EU Adult Learning:
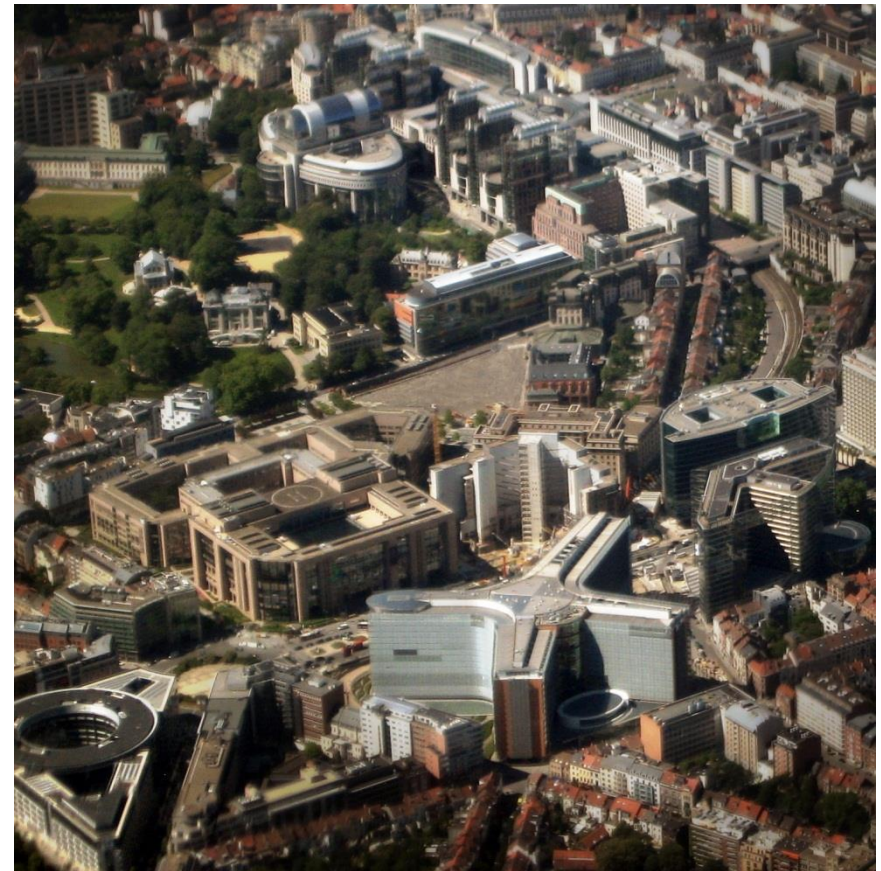## Policy Process, Priorities

Martina Ní Cheallaigh

DG Employment, Social affairs and Inclusion

Unit E3: Vocational training, Apprenticeship and Adult Education

Main actors

- European **Commission**

- **Council** of the European Union

- European **Parliament**

Social Affairs
and Inclusion

European Parliament

1. Proposal from the Commission

1.A ESC opinion COR opinion

2. First reading by the EP – opinion

3. Amended proposal from the Commission

4. First reading by the Council

5. Council approves all the EP's amendments

6. Council can adopt the act as amended

7. EP has approved the proposal without amendments

8. Council can adopt the act

9. Common position of the Council

10. Communication from the Commission on common position

11. Second reading by the EP

12. EP approves common position or makes no comments

13. Act is deemed to be adopted

14. EP rejects common position

15. Act is deemed not to be adopted

16. EP proposes amendments to common position

17. Commission opinion on EP's amendments

18. Second reading by the Council

19. Council approves amended common position
(i) by a qualified majority if the Commission has delivered a positive opinion
(ii) unanimously if the Commission has delivered a negative opinion

20. Act adopted as amended

21. Council does not approve the amendments to the common position

22. Conciliation Committee is convened

23. Conciliation procedure

24. Conciliation Committee agrees on a joint text

29. Conciliation Committee does not agree on a joint text

25. Parliament and Council adopt the act concerned in accordance with the joint text

27. Parliament and Council do not approve the joint text

30. Act is not adopted

26. Act is adopted

28. Act is not adopted

European Commission

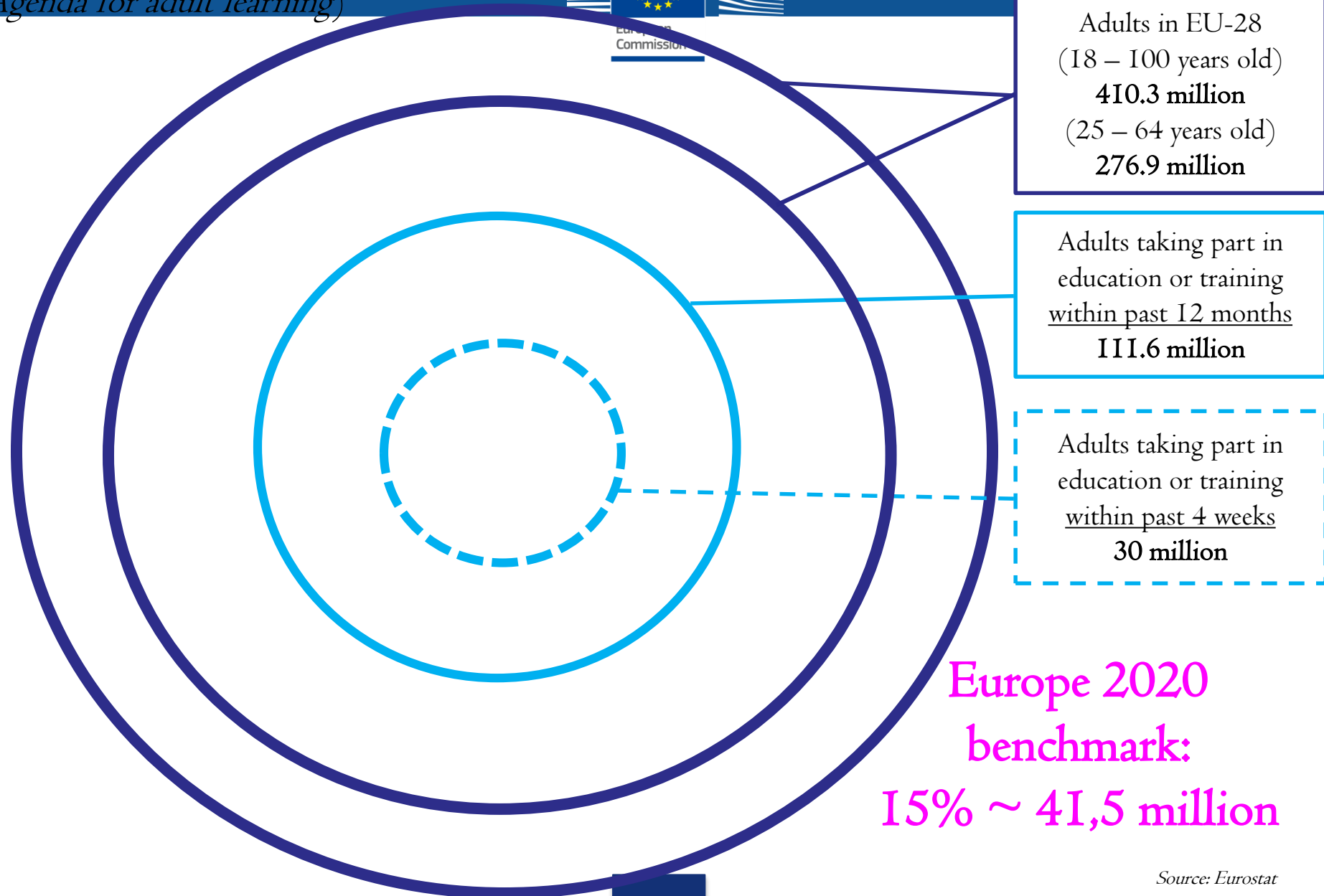## Treaty on the Functioning of the European Union

Article 165

The Union shall contribute to the development of quality education by encouraging cooperation between Member States and, if necessary, by supporting and supplementing their action, while fully respecting the responsibility of the Member States for the content of teaching and the organisation of education systems and their cultural and linguistic diversity.

Article 166

The Union shall implement a vocational training policy which shall support and supplement the action of the Member States, while fully respecting the responsibility of the Member States for the content and organisation of vocational training

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Adult learning - the entire range of formal, non-formal and informal learning activities - both general and vocational - undertaken by adults after leaving initial education and training (*European Agenda for adult learning*)
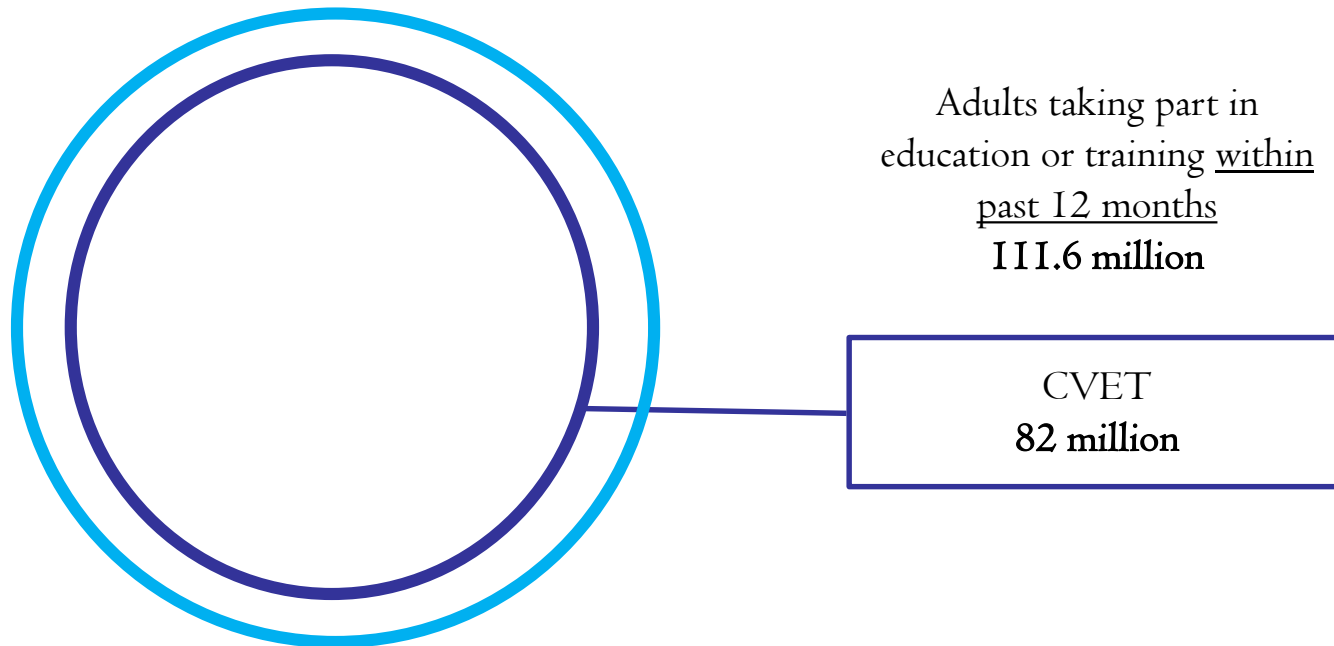

Adults in EU-28
(18 – 100 years old)
410.3 million
(25 – 64 years old)
276.9 million

Adults taking part in education or training <u>within past 12 months</u>
111.6 million

Adults taking part in education or training <u>within past 4 weeks</u>
30 million

Europe 2020 benchmark:
15% ~ 41,5 million

Source: Eurostat
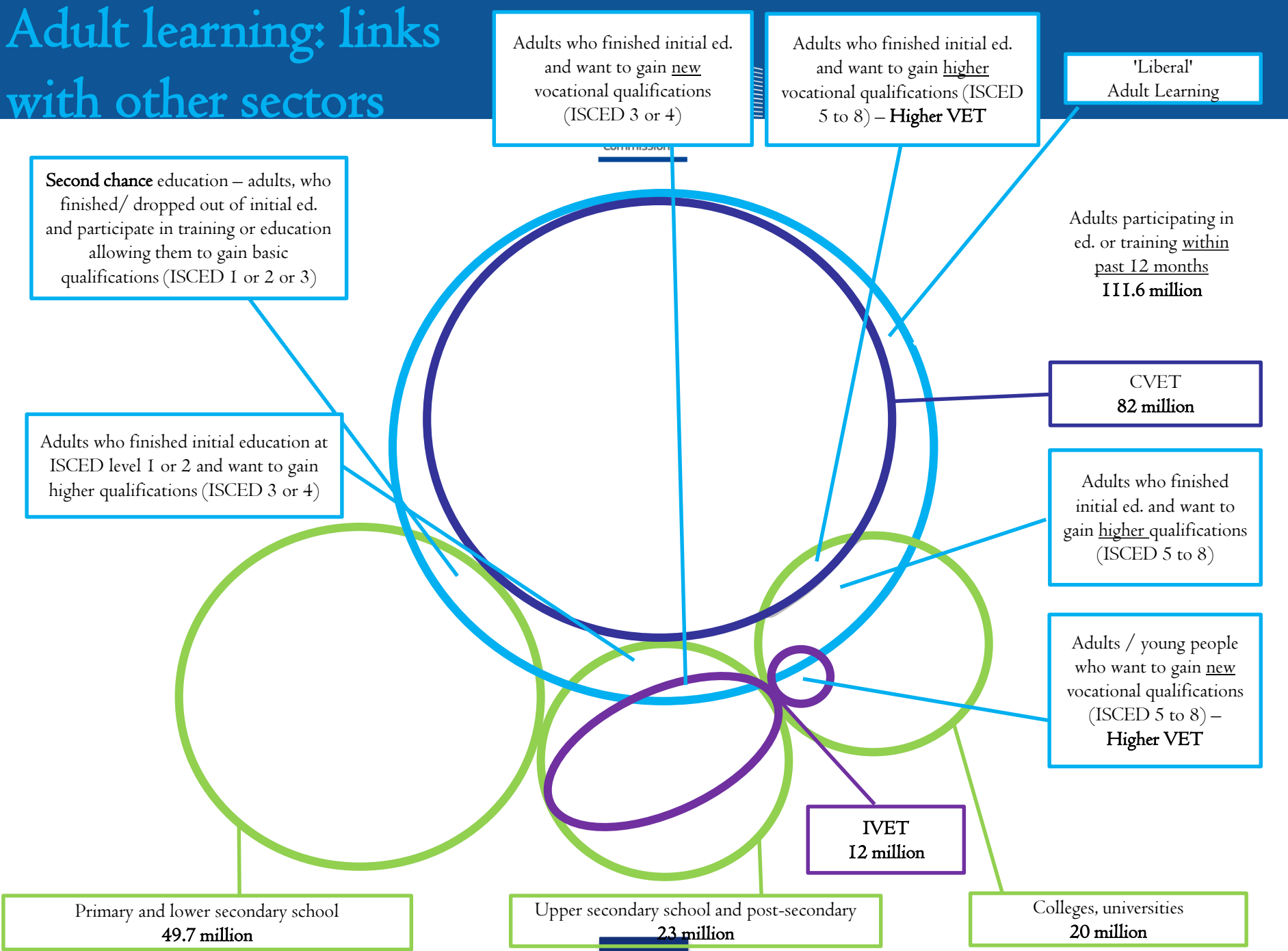
Continuing vocational education and training

Training measure or activities which have as primary objective acquisition of **new competences** or development and **improvement of existing ones,** financed at least partly by the enterprise for their employees. (*Eurostat*) or

Education or training after initial education and training/ training after entry into working life, aimed at helping individuals to:
• **improve or update** their knowledge and/or skills;
• acquire **new skills** for a career move or retraining;
• continue their personal or professional **development**. (*Cedefop 2012*)

Adults taking part in education or training <u>within past 12 months</u>
111.6 million

CVET
82 million

Adult learning: links with other sectors

Second chance education – adults, who finished/ dropped out of initial ed. and participate in training or education allowing them to gain basic qualifications (ISCED 1 or 2 or 3)

Adults who finished initial education at ISCED level 1 or 2 and want to gain higher qualifications (ISCED 3 or 4)

Adults who finished initial ed. and want to gain new vocational qualifications (ISCED 3 or 4)

Adults who finished initial ed. and want to gain higher vocational qualifications (ISCED 5 to 8) – Higher VET

'Liberal' Adult Learning

Adults participating in ed. or training within past 12 months
111.6 million

CVET
82 million

Adults who finished initial ed. and want to gain higher qualifications (ISCED 5 to 8)

Adults / young people who want to gain new vocational qualifications (ISCED 5 to 8) – Higher VET

IVET
12 million

Primary and lower secondary school
49.7 million

Upper secondary school and post-secondary
23 million

Colleges, universities
20 million

The average adult learner

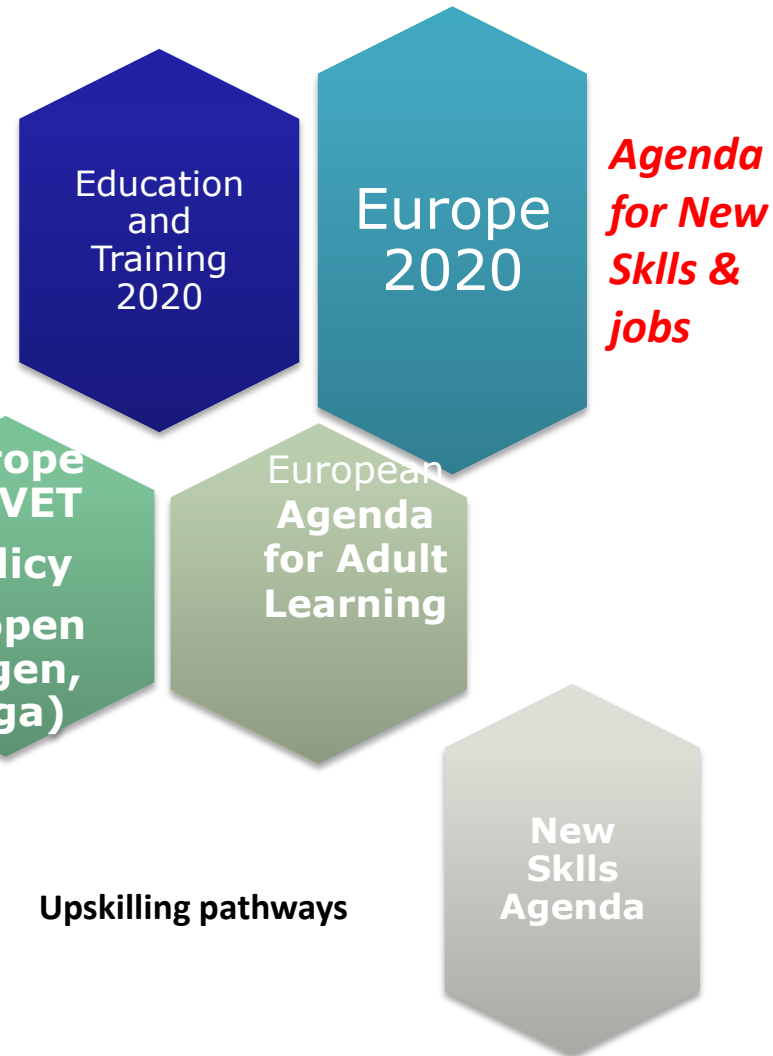| Demographics	Learning activities
Female	Work-related
Young (below 34)	Company financed (short duration)
Employed	
High educational attainment	Non-formal learning
From Northern Europe	

Common challenges

- **Definitions**
- **Heterogeneous** target group (employees, migrants…)
- Many **providers** (employment services, universities…)
- Multiple sub-systems and **governance** levels
  - formal/ non-formal
  - funding private /public
  - work-related/ liberal
- Different **staff** profiles (volunteers, consultants…)
- Flexible learning **settings** (job-shadowing, e-learning…)

- Wide range of policy **goals** (competitiveness, employment, social, up-/re-skilling)
- Incoherent and insufficient **data** coverage

EU policy overview

Working Groups

Member States action

Joint Report

Quality

Education and Training 2020

Europe 2020

Agenda for New Sklls & jobs

Transparency tools

European VET Policy (Copenhagen, Riga)

European Agenda for Adult Learning

Upskilling pathways

New Sklls Agenda

- better possibilities for **all** adults to **access** high-quality learning opportunities at any **time** in their lives, for any **purpose**

- focus on learning outcomes and learner autonomy

- **awareness** of need for learning throughout life

- effective lifelong **guidance** and **validation** systems

- comprehensive high-quality **provision** for key competences or EQF qualifications

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The ET2020 policy framework (2009-2020)

The European framework for cooperation in education and training for adult learning:

- 2 of the 5 key objectives :
  - *improving the **quality and efficiency** of education and training*
  - ***making lifelong learning a reality***
- Benchmark: at least **15% of adults should participate** in learning

- **flexible** arrangements including in-company and workplace-based

- greater **employer** awareness

- access to **higher education** institutions

- **roles** of social partners and civil society; central, regional and local authorities

- allocation of **resources**; shared responsibilities; strong public commitment

European Commission

Governance

Supply and take up

Flexibility and access

Quality

17

Employment,
Social Affairs
and Inclusion

European Commission

GOVERNANCE

- Improve **coordination** and **effectiveness** and **coherence** with other policy areas;

- Ensure **relevance** of provision to **needs** of society and labour market;

- equitable solutions to increase **investment**

European Commission

Supply and take up

- Significantly **increase supply**, especially literacy, numeracy and digital **skills**;

- Significantly **increase take-up** of adult learning, particularly in the **workplace**

European Commission

FLEXIBILITY AND ACCESS

- widen **access** to provision: availability of **workplace-based learning**, and effective use of **ICT**

- **validation**

- provide sufficient **second-chance** opportunities

European Commission

QUALITY

- **Quality** assurance, **monitoring** and impact assessment

- quality of the initial and continuing education of **adult educators**

- Keeping policy under **review** and collection of **data** on needs

1. **Work-based learning**

2. **Quality assurance in VET and feedback loops to IVET and CVET**

3. **Access to training and qualifications through IVET and CVET**

4. **Strengthening key competences in IVET and CVET**

5. **Professional development of VET teachers and trainers**

National Coordinators for adult learning

Erasmus+ actions

- *Staff mobility*
- *Strategic partnerships*

EPALE platform

- *To inform & network the AL community in Europe*
- *Events, news, blogs, research, partners, materials*
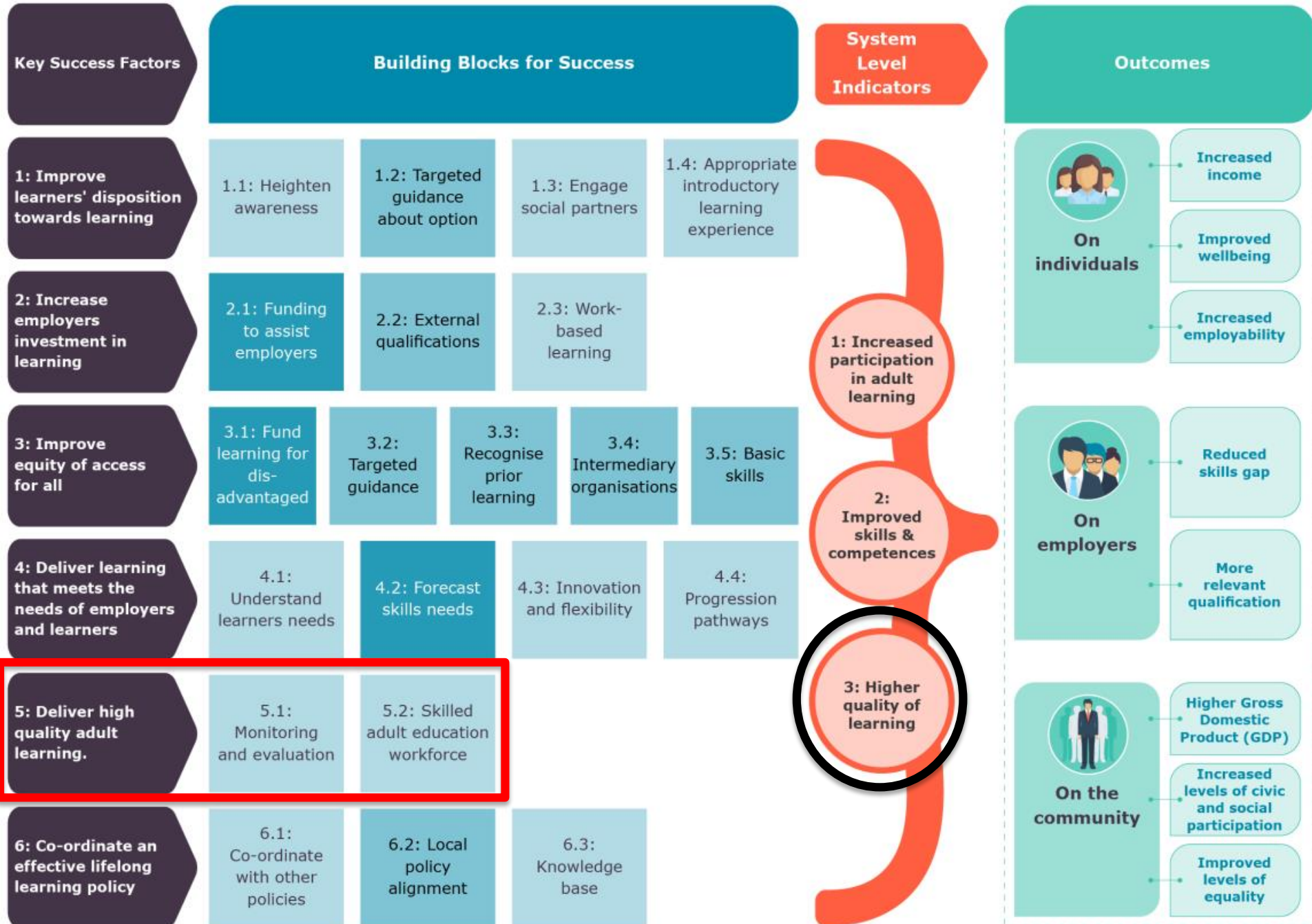
ET2020 Working Group 'Adult learning'

- *National authorities and European stakeholders represented*

Studies, data collection

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and Inclusion

Effectiveness of adult learning policies

In the framework of the ET2020 working group: extensive Commission study (2015) to identify necessary conditions for high quality, effective and efficient policies and systems

- **6 key success factors** identified:
  - improving learners' disposition towards learning
  - increasing employers' investment in learning
  - improving equity of access for all
  - delivering learning that meets learners/employers needs
  - **deliver high-quality adult learning**
  - coordinating an effective adult learning policy

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Key Success Factors

Building Blocks for Success					System Level Indicators	Outcomes

1: Improve learners' disposition towards learning
- 1.1: Heighten awareness
- 1.2: Targeted guidance about option
- 1.3: Engage social partners
- 1.4: Appropriate introductory learning experience

2: Increase employers investment in learning
- 2.1: Funding to assist employers
- 2.2: External qualifications
- 2.3: Work-based learning

3: Improve equity of access for all
- 3.1: Fund learning for dis-advantaged
- 3.2: Targeted guidance
- 3.3: Recognise prior learning
- 3.4: Intermediary organisations
- 3.5: Basic skills

4: Deliver learning that meets the needs of employers and learners
- 4.1: Understand learners needs
- 4.2: Forecast skills needs
- 4.3: Innovation and flexibility
- 4.4: Progression pathways

5: Deliver high quality adult learning.
- 5.1: Monitoring and evaluation
- 5.2: Skilled adult education workforce

6: Co-ordinate an effective lifelong learning policy
- 6.1: Co-ordinate with other policies
- 6.2: Local policy alignment
- 6.3: Knowledge base

System Level Indicators
- 1: Increased participation in adult learning
- 2: Improved skills & competences
- 3: Higher quality of learning

Outcomes

On individuals
- Increased income
- Improved wellbeing
- Increased employability

On employers
- Reduced skills gap
- More relevant qualification

On the community
- Higher Gross Domestic Product (GDP)
- Increased levels of civic and social participation
- Improved levels of equality

Low Skills Trap

- In 2015, **64 million Europeans** (25-64) **low-qualified**

- **Similar proportions** (16-65): low level of proficiency in literacy, numeracy, problem-solving in technology-rich environments (PIAAC 20 Member States)

- Big **variations** between Member States, regions

- **Low** participation rates in learning

- **Limited** outreach, guidance, provision for low-qualified adults

34.1 m **employed**

23.3 m **inactive**

6.6 m unemployed
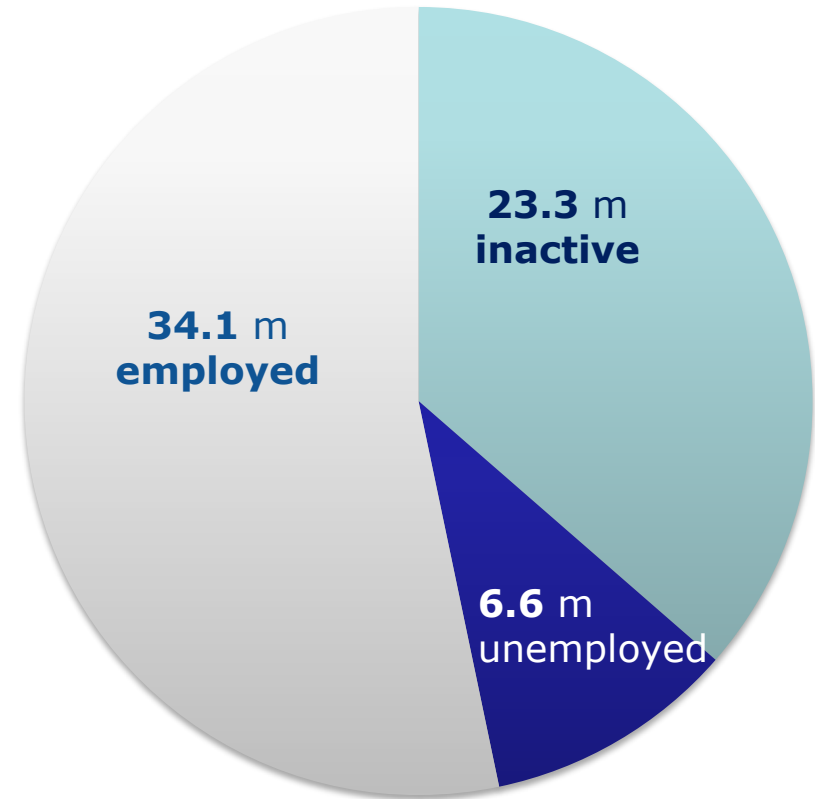
The new Skills Agenda
3 Priority Areas, 10 Key Actions

I. IMPROVING THE QUALITY AND RELEVANCE OF SKILLS FORMATION

1. Proposal for a Skills Guarantee (now: Upskilling pathways)
2. Proposal for the review of the Key Competences
3. Proposals on making VET a first choice
4. Digital Skills and Jobs Coalition

II. MAKING SKILLS AND QUALIFICATIONS MORE VISIBLE AND COMPARABLE

5. Proposal for the revision of the EQF
6. Skills Profile Tool for Third Country Nationals

III. IMPROVING SKILLS INTELLIGENCE AND INFORMATION FOR BETTER CAREER CHOICES

7. Proposal for the revision of the Europass Framework
8. Blueprint for Sectoral Cooperation on Skills
9. Analysis and sharing of best practice on brain drain
10. Proposal on Graduate Tracking

Upskilling Pathways

Adults with a low level of skills, knowledge and competences e.g. without upper secondary education
(not eligible for Youth Guarantee support)

literacy, numeracy, digital skills

and/or

qualification at EQF level 3 or 4 (depending on national circumstances)

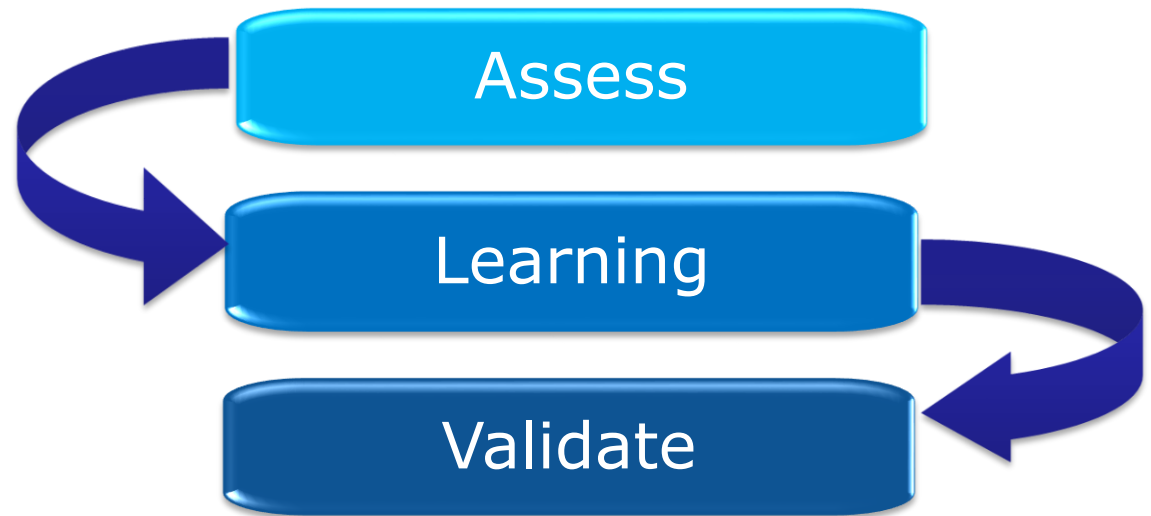*"Challenges for High Quality of Adult Education", Riga, 30 May 2017*

First things first

Set priorities

"By mid-2018, building on existing national arrangements and financial frameworks, outline measures for implementation at national level".

Identify beneficiaries

"Taking into account national circumstances, available resources and existing national strategies, identify priority target groups for the delivery of upskilling pathways. Take into account the gender, diversity and various sub-groups in the targeted population".

Assess

Learning

Validate

Outreach, Guidance, Support

European Commission

"Among the stakeholders in the concerted effort needed to
reach, engage, guide, teach and support individuals on their upskilling pathways are:

- Employer orgs. employers,
- trade unions
- chambers of industry, trade, commerce, crafts
- orgs. involved in planning, organising, promoting education and training
- migrant integration
- employment services
- education, training providers
- intermediary, sectoral orgs.
- civil society orgs.
- local, regional economic actors
- libraries, community services
- Guidance, validation services and

  - adult learners themselves"

Partnership,
Cooperation,
Coordination

European Commission

Policy evaluation

"Evaluate … all measures … and their impact on the progress of the target group towards the acquisition of literacy, numeracy and digital competences and/or towards a qualification at EQF level 3 or 4 ….

Use results of evaluation to inform the design and delivery of upskilling pathways and inform further evidence-based policies and reforms."

Set priorities

Identify beneficiaries

Outreach, Guidance, Support

Partnership, Cooperation, Coordination

Assess

Learning

Validate

Policy Evaluation

European Commission

Employment, Social Affairs and Inclusion

"Where appropriate ... support use of EU funding programmes" for implementation of UPs.

- Embed Upskilling Pathways in relevant Operational Programmes

- There is scope to add basic skills components to new projects (in the new round of grants).

- Development of basic skills in support of unemployed

- Partnership approach and effective coordination; important to involve all stakeholders e.g.: PES, Social Services, Training Providers….

- [PIAAC second cycle: funding of national costs]

Example 1:
TO 8 v - Adaptation to change

- could include development of basic skills in workplace, e.g.:

  ➢ **embed** basic skills within vocational training, or

  ➢ at **skills assessment** stage, identify basic skills needs & provide basic skills training before or during vocational training.

Example 2:
TO 10 iii - Enhancing equal access to lifelong learning

- could implement the Upskilling Pathways' 3 steps model e.g.:

  ➢ insert the **3 steps** as obligatory elements of projects; or

  ➢ if ESF finances implementation of Recommendation on **Validation**, projects could also cover validation of basic skills.

ESF projects:

HU: *Training programme for low skilled adults 2016-2018.* Target: 80,000 low-qualified active adults without ISCED 3.

Will provide:
- skills assessment,
- tailor-made learning offer,
- mentoring,
- validation and recognition of skills acquired: leading to a nationally recognised certificate,
- follow-up and counselling after the training to promote labour market entry.

LV: *new skills and opportunities*
Aim: to improve existing professional qualifications of employees, or teach new professional skills.
Education tailored to user needs & needs of labour market - 40,000 people. €27 million.

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