the way of monitoring the realisation of learning goals.

Signed individual learning plan represents the basic platform for the realization of the adjusted educational programme for each individual learner.

Information and guidance in adult education (IGAE). In years 1999 – 2001 the Slovenian Institute for Adult Education started to establish the network of regional centres of information and guidance in adult education. Their main purpose is to provide adequate information and guidance on the local level in the field of adult education and promote access to ALE opportunities. The providers of information and guidance in adult education have to fulfil certain criteria:

- They have to be active in the field of adult education for more years,
- They have to have at least three employed and among them at least one has to be from the field of adult education,
- They have to be providers of different educational programmes for adults (formal, non-formal, programmes for different target groups),
- They have to have experience from the field of guidance in adult education in their own organization and cooperation with other organizations in their own local environment,
- They have to be ready for cooperation with other organizations in the local environment, which are the part of a local network for guidance in adult education.

A network of 14 guidance centres for adult education has been put into practice. The guidance centres have two goals, they provide guidance support free of charge to all adults equally for their education and learning, and they link together organizations from the local environment into the guidance network with the aim of ensuring high-quality, complementary and integrated services and contribute to the development of adult education in their environment.

Centres for lifelong learning. The project started in 2004 with financial support of the education ministry and the European Social Fund. A new organizational form was developed based on partnership of providers of learning. The main goal is to increase the availability of ALE, to spread it to all groups of adult population to modernise it and to improve the quality. The main elements of the concept are:

- The idea of lifelong learning, which is carried out mostly with the non-formal approaches in learning, non-formal environments, processes and methods;
- Learner takes responsibility for his/her own learning process and its results;
- Partnership: between providers of learning with the use of informational communicational technology, between forms (projects) of learning of adults, with guidance (especially for adults).

The responsibility and the goals that have to be reached are individual (the responsibility is on learner) and common (the responsibility is on country, local environment, institutions, even companies). Methods of learning promoting in centres for lifelong learning are: learning in groups, learning through dialogue, open learning environment and adjustable learning. According to the concept the financing should be settled as a partnership.

3.2.3. Examples of good practice in Slovenia as innovations

Projects and activities presented above represent different and sometimes alternative ways towards attaining goals set in the Resolution on the Adult Education Master Plan up to 2010. They are designed and implemented in order to facilitate access of all groups of adults to education and learning, and towards raising their educational level. Examples of good practices represent innovations because traditional approaches to education and learning highly prevail in the Slovenian environment. These innovations above all encourage social partnership; they assign an important role to the involvement of local communities in annual planning and financing of ALE; they promote mobilisation of public and private financing in ALE; they balance all kinds of education and learning and give the opportunity for learning to all target groups. At the level of learners they promote participative learning, democratic approach to ALE and the development of partnership relations between learners and ALE providers. Learners are given active role in the education activities and thus the opportunity to take responsibility for their own learning.

We dare say that with the implementation of the '*Offering Quality Education to Adults*' model important shifts in the network of adult education providers became apparent, such as:

- In the participating working collectives, the attention paid to the questions of quality in adult education was significantly elevated, and in many organisations this is the first time ever to address these questions systematically, despite their long tradition in adult education;
- The situation and importance of adult education gained value in the organisations which also offer other types of education;
- In different areas a series of professional initiatives were carried out to improve the situation of adult education;

- The responsibility for study results, not only in terms of formal school education (grades), but also the responsibility for the effects of the work process;
- The reflections on andragogic standards of quality are initiated;
- Numerous improvements are implemented into adult education processes;
- The need for additional training for andragogic work is increased; the use of the OQEA model is often an incentive to organise a series of training workshops/seminars;
- Initiatives to organise conferences for teachers from different educational organisations to exchange expert solutions to questions appear.

4. Adult Literacy

4.1. How is literacy defined in your country? Have there been any changes since 1997 (Confintea 5)?

There are a few popular understandings of literacy of adults in Slovenia. In the last two decades the term 'functional literacy' or 'functional illiteracy' associated with the literacy levels of adults has been widely used in the public. Functional literacy is narrowly interpreted in the continuum of adults 'have or have not' basic reading and numeracy skills necessary to function in the society and the labour market. The term literacy is also often associated with different scientific or occupational fields, so terms such as scientific literacy, computer literacy have been used.

From 2000 on, after the publication of results of national survey on adult literacy (undertaken as a part of OECD IALS survey) some shifts from this popular understandings are foreseen. The national survey actually reinforced the discussions and ideas that the concept and definition of illiteracy (functional or other) is not applicable to the Slovenian present context and situation in the field of adult's skills. The survey revealed that adults in Slovenia are literate, but the problem is the **quality of knowledge and skills in the sense of sustainability and transferability of skills acquired in school**. Adults in Slovenia with at least 12 years of schooling (completed upper secondary school) have solid and comparable skills and they tend to maintain and develop skills after formal schooling. There is a great **gap in literacy performance between this group and those with less than 12 years of schooling**.

The above mentioned national survey stimulated the new generation of literacy programmes for adult population. The understanding of literacy that underpin the national scheme of literacy programmes is based on understanding of literacy as a social phenomenon: literacy is defined in terms of skills that adults need to perform a variety of activities and roles in their life, including participation in the labour market and in the community; besides solid reading, writing, communication and numeracy skills, also skills for lifelong learning, social skills, computer skills and skills for active citizenship.

At this point it is worthwhile to mention a definition of literacy from 2006 adopted by an **Expert group for Literacy Development** responsible to create a strategy for raising literacy

levels of children, youth and adults e.g. National Literacy Strategy. The expert group agreed on a following definition of literacy:

“Literacy is continuously developing ability of individual to use agreed systems of symbols for creating, understanding and using texts in the context of family, school, work and society.”

4.2. Which new policies have been adapted and implemented?

The governmental commitment for literacy of adults in Slovenia has risen considerably after the results of the IALS survey were released in 2000 in comparison to the period before. The concern about inadequate literacy levels of adult population and the need to raise those skills were incorporated in the most important national strategies and operational documents adopted by the Government of Slovenia in recent years. The two most important strategic documents are:

1. National Master Plan on Adult Education (Government of Slovenia, 2004).

Raising the literacy levels of adult is integral part of 1st priority of the Master Plan concerning “general adult education and learning” namely; “Adults in Slovenia are guaranteed access to different forms and opportunities of education in order to

- Raise literacy skills and
- Acquire new literacy skills (foreign language, learning to learn, active citizenship, entrepreneurship, ICT and social skills).”

2. Strategy of development of Slovenia 2007-2013 (Government of Slovenia, 2005).

Raising levels of literacy and functional literacy for adults is the part of a second priority “efficient development, exchange and use of knowledge for economic development and qualitative work places” (subtitle number 29, point 10).

On the basis of those two documents it can be stated that there are two main focuses of literacy provision on a state level in Slovenia:

- First is raising literacy level **to undertake further education and to raise the level of education of population.**
- Second is raising literacy levels **for a better position in the market.**

Those two documents were the basis to include state funds into the development of new adult literacy programmes and in the provision of adult literacy programmes to low skilled adults within EU assistance to Slovenia through European Social Fund on the basis of the:

3. Single Programme Document for the period 2004 – 2006.

Under the measure Lifelong Learning, Reducing the Educational Shortage, Raising Literacy Levels of Adults a considerable attention is paid to the development and implementation of measures to raise literacy levels of vulnerable groups (dropouts, low educated unemployed

and employed, people living in rural areas and special needs literacy provision). The government allocated almost 4 million EURO to this measure in this period.

Within this measure the government also appointed the group of experts with a mandate to create a strategy for raising literacy levels of children, youth and adults. The **National Literacy Strategy** was adopted by the Minister of Education and Sport in 2005 and was planned to be adopted by the government. The above mentioned Strategy anticipates that the access to literacy provision is guaranteed as “a right” to individuals whose literacy skills are below certain level. The document has never been adopted by the government but it serves to support and enhance certain adult literacy activities on a national level.

Provision of adult literacy programmes is also included into new period of EU assistance to Slovenia through European Social Fund 2008–2013, under the measure Human resource development and lifelong learning, Quality and efficiency of the system of education and training.

Literacy is centrally financed and planned in Slovenia, all finances for development and implementation of the programs come from the Ministry of Education and Sport (in the period 2004-2006 and in the new period 2008–2013 these funds are complemented with funds from European Social Fund). At the moment all the existing literacy provision is free of charge for participants. In case participants are unemployed the Ministry of Labour, Family and Social Affairs guarantees also certain benefits for those who participate in literacy programmes (this is novelty in 2005) and literacy programmes became integral part of Active Employment Policy.

The state provision and support of adult literacy programmes is substantial in comparison to the period before (during 1990s), but it is not sufficient. There is an estimation based on the result of national literacy survey in 1998, that 25000 adults shall attend programmes to raise literacy levels annually if the backlog of Slovenia in this area is to be overtaken by 2010. The existing provision is able to cover around 4000 adults annually. The reality is therefore much different, since existing growing provision is not capable to cover the estimated needs.

4.3. Please give examples of effective practices and innovative literacy programmes.

The years after publication of the results of the national adult literacy survey (2000) were very fruitful and intensive in the area of research and development of adult literacy. The research projects stimulated new model and new approach to adult literacy education which can be regarded as innovative in comparison to national and EU adult literacy practices. The provision is innovative in terms of teaching and learning methodologies (open and negotiated curriculum, problem solving project work instead of “rule of a discipline”) and in terms of targeting strategies (different programmes to different groups of adults instead of single programme, differentiation is based on the present situation and the prevailing needs of adults).

Adults learn in order to solve a certain problem or range of problems – to keep or get a job, for professional development, to follow a personal ambition, to help and support children at school, to develop as a person. A life context – a situation in participants' life they want to resolve or change, has been a key to motivate and enrol them in the programmes. This kind of approach is not only supporting adults to deal with a certain narrow aspect of their current situation but it enables them to reflect on the problem solving strategies and ensure the transfer of acquired knowledge and skills into new situations.

The basic characteristics of a new approach are therefore:

- Open and negotiated curriculum; rather than splitting the literacy education on two basic courses namely "literacy" and "numeracy", the open curriculum is incorporating different aspects of literacy (reading, writing, calculating, communication, ICT, social skills...) but not as separate subjects or disciplines.
- Topics of the instruction are negotiated with the participants and adapted to the interests and needs of the specific target group. There are 6 programmes designed for the most vulnerable target groups of low educated adults, using the real life context as a basic motivational tool (for example family literacy - parents with school age children are interested to help children at school, therefore this is the crucial motivational moment for them). All programmes are aimed at increasing participants' basic skills and competencies, in addition; every programme has specific topics which reflect the needs of the target group.
- Teaching and learning is done using project learning approach, where basic unit of learning is project with real life problem of the participants, engaging them actively in looking for the solution, and learning all aspects of basic skills and competencies. By using project work we ensure that the participants are motivated to learn, they stay active throughout the programme and memorise better. They also improve their self-perception by contributing to shaping the contents of the programme, deciding how to approach the problem and they get the opportunity to show others (and themselves) what they are capable of doing. The teacher's role is more a role of a mentor – he or she helps the participants to identify a problem they have and then steers, supports and counsels the participants to find a solution.

The six adult literacy programmes that follow aforementioned principles are:

1. Family literacy programme is a programme for parents at the first place who wish to help their children with their schoolwork but don't know how. The programme is 50 hours long and both, parents and their children, are attending the programme.
2. Bridge to education is literacy programme for adults returning to formal education. The main goal of 120 hours long programme is to equip participants with adequate learning techniques to help them cope with educational demands.

3. In rural literacy programme teachers help people living in rural areas to find and take advantage of opportunities provided by the local resources and local environment. Through the programme they are also trying to help participants to improve their social and economic position. The programme is 120 hours long.
4. Adults with special needs: The main goal of this programme is to encourage participants to be more independent and resourceful in everyday life. Participants attending the 120 hour long programme are adults with special needs who want to improve their quality of life.
5. Work place literacy programme is aimed at adults working in low skilled jobs that have difficulties adapting to the changing technological environment. The teachers in the programme should equip participants with knowledge to help them keep up with the changing demands of the workplace. This is a 300 hour long programme. The programme is unique in the educational system in Slovenia representing the link between formal and non-formal system. The basic principles of teaching and learning are the same as in other literacy programmes, yet the participants are encouraged to acquire knowledge and skills which can be validated within formal system.
6. Literacy for older adults (120 hours) motivates adults, mostly retired, to raise skills and competences to be able to cope with the changing demands of society, to establish new social networks in the local community through education and to raise quality of life and prevent social isolation.

4.4. Please illustrate how policies and programmes focus on gender. Describe the importance given to women and other target groups.

In adult literacy education in Slovenia there is no specific emphasis on gender, women are highly represented in education as employees (teachers) and as learners, and the same is true for adult literacy education. Woman and man have equal access and equal opportunities to take part in literacy classes. It seems that family literacy concept in Slovenia where parents (mostly woman) and children learn together is appropriate even for some migrant groups, where woman attending education alone are not respected.

Adult literacy education is targeted to the most vulnerable groups of low educated adults, e.g. less than 12 years of schooling. Therefore, among this very large group of people, with less than 12 years of schooling the most vulnerable groups are:

- Young dropouts from 16 to 25,
- Low educated parents of school age children,
- People living in the rural areas,
- Low educated employed,
- Low educated unemployed,
- Elderly,
- Ethnic groups (Roma population),
- Immigrant population, and
- Low income groups.

The marginality of some of those groups is compounded; low initial education – low chances for work-less income-less chances for further education and acquisition of skills-low literacy. It can be emphasised that adult literacy education in Slovenia is not designed on the basis of ethnicity, but on the basis of specific needs of adults.

4.5. To what extent do policies and programmes aim at building literate environments? What progress could be achieved?

It can be started that Slovenia has made a significant progress and became a modern state in regard to availability of different sources of reading and learning possibilities, through media (TV, internet), books, newspapers, magazines, and other materials widely available to children and adults. For example there are 363 libraries all together in Slovenia (general, specialised, school and university libraries). There are 61 general educational libraries spread all over Slovenia, many of them has libraries on wheels travelling from town to town, village to village and give people from those more distant places opportunity to read books. They are free of charge to children and unemployed, but adults over 18 have to pay certain annual fee²⁹. Slovenia is also one of the most advanced countries in Europe as regard to access to computer and internet: in 2006 more that 60% of households own computer and more that 50% had access to internet. In 2005 more that half population of Slovenia between 10 and 74 years of age used internet. However, there are indicators of exclusion, only 11% of those between 55 and 74 years of age, and 25% of low educated adults used internet.³⁰

Despite the widespread availability of educational opportunities and sources of information (educational programmes, libraries, internet, TV, public media) is believed that there is a gap between those adults with access to information and those denied it. While some people have now greater access to a wide range of information, they do not necessarily have the basis for making critical judgement about this significance and value (knowledge gap between those with at least 12 years of schooling and those who have less). Educational opportunities promoted by the government are not sufficient to cover all educational needs of low educated adults in Slovenia (the case of adult literacy programmes, 4000 places are available, but at least 25 000 are needed). Redistributing information and educational opportunities making it accessible to all is still important educational and political task in Slovenia.

5. Expectations of CONFINTEA VI and future perspectives for ALE

5.1. Outcomes expected from CONFINTEA VI

- To provide basis for critical assessment of national achievements in the field of ALE as well as comparative evidence on the progress in other countries, helping in reconsideration of national experiences and practices in implementing measures facilitating ALE

²⁹ Students and retired around 8 EUR, and others around 12 EUR.

³⁰ Strategy of Development of Information Society in Slovenia - si2010, Government of Slovenia, 2007.

- In the light of the progress and developments in adult learning and education that will be outlined at CONFINTEA VI, to create parameters for reexamination and eventual adaptation or supplement of national legislation (laws, by-laws, social agreements, acts), strategies and long-term goals as well as to harmonize them with the leading trends in UNESCO community. A policy priority in this sense for Slovenia will be to modernize the system, legislation, organization, funding and practices of adult learning and education in accordance with most recent and productive patterns and experiences.
- Slovenia has achieved certain favourable results in some areas of adult learning and education (like development of non-formal learning activities) and will try to present and promote her own experiences and records to participants from other countries. Considering points of deficits, delays or handicaps identified in the implementation of the national system of ALE, it is expected that experience will be exchanged with other participants in CONFINTEA VI on how to handle such challenges.
- Slovenia certainly look at CONFINTEA VI as a unique chance for developing contacts of experts, policy-makers, researchers and world-wide promoters of modern education of adults and as an indispensable event for globalization of national programs, efforts, measures to advance the role of education in the everyday working and living of adults.
- The cross-sectoral nature, diversity, complexity and richness of the adult learning sector impose the need for an integrated approach involving all stakeholders, including those at local and regional level, the social partners and NGOs. CONFINTEA VI should underline the need to strengthen the cooperation among all stakeholders and their sharing of responsibility for further development of ALE
- It is expected that a common inventory of good practice and projects aimed at motivating those groups which are particularly hard to reach, identifying key factors for their reintegration into the labour market and society, and enhancing their self-esteem will be drawn up.
- To identify good practice in the assessment of learning outcomes, particularly those of low-skilled and older workers and of migrants acquired mainly outside the formal learning system. Concerted efforts are needed - in the context of work being conducted on the recognition of non-formal and informal learning - to re-engage people in the learning process and CONFINTEA VI is an excellent opportunity to encourage this.
- To support campaigns aimed at promoting and increasing participation in ALE.
- To encourage activities for identifying and removing any barriers to adult learning, and for establishing demand-driven provision and facilities (including e-learning, guidance and distance learning opportunities) for the adult learning sector.
- To propose activities towards the objective of facilitating access to and increasing participation in adult learning by all citizens, in particular those who leave initial

education and training early and would like a 'second chance', those with insufficient basic skills and those with low educational achievements, with the aim of encouraging them to raise the level of their qualifications.

- To promote the active involvement of the social partners and other stakeholders, including NGOs, in securing learning provisions tailored to the needs of marginalised groups such as migrants, ethnic minorities, those with low educational achievements, older people, those living in rural areas and the disabled. Special emphasis should be placed on ICT learning approaches and the development of ICT skills.
- To encourage countries to set realistic indicators and benchmarks for the evaluation of the developments in ALE sector, especially as regards financial resources and especially the efforts for the development of context specific indicators and monitoring and evaluation systems.

5.2. The main issues that adult education will have to address and describe future perspectives for the development of policies and practices in adult education and adult learning

- **Balanced approach to adult education and adult learning**

Future perspectives of the development of policies and practices in adult education and learning will be conditioned and influenced by the environment in all its aspects: economic, demographic, social, cultural and environmental. It can be likely foreseen that four tendencies will have great impact on future decisionmaking processes in the field of adult education policy designing: (a) Ageing of the population in more developed countries, mostly in Europe and its impact on adult learning; (b) Globalization with its huge impact on migrational, cultural, social and economic processes almost all over the world; (c) Awareness of the need to change attitudes towards natural environment; (d) Scientific and consequently technical progress, demanding new approaches towards knowledge and competence shaping and building, due to rapid obsolescence.

It is clear that Slovenia will have to face influences of all these processes and to adapt its future policy to changes that will probably occur influenced by them. Among the listed, ageing of the population is expected to be the most important for the prospect of the country towards the future.

Apart from these challenges, Slovenia has some particular issues to address in the long term:

- **Achieving a reasonable balance between general learning and job-related training**
 - In the area of lifelong learning, stimulate people's demand for education and training and encourage employers to increase their investment in it;
 - Increase the attractiveness and accessibility of education and training and create mechanisms for the recognition of any skills and knowledge acquired through informal or casual activities;

- Improve access to education and training by using new technologies;
- Develop mechanisms supporting access of vulnerable target groups – especially older age population, less educated and migrants - to education and learning opportunities;
- Promote education for sustainable local development as a response to globalization processes;
- Increase the welfare and quality of life of all individuals in a sustainable way;
- Enhance every person's opportunities for a long, healthy and active life by investing in education, health, culture, living conditions and other resources that individuals need to realise their potential.

- **Raising the quality of education and learning processes**

- Improving the curricula at all levels of education;
- Obtaining and maintaining the quality standards by shaping the system of regulative mechanisms controlled by experts and sustained and guaranteed by the state;
- Proceed with the development of the system and tools and mechanisms for assessment and recognition of all knowledge and skills in the formal education system;

- **Adapting premises and teaching capacities designed for youth and utilize them for adult learning.**

- Encourage participation of adults in planning and designing of learning programmes according to their experiences, expectations and needs;
- Provide for the surplus of teaching capacities gained due to the decrease of the younger generations and utilize them for adult learning.

- **Avoiding the commercialization of public network of adult education providers**

- The state should maintain and finance the public network of adult learning providers, counseling services, lifelong learning centres etc. by determining the scope and the contents of education programmes/ services encompassed as public service;

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APPENDIX

Acronyms and abbreviations

AE	Adult education
AEMP	Adult Education Master Plan
ALE	Adult Learning and Education
CVTS	Continuing vocational training survey
ECDL	European Computer Driving Licence
ESF	European Social Fund
ESS	Employment Service of the Republic of Slovenia
ETGACE	Education and training for Governance & Active Citizenship
IALS	International Adult Literacy Survey
IGAE	Information and Guidance in Adult Education
ILA	Individual Learning Account
INCLUD-ED	Strategies for Inclusion and Social Cohesion in Europe from Education
INSET	In Service Training
LLL	Lifelong Learning
MES	Ministry of Education and sports
MLFSA	Ministry of labour, family and social affairs
MHES	Ministry of higher education and science
NGO	Non-governmental organization
PLYA	Project Learning for Young Adults
RS	Republic of Slovenia
SIAE	Slovenian Institute for Adult Education
VET	Vocational Education and Training

